
**Manchester City Council
Report for Resolution**

Report To: Economy Scrutiny Committee – 11 December 2013
Subject: Careers Education Information Advice and Guidance
Report of: Director of Education and Skills

Summary

This report provides a current picture of how young people in Manchester are receiving Careers Education, Information and Guidance (CEIAG). The report addresses the issues raised by members of the Economy Scrutiny Committee last October 2012 when careers education was last discussed.

Recommendations

Members are asked to note the contents of 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.

- *Careers Advice and Guidance* - Report to Economy Scrutiny October 17th 2012
- *Links Between Business and Schools in Manchester* - Report to Economy Scrutiny November 13th 2013

1. Introduction

- 1.1 The contribution that high quality careers advice and guidance can make to helping young people make positive choices about their futures is well documented. Studies by the Education and Employers Taskforce (2012), UK Commission for Employment and Skills (2011 & 2012), CBI/Pearson (2013) and others demonstrate the value of CEIAG in helping young people make the transition from education to employment. This is especially true when it is delivered as part of a wider offer that exposes young people to the world of work presenting a range of options and pathways to further education, training and employment.
- 1.2 Advice and guidance is seen as a key strand in the City's broader youth employment strategy. We have high expectations that all our partners responsible for delivering advice and guidance will engage and inspire all of our young people to make the right choices to assist their smooth transition into education and employment.
- 1.3 In October 2012, a report was presented to the Economy Scrutiny Committee outlining the changes in statutory duties regarding CEIAG, the introduction of the National Careers Service and the changes to the Connexions Service.
- 1.4 This report outlines further statutory changes and the introduction of Raising of the participation Age (RPA) and Destination Measures. The report then provides an overview of the universal and targeted CEIAG offer to young people pre and post-16 delivered by schools, colleges and the Connexions Service. The final sections of the report describe the range of activities that make up the wider offer of support to young people in making choices about their futures.

2 Background

- 2.1 In the report to scrutiny dated October 2012 references were made to recent changes to the statutory duties around, including the shift in responsibility for the statutory duty to secure impartial Careers Guidance for pupils in year 9 – 11. From September 2012 this transferred from the Local Authority to schools. These changes co-coincided with the introduction of the National Careers Service in April 2012, offering an on-line and telephone support for people of any age, including those of school age.
- 2.2 Further changes have been introduced since the last report. From September 2013, the CEIAG duty has been extended to years 8 -13 for schools and an equivalent requirement will be applied to 16 -18 year olds in colleges through funding agreements, namely the securing of independent careers and guidance.
- 2.3 Also from September 2013, Further Education (FE) Colleges and School Sixth-Form Colleges have been subject to a new requirement by the Department of Education that will form part of their funding agreements, namely, the securing of independent careers guidance.

Independent careers guidance secured under the new requirement should:

- *inspire young people about the full range of education, training and employment opportunities available to students*
- *be provided in an impartial manner*
- *promote the best interests of the student to whom it is given*

The new requirement applies to:

- All students in colleges up to and including the age of 18
- 19- to 25-year-olds with a current Learning Difficulty Assessment in place under section 139a of the Learning and Skills Act 2000

Source DfE website

- 2.4 In June 2013 the Department for Education (DfE) published a guidance document for FE Colleges and School-Sixth Forms, titled Securing Independent Careers Guidance. The guidance highlights the desire for providers to be creative and innovative in their approach, looking at a range of activity from employer engagement to mentoring and coaching, face to face guidance as well as on-line resources. The guidance also states:

*The Government recognises that many FE institutions already have successful student support services – often holding the matrix standard for their careers information, advice and guidance provision - this support should continue. The new requirement aims to ensure that all young people in FE have access to external perspectives beyond the college. The Government is **not prescribing** how each college fulfils the requirement and there is no compulsion to buy in specialist support.*

Source DfE Securing Independent Careers Guidance – Guidance for General Further Education Colleges and School-Sixth Forms June 2013

This guidance also re-emphasises the need for colleges to work in partnership with local authorities to ensure all 17 year olds receive a suitable offer under the September Guarantee

- 2.5 Schools and colleges are now expected to engage, as appropriate, with external, expert careers providers but are otherwise free to make arrangements that fit the needs and circumstances of their students. In fulfilling their new duty, schools and colleges should secure access to independent face-to-face careers guidance where it is the most suitable support for young people to make successful transitions, particularly children from disadvantaged backgrounds or those who have special educational needs, learning difficulties or disabilities.
- 2.6 This academic year also marks the beginning of the new requirement for young people to participate in education and training until the end of the academic year in which they turn 17, rising to 18 from 2015. This is known as raising the participation age RPA.

- 2.7 The raising of the participation age does not simply mean that young people need to stay on in school. It means they will choose one of the following options;
- Full time education, such as school or college;
 - An apprenticeship, or other work based learning;
 - Part time education or training if they are employed, self employed or volunteering for more than 20 hours a week.
- 2.8 RPA brings new statutory duties for the Local Authority to ensure all young people are participating and to have arrangements in place to identify those young people not participating.
- 2.9 All providers of education or training for 16 and 17 year olds (in years 12 and 13), will be under two duties in relation to RPA, they must promote good attendance of 16 and 17 year olds, and must inform the local authority if a young person (aged 16 or 17) has dropped out of learning. This is so the young person can be contacted swiftly and offered support to help them re-engage.
- 2.10 The LA has produced a paper outlining its strategic approach to RPA that has been circulated to all high schools. This paper details the statutory guidance on RPA and how it relates to Manchester's broader Youth Employment Strategy, which includes ensuring that young people have access to high quality advice and guidance. The paper also states and our position in regards to specific vulnerable groups who are unable to fully participate including teenage parents and those who have a serious illness.
- 2.11 Last January the LA produced and disseminated information about RPA to all schools, targeted at both students and parents, and which was well received. A briefing session for all High Schools and F.E Colleges was delivered last March to remind and inform schools of their statutory duties regarding CEIAG, RPA and Destination Measures. and the forthcoming changes to the LA Connexions contract.
- 2.12 A further communication was sent to school in September outlining all the changes including the extension of the CEIAG offer from years 8 – 13 and reminding schools of the need to put in place appropriate CEIAG provision to meet their statutory duties. A key message in the communication is the importance of young people receiving a high quality CEIAG offer to support them in making a positive destination post 16, which is in the interest of both schools and the LA in regards to meeting our statutory duties and reducing the risk of young people becoming NEET.
- 2.13 This year also sees the introduction of the Education Destination Measures (EDM), a requirement for schools to provide information regarding the destination of the most recent cohort of year 11 school leavers, rising to year 12 and 13 in line with the RPA requirements. The EDM are based on participation in education or training in all of *the first two terms (defined as October to March)* of the year after the young person finished KS4 or to A-

Level or equivalent qualifications.

- The KS4 Measure is based on activity in the year after the young person left compulsory schooling (i.e. academic age 16).
 - The KS5 Measure is based on activity in the year after the young person took A level or other level 3 qualifications
- 2.14 The DfE are publishing destination measures as another way that parents or students can judge the performance of schools and colleges to ensure students succeed to make a positive destination into education, training or employment.

'We have made it very clear that we want to put more information into the public domain so that parents and students can make informed judgments about the performance of schools and colleges in their area. The destination measures provide clear and comparable information on the success of schools and colleges in helping all their students take qualifications that offer them the best opportunity to continue in education or training, or get a good job. They will also encourage schools and colleges to support and prepare their students to take up education, training or employment which offers good long term prospects.' DfE (2013)

- 2.15 The most recent key stage 4 (KS4) and key stage 5 (KS5) destination measures were published on 20 June 2013. The measures show the percentage of students continuing their education in school, further education or sixth-form college or higher education institution, and the percentage training through an apprenticeship or work-based learning. In Manchester 84% of KS4 and 69% of KS5 leavers went to employment, education or training destinations compared to averages of 89% and 69% nationally (DfE, 2013).
- 2.16 This September Ofsted published a report – Going in the Right Direction? Careers guidance in schools from 2012. The report contains the findings from a thematic review carried out by inspectors in 60 secondary schools and academies to evaluate how effectively schools have responded to the revised statutory responsibility to provide careers guidance.
- 2.17 The overall view from the report is that the new duty is 'not working well enough'. The report includes a recommendation for Ofsted 'to ensure that inspectors take greater account of the quality of careers guidance and of students' destinations in judging the effectiveness of a school's leadership and management'.

3 Manchester's Universal CEIAG Offer to children and young people.

- 3.1 Although the statutory duty to provide careers advice and guidance transferred to schools in 2012, the Connexions service were contracted by the Local Authority to continue deliver a service to schools until July 2013.

- 3.2 Schools are free to purchase their Information, Advice and Guidance from any provider, including the National Careers Service. Of the 26 mainstream high schools in Manchester, 7 have elected to recruit new or use existing staff to deliver CEIAG in their school. The LA has advised these schools regarding their duty to provide impartial advice, and the need to buy in independent training, quality assurance and labour market information data. Of the remaining 19 schools, 12 buy their service from Careers Solutions, 4 from North Star Guidance, 2 from One Education and 1 from Trafford Connexions. Six of the special schools have chosen to use their own staff, again supported by advice from the LA, while 1 has commissioned an external provider. Finally, the Manchester PRU and the Federation of ESBG schools are covered by the Manchester Connexions contract.
- 3.3 While the exact type of service varies between providers, schools are generally able to choose the most appropriate activities to suit the needs of their young people. An example of a menu offered by providers includes the following activities:
- Vocational guidance interviews;
 - Attendance and engagement at parents evenings;
 - Arranging and attending careers events and open days;
 - Targeted support work in partnership with the schools access to CNX2Jobs website and over 40 training provider opportunities and Early Application and Offer Process (EAOP);
 - Tracking and reviewing work throughout the summer period;
 - Attendance at results days in school (GCSE and A level);
 - Work Experience with employers (block/ Flex / targeted) this can vary from 1 week block placement to extended two year placements;
 - Events in schools engaging employers to offer their services to support event days in schools such as Practice Interviews, Enterprise Challenge, Skills Challenge etc;
 - Primary work with schools challenging stereotypes and raising aspirations.
- 3.4 It is difficult at this stage to make an assessment of how effective the provision in Manchester schools is, especially as this is the first academic year that they have exercised their new statutory responsibility around CEIAG. Therefore the LA in its championing role is looking at ways of quality assuring the CEIAG offer to young people and ways we can work proactively in partnership with our schools to achieve this. See section 4 for further information on our QA role.
- 3.5 The information that we are receiving via the Ofsted report and other sources shows that there are genuine concerns nationally about the fragmentation of CEIAG provision due to changes in government policy, but also the time and resources that schools are dedicating to preparing young people for their futures. We are meeting regularly with officers from the GM combined authority to keep abreast of the progress of schools in areas outside of Manchester and have also contributed to a piece of evaluative research looking at the quality of the offer across the combined authorities. This will help us in informing and developing our QA systems going forward.

- 3.6 The three main FE providers in Manchester; The Manchester College, Xaverian and Loreto, all have their own advice and guidance units operating to national standards. The Manchester College also delivers via a sub-contracting arrangement, a wider set of services under the National Careers Service (NCS) banner.
- 3.7 While Primary Schools do not share the statutory obligations that High Schools hold around CEIAG, there is awareness among Manchester primary schools of the benefits that this work can have for young children. CEIAG in primary settings is focused less on the practical employability skills that older children would study, and more on raising aspirations and exposing children to the world of work. While it is hard to quantify the exact numbers and type of work that primary schools are engaged in, the LA will be encouraging further links between schools and business through the Business Engagement Strategy outlined in section 6.1.10.
- 3.8 Together with the delivery of impartial advice to individual young people regarding their career choices it is also important that we are thinking about the wider careers offer to young people that is provided from a wide range of activities and delivered by a number of partners including teachers and employers. A broader offer to young people, but particularly to year 10 & 11 students would generally include some or all of the following:
- Impartial information, advice and guidance;
 - Careers education programme in tutorial time;
 - Individual careers interview and action plan;
 - Careers fairs and specialist events;
 - Individual employer interviews with feedback;
 - Support in writing personal statements/CVs;
 - Support in making 3 applications for further applications;
 - Detailed and accurate references;
 - Opportunities to work with employers;
 - Development of employability skills;
 - Support and guidance in applying for apprenticeships;
 - Intensive support from connexions and MHA for students at risk of becoming NEET (not in employment, education or training) and those requiring additional support;
- 3.9 A wider offer including assemblies, employer/business links etc. This range of activity is common in the majority of High Schools in Manchester.
- 3.10 Schools and Colleges also organise or participate in careers events outside of the school day targeted at both students and parents. For example, the North Partnership of Schools arranged a 'What's ahead, your future, your choice' event for schools in the North of the city; the event was aimed at year 8 -11s and attended by both students and parents/carers. Similar events were organised in south Manchester by the Wythenshawe Schools Partnership for the Wythenshawe and south schools.

3.11 A number of schools continue to organise specific events during the school day to promote the different pathway to students. Depending on the target group schools adopt a variety of different approaches which may include on site or off site events. The aim is to provide students with access to pathways available to them from the different institutions/employers. Examples of this approach include:

- College road shows
- Employer / Sector Taster visits
- Apprenticeship events
- Manchester Higher programmes (MMU/Manchester University)

3.12 **National Careers Service (NCS)**

3.12.1 The DfE is keen to promote NCS services within schools, particularly the on-line resources they offer, with a view to this sitting alongside the face-to-face services that schools can purchase. The on-line element also means young people can access NCS IAG outside of any kind of formal education environment, for example at home or on a mobile device.

3.13 **Town Hall Connexions Open Access**

3.13.1 Connexions is currently piloting open access drop in sessions in the refurbished Town Hall extension. This service is aimed at young people aged between 15 and 19 and offers advice on issues including education, training and employment, as well as advice on other issues of relevance to young people such as health, well being, volunteering and leisure. It is promoted through Connexions centres, other partners, social media and direct mail-shots and text messages. The city centre location means that young people supported by the core targeted service have access to an alternative venue in addition to the drop in and appointment sessions held in Connexions centres and other venues across the City.

3.13.2 As successful example of engagement through this service, a young person who was long term NEET and not engaging with services was contacted through a Connexions home visit and expressed a preference to access to access the service at an alternative location. He now uses the Town Hall site and is being supported into an EET opportunity.

4 **Quality Assurance of CEIAG**

4.1 Whilst nationally the government is looking to balance guidance, statutory duties and Ofsted requirements around IAG, they have stopped short of any kind of mandate on standards. Instead there is a system of accredited national quality marks for the delivery of IAG services within schools and beyond. This year 6 such quality marks became the first to receive national recognition, including Inspiring IAG Quality Award, which came out of partnership working between schools, voluntary organisations and training providers across Greater Manchester (GM). A proposal has recently been submitted to New

Economy for funding from the City Deal IAG monies to support the further role out of Inspiring IAG across GM schools.

- 4.2 As part of the QA process that the LA undertakes with all schools, high schools are funded for a quality assurance report. This report includes discussion of the success of the school's CEIAG provision. The QA report is a requirement of all schools judged by Ofsted to be below good; however schools that are judged good or outstanding are free to decline this offer. Of the 15 High Schools in Manchester that are rated as good or outstanding, 4 have chosen for the LA to undertake a QA report.
- 4.3 The Local Authority will also collate and scrutinise high school Ofsted report comments on the effectiveness of CEIAG to identify common themes and areas for improvement. These will then be used to inform our conversation with schools and colleges.
- 4.4 Through our work with schools regarding RPA and destination measures, a named person in each high school has been identified to continue liaising with us to ensure that we are working effectively together to discharge our statutory duties in these areas. This will also allow us to share information with schools and more easily identify areas for future development.
- 4.5 The Manchester Schools Alliance (MSA) will also provide support in this area as part of its role in expanding and communicating best practice amongst Manchester schools throughout the MSA network. The MSA will also play a role in supporting the Business Engagement Strategy and facilitating the forming of relationships between schools and employers to enhance delivery of CEIAG.

5 Labour Market Information (LMI)

- 5.1 The Local Authority City Policy unit are working to ensure that key LMI messages are disseminated to schools on a regular basis. A member of the Policy team attended the September Secondary Heads meeting to explore how this information can be made more accessible to a range of audiences such as teachers, parents and young people. The Head teachers requested additional information about the growth sectors and shared ideas on how this information can be used to support young people in making choices.
- 5.2 Connexions have access to an Employer Services team who canvas employers for vacancies and promote awareness of them to young people, helping match them to these opportunities and ensuring they are realistically informed of employer expectations. Connexions personal advisors and other subscribing organisations have access to a GM LMI resource, enabling IAG to be closely linked to the demands of the local labour market.

6 Targeted CEIAG Offer to Young People

6.1 Connexions Service

- 6.1.1 The revised Local Authority Connexions Service contract with Career Solutions went live on August 1st this year. Connexions Personal Advisers offer intensive support to around 700 young people, predominantly aged 16-19 but up to 25 for care leavers or young people with learning difficulties and disabilities (LDD), with multiple issues preventing them from accessing education, employment or training. Support is also offered to those Year 11 young people who are at high risk of non-compliance with RPA and includes a range of measures to help them into appropriate education, employment or training.
- 6.1.2 Referral into intensive support is through an agreed route, coming from sources including Education Caseworkers, Family Nurse Partnership, schools and Teenage Pregnancy Specialist Midwives. In addition, Connexions are delivering independent and impartial CEIAG alongside intensive support to Year 11 pupils at the Manchester Secondary Pupil Referral Unit (PRU) and the Federation of ESBD Schools due to their increased risk of non-compliance with RPA.
- 6.1.3 Many of the young people who at risk of non-compliance receive support from a number of professionals and some may even have a key worker co-ordinating a package of support. The Connexions Service are now working more strategically to develop the skills and understanding in the wider workforce in issues related to the engagement of young people in EET opportunities. An example of this is Connexions staff providing training to The FIP and Assertive Outreach Teams of Complex Families.
- 6.1.4 Recent success stories include a Connexions PA working in partnership with a FIP worker to engage the family of a young man who was a poor attender and involved in youth crime. The PA was able to negotiate with a provider and colleagues within the LA to develop a bespoke programme for the young person. In another example, a PA was able to engage a young woman who was a traveller and had very limited secondary education. The PA was able to provide intensive support to help the young woman access a study programme to develop her literacy and numeracy skills with a view to moving into a vocational further education course next year.
- 6.1.5 In addition to the Intensive Support service Connexions provides practical IAG to those young people who are NEET but who are motivated and keen to engage in employment, education or training. This includes support such as developing a CV, opening a bank account, preparing for an interview or applying for a DBS check. Together with this Connexions identify and promote relevant opportunities around EET with the aim of providing immediate access to vacancies in the labour market and other “positive” activities. This promotion takes place through the CNX2Jobs website, Facebook and other social media.
- 6.1.6 **Other NEET initiatives**

In addition to the Connexions Service providing a targeted offer to those Young people who are NEET, there are a number of other providers

contracted to deliver initiatives working with this target group including the Youth Contract 16 – 18, ESF and Talent Match. Similar to Connexions they all provide intensive individual support which will include accessing advice and guidance to enable young people to re-engage in education, training or employment.

6.1.7 Youth providers / Factory Youth Zone

A number of youth projects funded through the MCC Youth Fund also provide individual support, mentoring and volunteering opportunities with young people at risk of being non RPA compliant or NEET. The Factory Youth Zone in the North of the City has employed an Enterprise worker to support young people to develop their employability and entrepreneurial skills. This work includes supporting young people to access information advice and guidance.

6.1.8 Business Engagement

New evidence (Education & Employers Task Force, 2012) shows that there is a significant link between the number of contacts that a young person has with employers as part of CEIAG and their likelihood of being NEET, their future earnings and their overall confidence in progression towards career goals. The CBI/Pearson (2013) study referenced in paragraph 1.1 shows that the vast majority of employers nationwide (72%) believe that careers advice for young people is not good enough.

6.1.9 There are already some good examples of partnership working between schools and business in Manchester. For instance, Inspiring the Future recruit volunteers to give careers talks to young people in 18 high schools in the City. Manchester Airport release staff to deliver World of Work days at local primary schools, and Wates Construction has invested around 96 days of staff time to engage with 786 students at St Matthew's R.C. High School, resulting in a marked improvement in attainment and attendance. For more detail on business engagement work that is already taking place in Manchester please see the report to Economy Scrutiny dated October 2013.

6.1.10 Building on this positive work, the LA is running a Careers Aspiration Event in January 2014 that aims to widen young people's career aspirations, showcase vocational and professional skills and promote apprenticeships as a pathway into a range of careers. The day includes bite-sized, vocational "have a go" activities based around a specific skill or sector that encourages young people to gain fun and engaging hands-on exposure to other opportunities in the labour market. January 2013's event at the Etihad stadium was a success, and was attended by 555 young people from 14 Manchester Schools along with 39 employers. The 2014 event has expanded on this, and in order to accommodate the increased level of demand has been moved to Manchester Central Conference Centre.

6.1.11 The LA also runs an Apprentice Ambassador programme that promotes apprenticeships using current or recently qualified apprentices. These ambassadors visit schools, careers fairs and other events to talk about their

own experiences as an apprentice and to demonstrate how an apprenticeship can be a viable route into a range of careers.

6.1.12 In light of the strong evidence base that shows the positive effect that comprehensive CEIAG has on outcomes for young people, and given Manchester City Council's strong links with both schools and employers in the city, we are currently working towards a strategy and framework that will help schools and employers engage with each other more easily. This framework will allow us to demonstrate the benefits of linking education and employers and clearly define routes for employers and schools to engage with each other, highlighting best practice and championing successful partnerships. This will support schools in helping young people to make become work ready and support business in meeting their corporate social responsibility objectives.

7 Summary

- The many changes outlined above describe a complex and shifting landscape in which CEIAG is delivered. This presents a challenge for schools to both understand these changes and respond appropriately. At present, guidance from the DfE is not sufficient and so the LA, schools and providers in Manchester have attempted to fill the gap.
- The September Ofsted report into CEIAG in schools presents a worrying account of how this duty is delivered. It demonstrates that the Local Authority should put in place what we can to monitor and quality assure what is happening in our schools.
- Through our links with schools we are aware that most are doing a great deal of work and there is evidence of a wide range of activities taking place with a large number of partners. Schools in Manchester are taking seriously their role in preparing young people for life after leaving compulsory education, even taking into account competing pressures in the field of education.
- The LA has a strategic role in supporting schools and partners to do more and this is demonstrated through the Work Experience Offer and Business Engagement Strategy, both of which are progressing and should be launched in the new year.
- The Connexions Service will be closely monitored to ensure we are getting the right outcomes and to test out the impact of the intense support service.
- We need to work closely with other partners and providers to ensure that delivery is joined up and that there is no duplication of work. Ultimately we need to make sure that we are doing everything in our power to ensure that the CEIAG offer in Manchester is working for young people.
- We are looking at ways to embed the QA of CEIAG into the wider QA processes that we have implemented around schools.