
**Manchester City Council
Report for Resolution**

Report to: Economy Scrutiny Committee – 25 November 2015

Subject: Participation & Performance Post-16 including the offer for young people Not in Education Employment or Training (NEET)

Report of: Director of Education and Skills

Summary

This report provides an overview of participation and performance post 16 and progress made on delivery of the raising the participation age (RPA) legislation in Manchester. It includes information on traineeships, apprenticeships and pathways for young people who are Not in Education, Employment or Training (NEET) with particular attention given to the support for people who are left behind or difficult to reach groups

Recommendations

To note the report and progress made to date.

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.

- *Youth Employment and Apprenticeships Across Greater Manchester* – Report to Economy Scrutiny 19 November 2014
- *Apprenticeship Activities Update* – Report to Economy Scrutiny 19 November 2014
- *Careers Education Information Advice and Guidance* – Report to Economy Scrutiny 11 December 2013

1.0 Introduction

- 1.1 The purpose of this paper is to update the Economy Scrutiny Committee on the activity and support in place to deliver the raising the participation age (RPA) legislation in Manchester particularly for those young people who need additional support to move into and sustain a positive employment and skills outcome.
- 1.2 Data on participation and performance post 16 is provided and where available, Manchester's achievement is compared to other local authorities, regionally and nationally. This includes the Not in Education, Employment or Training (NEET) Scorecard and related performance measures.
- 1.3 The report provides an overview of the current post 16 pathways and provision including apprenticeships activity, as one of the city's key tools to reduce youth unemployment, increase skills levels and support progression for our young people. This includes detail on the initiatives in place to support young people who are NEET in the city and Greater Manchester.

2.0 Background

- 2.1 The December 2013 CEIAG report to this Committee, outlined the duty on young people to participate in education or training until the end of the academic in which they turn 17. From September 2015, all young people are expected to continue in education or training until they are at least 18 years old. The duty is on the young person to remain in learning and they should be supported by their parents/carers and school to make their own decisions about how they wish to participate. The legislation allows for the young person to be fined if they do not participate.
- 2.2 The role of the education provider is to ensure good attendance and inform the local authority when a young person leaves an education or training programme before completion enabling the local authority to take swift action to encourage the young person to re-engage. Schools also have specific responsibilities for young people with statements of Special Educational Needs or Education, Health and Care (EHC) plans leaving school, including arranging an annual review of the statement or EHC plan which focuses on transition from school, clearly building in the responsibilities placed on young people by RPA.
- 2.3 The local authority duty is to encourage, enable and assist young people to participate in education or training by ensuring that there is sufficient suitable education and training provision for all young people aged 16 to 19 and for those up to age 25 with a learning difficulty assessment (LDA) or Education, Health and Care (EHC) plan. To fulfil this, local authorities need to have a strategic overview of the provision available in their area and to identify and resolve gaps in provision.
- 2.4 Tracking young people's participation is a key element of these duties. Local authorities are required to collect information about all young people so that

those who are NEET can be identified and given support to re-engage. Robust tracking also provides the local authority with information that will help to ensure that suitable education and training provision is available and that resources can be targeted effectively. In Manchester, the tracking was previously delivered under the Connexions contract and is now a key element of the Career Connect run Targeted Youth Support Service.

2.5 Local authorities are expected to lead the September Guarantee, which underpins the delivery of this duty. This is the process by which local authorities aim to ensure that all 16-17 year olds receive an offer of a suitable place in education or training by the end of September each year.

3.0 Post 16 pathways and provision

3.1 There are a range of options for a young person to choose from for their post 16 education or training as shown in Appendix 1:

- Full-time education, such as a school or college,
- An apprenticeship, traineeship 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.

Post 16 provision in Manchester includes ten school sixth forms, three sixth form colleges, one further education college, over 250 training providers, youth employment provision and specialist education provision. There is also a range of independent provision available to young people in Manchester.

3.2 Anecdotal evidence suggests that parents, employers and young people have interpreted RPA to mean that young people must stay at school or in 'formal learning' until they are 18, rather than in 'learning' which includes apprenticeships. In order to address this and increase awareness of the RPA agenda, MCC has developed an RPA leaflet which lays out the pathways in a clear and simple way as described in the CEIAG paper to this committee.

3.3 The Post-16 Reference Group which is a sub group of the city's Strategic Education Partnership meets regularly to identify collaborative approaches to strengthening pathways for young people aged 16-19 years. MCC also works closely with New Economy and the nine other GM local authorities to share good practice and develop new approaches to support NEET young people into work and training, including apprenticeship support mechanisms for young people who have additional support needs.

3.4 An example of this is the roll out of UCAS Progress under the title GM Search and Apply. The UCAS Progress system is a fully-searchable prospectus of 16-19 course opportunities that enables young people to search and apply for their post-16 education and training through a single online process. This has been facilitated by the new requirement on all post-16 providers funded by the Education Funding Agency (EFA) to submit their 16-19 course data to government which is presented in GM on the UCAS Progress system.

A partnership of local providers has been awarded City Deal funding to put in place the mechanisms to list their courses, use the system to accept applications and to help young people access and use the system to search and apply for their post-16 education or training. This information is then available for MCC to download, analyse and interpret for local strategy.

- 3.5 Other Manchester Youth Employment services, including alternative provision to engage young people who are or are at risk of becoming NEET is made available to young people, their parents/carers and support services through Help and Support Manchester (formerly known as the Family Services Directory).

4.0 NEET support initiatives

- 4.1 The landscape of youth initiatives, designed to support young people back into an education, employment or training (EET) destination is broad and changes frequently as funding starts, stops and eligibility criteria changes. Therefore MCC plays a key role in keeping track of these initiatives, ensuring that partners are aware of the offer and developing local and GM schemes where there are gaps. The Targeted Youth Support Service delivered by Career Connect is the main mechanism for ensuring that NEET young people and especially those with additional support needs are connected to the right provision to move them into employment and training.

4.2 European Social Fund

The previous European Social Fund (ESF) contract to work with young people who are NEET finished at the end of July 2015. The procurement of all GM ESF projects is currently on hold due to national delays with the expectation that activity will begin in spring/summer 2016. The ten GM local authorities have been heavily involved in designing the NEET ESF specification to ensure that there is additional support in place for key groups such as young people with Learning Difficulties and Looked After Children (LAC) and Care Leavers. However, the delay has left a gap in provision, especially as the national Youth Contract also finished at the end of March 2015.

- 4.3 To address this gap in provision a small pot of GM commitment funding has been ring-fenced to mitigate the impact. Manchester City Council is using this funding to test a selection of preventative interventions with the learning feeding into the delivery of the ESF NEET programme. Examples of the interventions include targeted job coaches, work related learning and mental toughness. These interventions will be focused on vulnerable young people who are most at risk of becoming NEET such as those with special educational needs and disabilities (SEND), LAC or Care Leavers or those who are attending the Pupil Referral Unit (PRU). A critical part of this approach will be to embed the learning within the key support agencies for these young people to ensure that employment and skills pathways become much more of a focus for them and there is more in-house knowledge around good practice in how best to make use of mainstream support services.

4.4 Youth Contract Extension

In November 2014, Pertemps People Development Group (now known as APM) were awarded the City Deal Youth Contract Extension which is a voluntary programme offering intensive and bespoke mentoring support. Nu Traxx aims to empower and equip young people in Greater Manchester with the skills and knowledge required in order to help them achieve qualifications and a job. Nu Traxx also offers each young person a personal budget which is tailored to individual needs.

- 4.5 Originally, the Nu Traxx programme was targeted at 18-24 year olds who had been claiming Jobseeker's Allowance (JSA) for between 6 and 9 months referred by Jobcentre Plus, although early entry from 3 months was possible. Performance was lower than expected, not least because of the significant drop in youth unemployment since the time the programme was designed. Recently, the eligibility criteria has changed and referrals can now be made for 16 to 24 year olds in receipt of JSA or Universal Credit for 3 months. If the young person has also been NEET for 6 months, are a Care Leaver, have a significant health condition or are a repeat benefit claimant they can receive support from day 1.

4.6 Traineeships

Traineeships are an education and training programme which contain an element of work experience element attached to it. They have been designed to focus on providing young people with the skills and experience they require to progress into an apprenticeship or full time employment. To date there has been a low take up in delivery of traineeships in Manchester although some organisations in Manchester such as Greater Manchester Fire Service and EAT Pennine are delivering successful models.

There is still some uncertainty around the delivery models and providers still appear reluctant to deliver in Manchester. Discussions have taken place with providers, MCC and New Economy to ensure that young people are able to take advantage of traineeships where they are the most appropriate pathway to an apprenticeship. One of the key barriers to NEET young people participating in traineeships is that the majority are unpaid and for some young people, they need some more intensive support to be able to sustain a traineeship.

4.7 My Future

As reported to this committee as part of the November 2014 *Youth Employment and Apprenticeships Across Greater Manchester* update, the recent trends both within the city and nationally have been for proportionately fewer young people to start an apprenticeship, despite employer incentives and other initiatives to raise awareness of apprenticeships. In part, this may be due to young people and their parents/carers interpreting RPA legislation as meaning that they must stay in formal education. There are also a variety of reasons for young people not (successfully) applying for apprenticeship opportunities. In order to address the feedback from employers that they are

more interested in having job ready candidates than using some of the wage incentives on offer, MCC has developed the MY Future model.

4.8 My Future is an intermediate labour market (ILM) initiative developed in partnership between The Manchester College and Manchester City Council to offer young NEET people from Manchester aged 16 to 24 years old the opportunity to carry out a 13 week paid work opportunity using Future Jobs Fund legacy and Clean City funding. The scheme has been designed to support those young people who need work experience and mentoring support in order to move into an apprenticeship or job with training. Recruitment is based on attitude and interest, rather than qualifications. The priority groups for the scheme are as follows;

- 16-18 NEET young people from priority NEET wards
- 16-18 NEET young people from priority groups, LAC, Youth Offending Service
- 16-24 unemployed young people supported under Troubled Families/Confident Achieving Manchester
- 16-24 unemployed young people supported under Children In Need
- 18-24 unemployed young people supported by Working Well
- 18-24 unemployed young people supported by Talent Match
- 18-24 unemployed young people not engaged in mainstream employment services

4.9 My Future consists of a 4 week pre-employment programme before 13 weeks of paid employment. Young people are employed by The Manchester College and paid at National Minimum Wage but seconded to a host employer for three months. The scheme was piloted within Manchester City Council, working with Bereavement Services, Highways, Neighbourhood Delivery Teams (NDT) as well as Wythenshawe Housing Trust. Where possible, placements have been extended to allow young people to apply for apprenticeship positions with MCC or partner organisations. Placements have included a range of roles from administrative staff to cemetery maintenance and lifeguards. To date, four young people have progressed into an apprenticeship or full-time employment. All have an updated CV, recent work experience and qualifications as a result of participation on the scheme.

5.0 Participation and performance post 16

Participation and performance post 16 varies throughout the year and depends upon the dataset being used to evaluate against national, regional and other local authority data. To help see the full picture it is important to look at all of the different datasets alongside each other.

5.1 Client Caseload Information System

The Client Caseload Information System (CCIS) is the main database used by the local authority to collect information about all young people's participation so those who are NEET, or are at risk of NEET, can be identified and given support to re-engage.

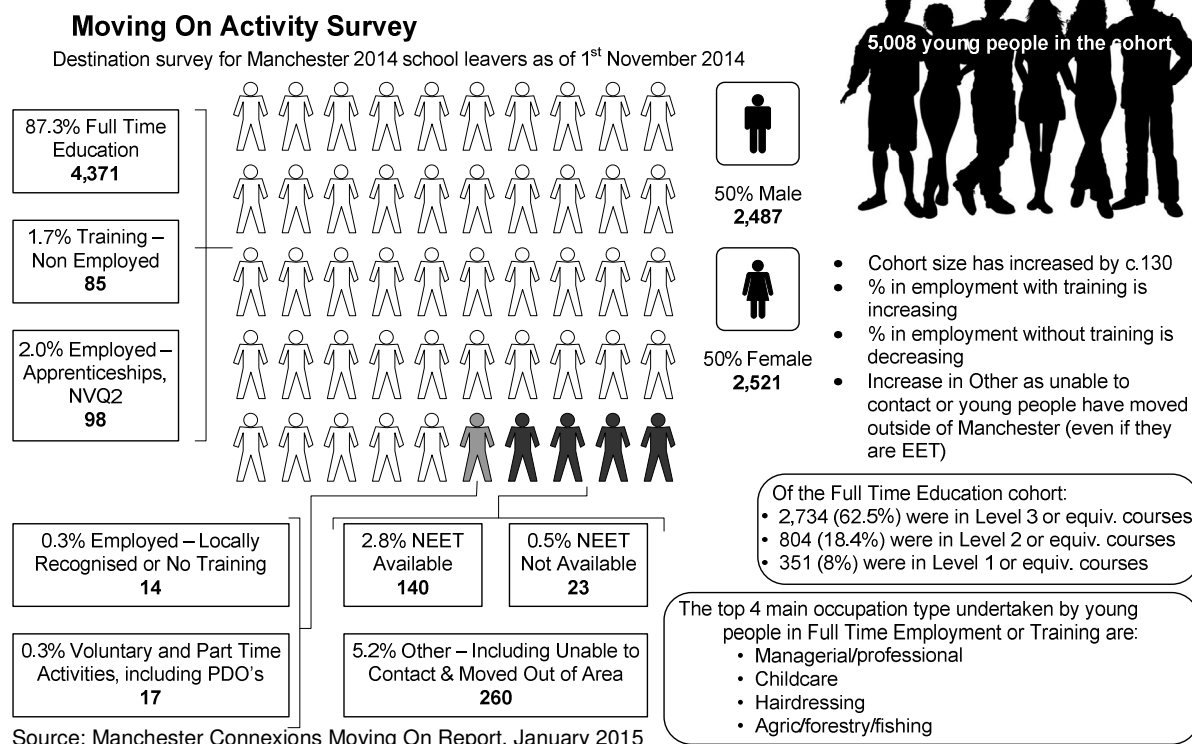
5.2 Management of the CCIS was brought in-house in August 2015 to improve reporting of post 16 data by aligning the CCIS with existing MCC data systems. This integration has already begun with a particular focus on looked after children (LAC), young people with special educational needs or disabilities (SEND), Troubled Families and the development of a report to identify young people via at risk of NEET indicators (RONI).

5.3 Activity Survey

The activity survey produced using the CCIS provides information on the destinations of year 11 school leavers on 1st November after they have left secondary school. The latest activity survey data is for the young people who left year 11 in 2014 (see diagram 1 below). It shows that 87.3% of the 5,008 young people in the cohort went on to full time education with 2% employed with training, such as an apprenticeship. This compares to 87.6% and 2.2% from a cohort of 4,877, respectively in 2013. 2.8% were NEET and available compared to 2.9% in 2013.

5.4 The largest proportion of young people going into further education from Manchester schools do so with The Manchester College followed by Loreto College (27.8%), Xaverian College (17.9%), Parrs Wood High School (5.1%), Connell Sixth Form College (4.5%) and The King David High School (3.4%). Travelling outside of Manchester, young people attend a range of GM providers with Trafford College (23.3%) receiving the largest proportion.

Diagram 1: Moving On Activity Survey, January 2015



5.5 The data shows some information on those year 11 learners within vulnerable groups:

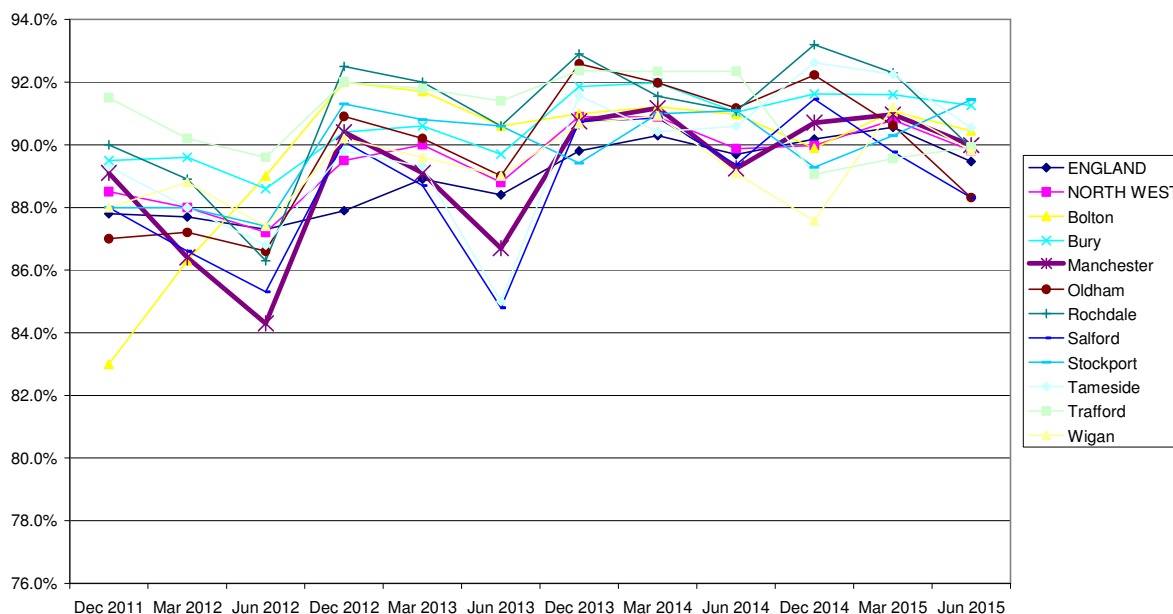
- 82.1% of those with learning difficulties and disabilities went into full time education whilst 6.5% were NEET Available.
- 58.6% of those who were looked after children (LAC) went into full time education with 13.8% NEET Available.
- 55.7% of this cohort who were supervised by the youth offending service went into full time education and 17.7% were NEET Available.
- 56.3% of those who were caring for their own child went into full time education.

6.0 DfE Participation figures

6.1 The DfE publish data on the participation of 16 and 17 year olds in education and training for March, June and December each year. This data is submitted from the CCIS and the most recent data available is for June 2015.

6.2 As with all participation data, the proportion of 16-17 year olds recorded in education and training fluctuates monthly. Therefore, it is only possible to accurately compare with the same month in previous years. Graph 1 below shows Manchester's performance compared to other GM local authorities, the North West region and the national average, whilst Graph 2 shows Manchester compared to statistical neighbours.

Graph 1: Proportion of 16-17 year olds recorded in education and training, compared to GM

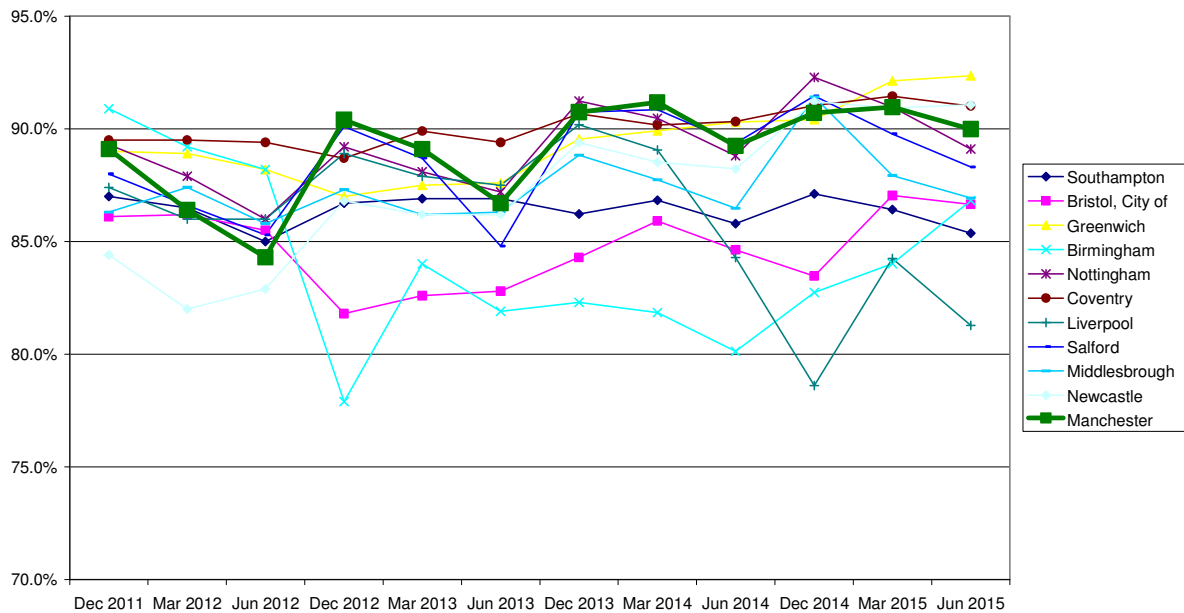


6.3 Manchester has shown greater variation throughout the year than the national or regional averages, but has performed better than both for the last year with 90% of 16-17 year olds in education and training in June 2015, compared to

89.5% nationally and 89.8% regionally. In GM, Manchester has performed better than five of the other local authorities.

6.4 When compared to ten statistical neighbours, Manchester performed better than seven local authorities in June 2015 and has been more consistent than most since December 2013.

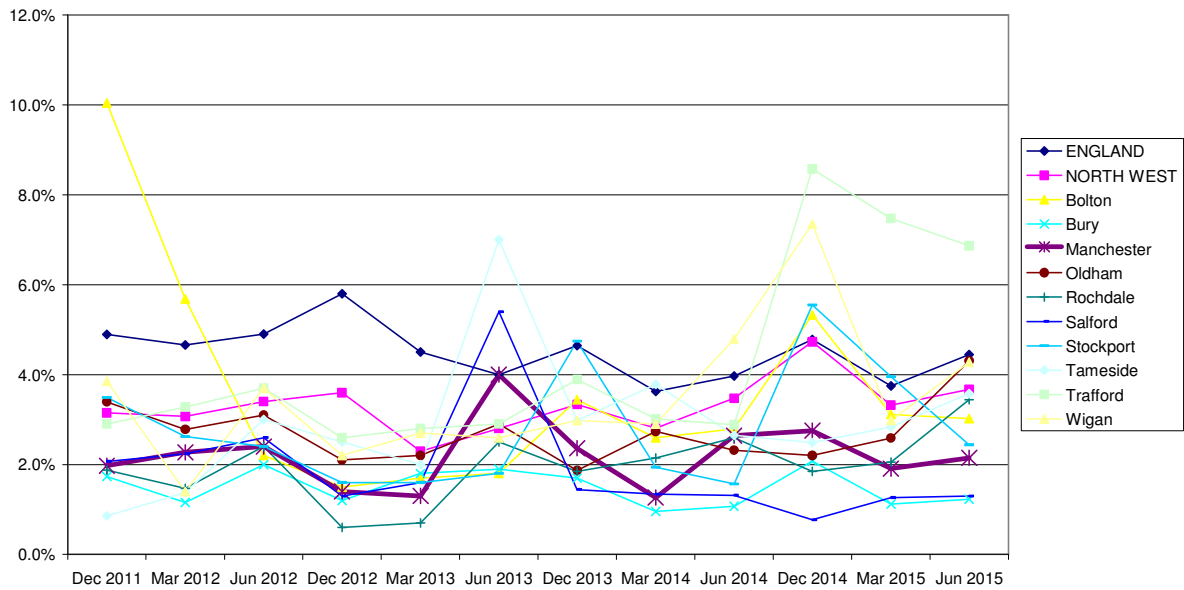
Graph 2: Proportion of 16-17 year olds recorded in education and training, compared to Statistical Neighbours



6.5 The DfE participation data also shows those who are unknown. Graphs 4 and 5 below show how Manchester’s performance compares to the national and regional averages, other GM local authorities and statistical neighbours.

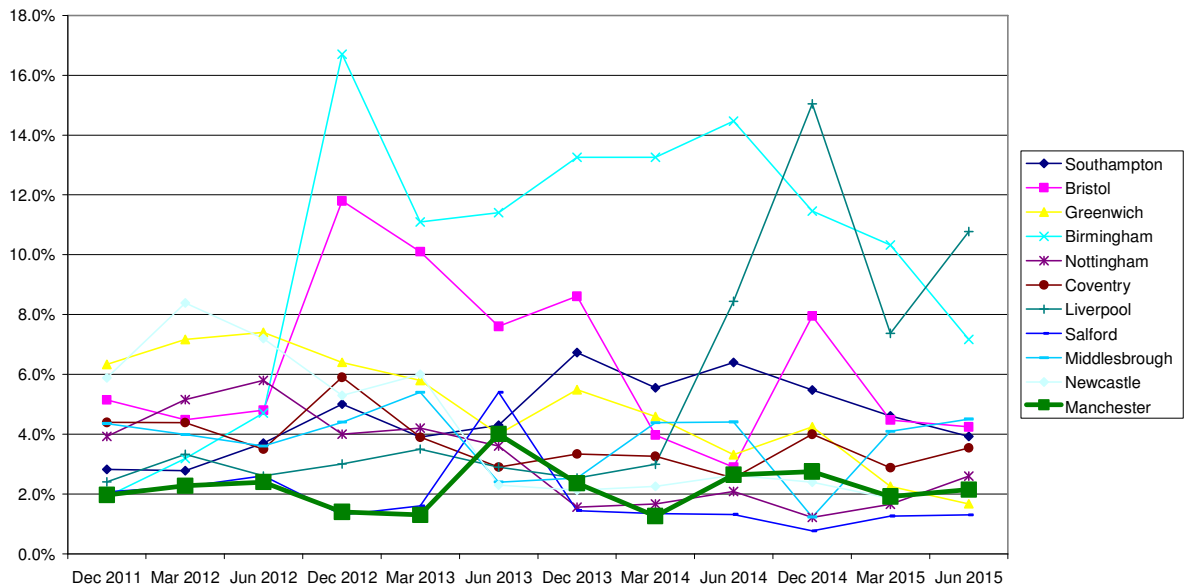
6.6 In June 2015, Manchester’s proportion of 16-17 year olds whose activity was not known was 2.1%, much lower than nationally at 4.4% and regionally at 3.7%. Manchester performed better than seven of the other GM local authorities.

Graph 3: Proportion of 16-17 year olds whose activity is not known, compared to GM



6.7 Again, Manchester out performs eight of the statistical neighbours in June 2015, with only Greenwich and Salford achieving lower unknowns.

Graph 4: Proportion of 16-17 year olds whose activity is not known, compared to Statistical Neighbours



7.0 NEET Scorecard

The DfE has introduced a NEET Scorecard¹ that aims to put the headline NEET figure for each local authority area into context by setting it alongside a range of other related information because there are a range of factors that can affect the proportion of NEET young people. The 2014 NEET Scorecard attached as Appendix 2 shows that Manchester has a higher proportion of NEET than the national average. However, the LA support data reveals that Manchester has a higher proportion of 16-17 year olds who are made an offer of an education place under September Guarantee, a high proportion of 16-18 year olds whose activity is known to the local authority and a higher proportion of 16-18 year olds NEET re-engaging in EET, than nationally. The Outcomes data is more of a concern because although Manchester has a higher rate than nationally for the proportion of 16-17 year olds participating in education and training, the % of 19 year olds achieving level 3 is 52.6% as compared with 57% nationally and only 15.3% of 19 year olds achieve GCSE A*-C English and maths (or equivalent) between the ages of 16 and 19 when they had not achieved this level by 16.

- 7.1 The issue, therefore, appears to be the retention of young people in their post 16 destination, preventing them from disengaging, particularly when they are 17 or 18 years old and ensuring that when they are in post 16 provision, they are supported and able to achieve. Good quality CEIAG both before and during their time in post-16 should ensure that more young people access a learning opportunity that they sustain.
- 7.2 The Work and Skills Board has also driven an approach to influencing curriculum content to match employer need with post 16 providers and The Manchester College in particular. The post 16 reference group described in section 3 of this report also has a focus on sharing good practice around quality and curriculum content to support more young people into employment pathways. Whilst there is a clear national drive to increase the volume of apprenticeships to support more young people into work with training, the need for increased quality of provision is equally important and is a priority for the GM Apprenticeship Hub.

8.0 September Guarantee

The data for 2015 has just been submitted by MCC to DfE at the end of October and shows that:

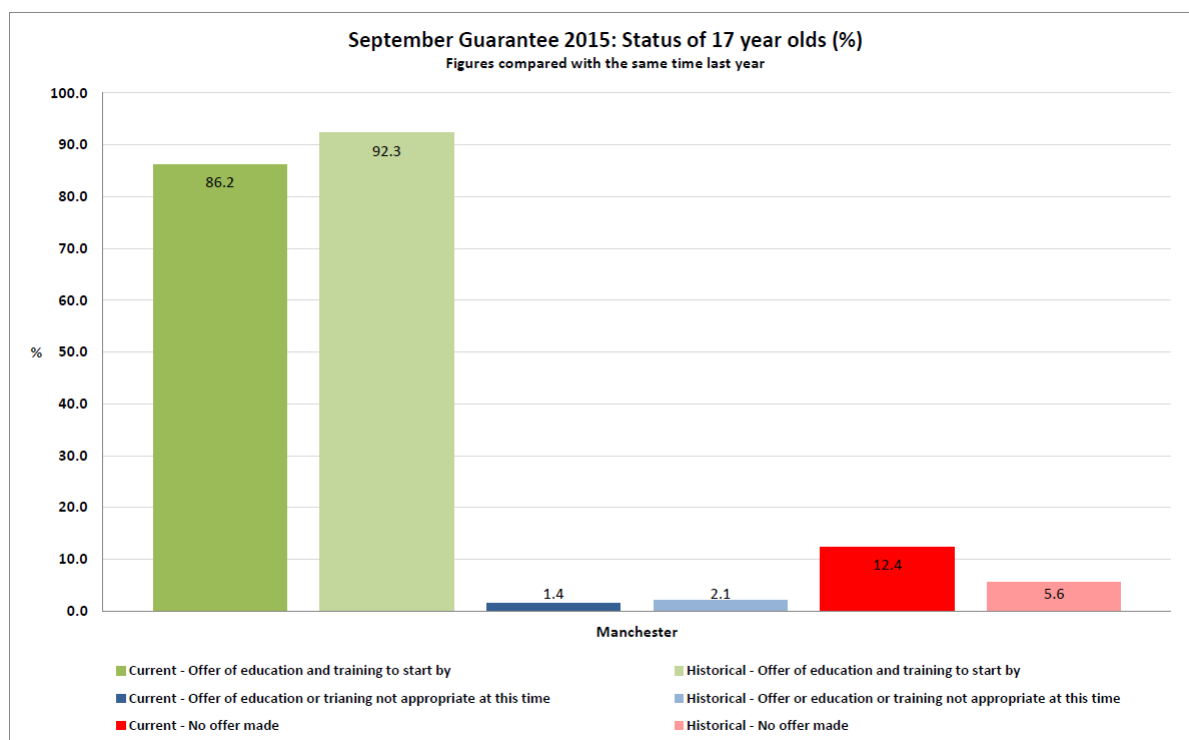
- Year 11: 98.1% have an offer of education or training compared to 95.4% last year. This is a 2.7% improvement.
- Year 12: 86.2% have an offer of education or training compared to 92.3% last year. This is a 6.1% reduction.

- 8.1 The increase in offers made to 16 year olds is very positive. However, there has been a reduction in offers made to 17 year olds, see graph 5. The data shows that the proportion of 17 year olds for whom an offer is not appropriate

¹ <https://www.gov.uk/government/publications/young-people-neet-comparative-data-scorecard>

at this time² has reduced, whilst the percentage with no offer made has increased from 5.6% in 2014 to 12.4% in 2015. The Targeted Youth Support Service delivered by Career Connect in the city since October, will lead on engaging with those young people who have not been made offers to ensure that they are supported to move into appositive destination. The post 16 reference group will oversee this work.

Graph 5: September Guarantee 2015, Status of 17 year olds (%)



9.0 Destination Measures

Education Destination Measures data, as outlined in the CEIAG Update to this Committee, is still experimental and does not include independent school data. The latest data is provisional for 2013-14. It is important to note that although the destination measure data is being reported on by local authority, it is actually designed to measure individual school and college performance rather than the LA. This is because the data relies on the duty on schools to provide information regarding the destination of their previous year 11 students and includes young people who are educated in Manchester who do not reside in Manchester. The nationally recognised data used to monitor LA performance is the participation data discussed in section 4.4 above, however the onus on schools to report destination measures should support improvements to CEIAG and participation rates.

² This includes young people with an offer or who have started in employment without training to NVQ Level 2, who have personal circumstances preventing them, who are/will access a personal development opportunity or other.

- 9.1 MCC is developing an integrated post 16 dataset to provide a better understanding of the whole picture of post 16 provision, participation and performance. The dataset will include all of the above intelligence along with more detailed analysis of the post 16 provision available and achievement data linking Key Stage 4 to post 16 provision. Good practice will also be sought from other local authorities, to ensure that MCC makes use of lessons learnt and develops an effective tool. The dataset will then enable MCC to better engage with reporting requirements and engage fully with providers across all sectors. It will also enable MCC to better understand and predict the impact of Key Stage 4 results on post 16 as well as the impact of changes to funding now and in the future.

10.0 Conclusion

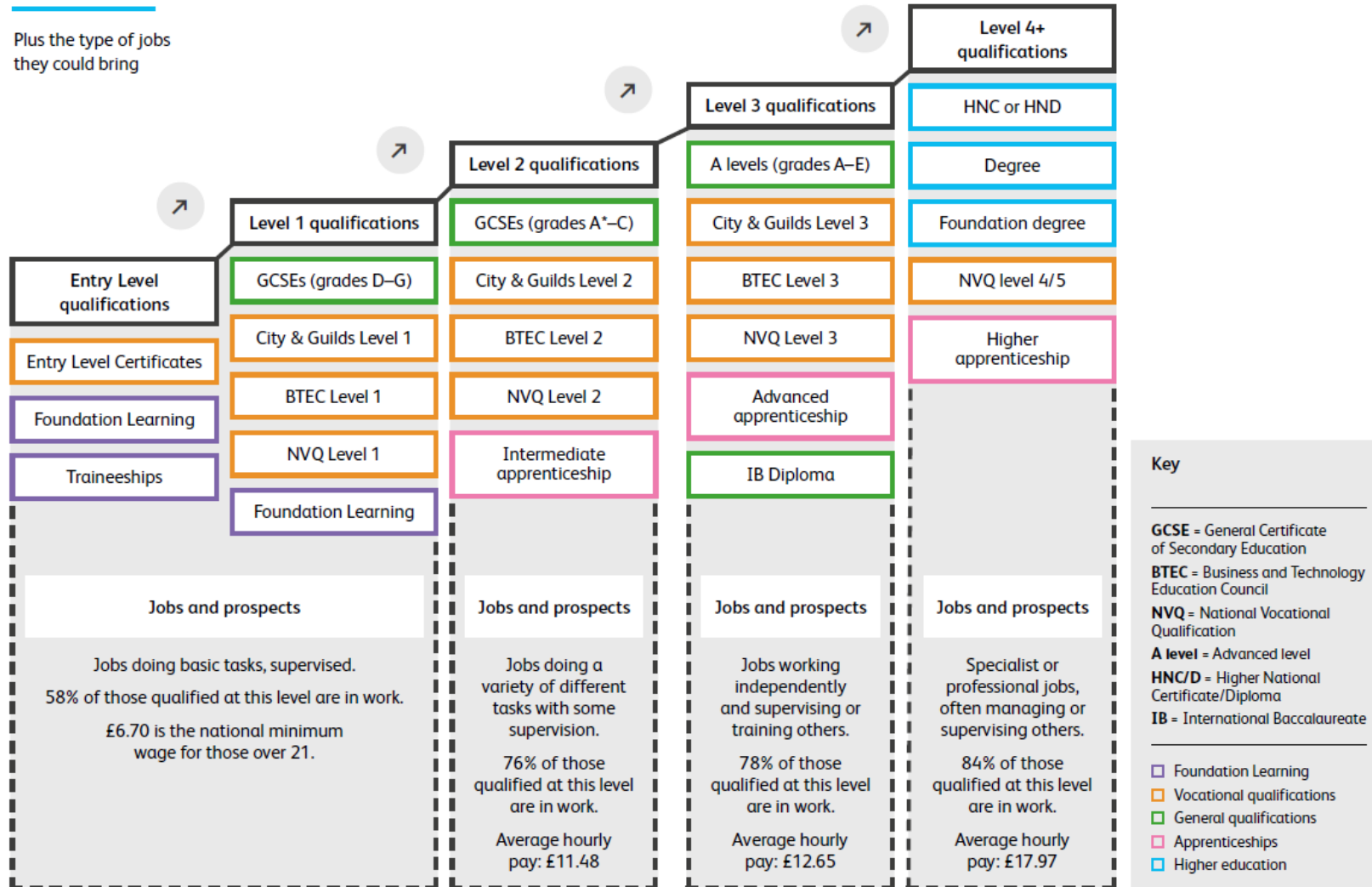
The data currently shows mixed outcomes across Manchester with particular issues raised around the retention of young people within post 16 education and training and there is clearly a need to continue to target appropriate support at vulnerable groups of young people. Better education and employment outcomes for all those participating in post-16 education and training will be a key consideration of the Area Review.

- 10.1 Manchester will continue to shape the youth initiatives procured at a GM level, including supporting the design and implementation of relevant parts of the Devolution Agreement and wider employment and skills system to ensure they meet the needs of the city's young people. It is early days in terms of the delivery of the Targeted Youth Support Service but by integrating the service into the Manchester Early Help Hubs and Work and Skills Partnership, we will ensure that best use is made of the services and funding available to support more NEET young people into positive destinations.

Appendix 1 – Post 16 Pathways

Choice of training and qualifications

Plus the type of jobs they could bring



Appendix 2 – 2014 NEET Scorecard

NEET Scorecard

Published July 2015

LA	Manchester			Latest performance						Quintile			% pt change since last year		
				LA	England	1	2	3	4	5	LA	LA direction	England		
	% 16-18 year olds not in education, employment or training (NEET)			6.5%	4.7%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input style="background-color: red;" type="checkbox"/> 5	#####		-0.6		
	- age 16			3.6%	2.2%						#####		#####		
	- age 17			6.1%	4.4%						#####		#####		
	- age 18			10.3%	7.8%						#####		#####		
LA support	% 16-17 year olds made offer of an education place under September Guarantee			93.4%	93.2%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input style="background-color: yellow;" type="checkbox"/> 4	<input type="checkbox"/>	#####		#####		
	% 16-18 year olds whose activity is known to the local authority			93.5%	91.0%	<input type="checkbox"/>	<input type="checkbox"/>	<input style="background-color: yellow;" type="checkbox"/> 3	<input type="checkbox"/>	<input type="checkbox"/>	#####		+0.2		
	% 16-18 year olds NEET re-engaging in EET			9.3%	7.7%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	#####		#####		
Outcomes	% 16-17 year olds participating in education and training			91.0%	90.6%	<input type="checkbox"/>	<input type="checkbox"/>	<input style="background-color: yellow;" type="checkbox"/> 3	<input type="checkbox"/>	<input type="checkbox"/>	#####		#####		
	- full-time education			84.5%	83.1%						#####		#####		
	- apprenticeships			3.4%	4.9%						#####		#####		
	- other education and training			3.1%	2.6%						#####		#####		
% 19 year olds achieving level 3			52.6%	57.0%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input style="background-color: yellow;" type="checkbox"/> 4	<input type="checkbox"/>	<input type="checkbox"/>	#####		#####		
% 19 year olds achieving GCSE A*-C English and maths (or equivalent) between ages 16 and 19, for those who had not achieved this level by 16			15.3%	16.9%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input style="background-color: yellow;" type="checkbox"/> 4	<input type="checkbox"/>	<input type="checkbox"/>	#####		#####		
Contextual information	GCSE attainment		LA	England	School attendance			LA	England	16-18 LA population					
	5 or more GCSEs at A* - C inc E & M		51.4%	53.4%	Overall absence (% of sessions)			5.3%	5.2%	ONS estimate			17,660		
	1 or more GCSE at A* - G		96.7%	97.7%	Persistent absentees (% of pupils)			5.8%	5.3%	Recorded on CCIS			15,710		