

MANCHESTER JOINT STRATEGIC NEEDS ASSESSMENT 2015/16

CHILDREN AND YOUNG PEOPLE (STARTING WELL AND DEVELOPING WELL)

CHAPTER: Adolescence

TOPIC: 16-18 year olds not in education, employment or training

Why is this important?

Reducing the number of 16-18 year olds who are not in education, employment or training (NEET) is a national and local priority. Being NEET can have long term impacts on the life of an individual. Evidence shows that a young person who experiences a period NEET will, on average, lose up to £50,000 in earnings over their working life when compared to a peer who doesn't experience a period NEET¹.

Increasing the participation of 16-18 year olds (and beyond) in education, employment and training makes a lasting difference not only to their lives and that of future generations, but also to the fabric of the communities in which they live. Young people who do not participate are more likely to have low skills, to go on to be unemployed in adult life, to earn less and to suffer from poor health or depression, which can continue to have a negative impact on their adult life. This can block social mobility for individuals and families, and research also suggests that a lack of skills impacts on the productivity gap between this country and some other countries.

In contrast, participating in and achieving qualifications can dramatically increase young people's lifetime earnings – for example, people with an Advanced Level Apprenticeship (equivalent to level 3) earn between £77,000 and £117,000 more over their lifetimes than those without, whilst the employment rate of adults with a Level 2 qualification is twice that of those without qualifications.

In 2011, the Government set out its strategy² to increase the number of young people who are engaged in education, training and employment, based on a number of reforms, in particular the recommendations from the Wolf Review around vocational education³. The Government's plans encompass the following priorities:

- Raising the participation age (RPA) to 18 in 2015;
- Targeting greater investment in Apprenticeships for young people;
- Reforming vocational education through new 16-19 programmes of study, including work experience;

¹ Impetus-PEF (2014) Make NEETs history in 2014

² Building Engagement, Building Futures: Our Strategy to Maximise the Participation of 16-24 Year Olds in Education, Training and Work 2011, DfE

³ Review of Vocational Education: The Wolf Report 2011

- Enabling local authorities to fulfil their statutory duties to support young people to participate, including disadvantaged young people

The Education and Skills Act 2008 increased the minimum age at which young people in England can leave learning, requiring them to continue in education or training until their 18th birthday from September 2015. The RPA 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.

Nationally, the Government publishes annual data on the participation of young people aged 16 to 18 in education, employment and training, as well as quarterly data on NEET (not in education, employment or training) and NET (not in education or training) based on results from the labour force survey (LFS). <https://www.gov.uk/government/collections/statistics-neet#participation-in-education-employment-or-training>. The Department for Education (DfE) has also introduced a NEET Scorecard aiming to put NEET figures for each local authority into context by setting it alongside other related information. This can be accessed at <https://www.gov.uk/government/publications/young-people-neet-comparative-data-scorecard>.

The NEET Scorecard for 2014/15 shows that in England 4.7% of 16-18 year olds were NEET with 2.2% of 16 years olds, 4.4% of 17 year olds and 7.8% of 18 year olds.

In March 2015 90.6% of 16-17 year olds were participating in education and training, with 83.1% in full-time education, 4.9% on apprenticeships and 2.6% attending other education or training.

The Manchester Picture

Participation in education, employment and training 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.

The more detailed datasets include:

- The September Guarantee – the proportion of 16 and 17 year olds receiving an offer of a place in learning for the next academic year.
- The Activity Survey – the destination of year 11 leavers on 1st Nov.
- DfE participation data – the proportion of young people in learning for March, June and December each year.
- Local authority analysis from the Client Caseload Information System (CCIS) which is the main database used by the local authority to collect information about all young people's participation so that those who are NEET, or are at risk of NEET, can be identified and given support to re-engage.

The NEET Scorecard shows that in Manchester 6.5% of 16-18 year olds were NEET at the end of 2014, nearly 2% higher than the national average and with 3.6% of 16 year olds, 6.1% of 17 year olds and 10.3% of 18 year olds NEET.

The local authority ward analysis shows the variations across the city with numbers of NEET higher in the north, east and south of the city. They are also considerably higher for groups of vulnerable learners such as those who are/were looked after children (LAC), have special educational needs or disabilities (SEND), have been supported by the Youth Offending Teams (YOT) or are teenage parents.

In 2014, Manchester had 93.4% of 16-17 year olds with an offer of an education place under the September Guarantee compared to 93.2% across England. The local authority also knew the activity of 93.5% of 16-18 year olds, whereas nationally this was 91%, and of the 16-18 year olds NEETs 9.3% were re-engaging in EET as compared to 7.7% in England.

In terms of participation, Manchester had 91% of 16-17 year olds in education or training in March 2015, with 84.5% in full time education, both higher than the English average. Manchester has shown greater variation throughout the year than the national or regional averages, but has performed better than both for the last year. In Greater Manchester, Manchester performed better than four of the other ten local authorities and when compared to ten statistical neighbours, Manchester performed better than seven local authorities in March 2015 and has been more consistent than most since December 2013.

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.

What would we like to achieve?

The duties on local authorities relate to participation and include⁴:

- ensuring there is sufficient education and training provision post 16,
- support for young people with SEND to enable them to participate in education or training,
- tracking young peoples' participation,
- promotion of participation,
- identifying those young people covered by the RPA duty and those who are NEET.

⁴ *Participation of young people in education, employment or training* (September 2014)
<https://www.gov.uk/government/publications/participation-of-young-people-education-employment-and-training>

Local authorities are expected to lead the September Guarantee, which underpins the delivery of the RPA 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.

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 (TYSS). In 2013, Manchester City Council (MCC) developed the RPA Strategic Approach setting out a zero tolerance to non-RPA compliance. Therefore, we are working towards enabling all young people to participate in EET between 16-18 years old. This in turn means that the target for the level of young people whose destination is unknown, is also minimal.

Since September 2013, the local authority no longer has a statutory duty to provide universal career education, information, advice and guidance (CEIAG). Schools and colleges now have the statutory duty to secure independent careers guidance for all registered pupils at the school/college in years 8-13 (aged 12-18) on the full range of education and training options, including apprenticeships. This duty is intended to expand advice and guidance for young people so that they are inspired and motivated to fulfil their potential. Schools should help every pupil, including the most vulnerable and those with special educational needs and disabilities to develop high aspirations and consider a broad and ambitious range of careers.

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.

By introducing RPA, the government has clearly set out its expectation that all young people will engage in education or training, and as such there are a number of national initiatives to support schools and colleges in their duty to provide CEIAG:

- The National Careers Service (NCS)
- The Careers and Enterprise Company
- Job Centre Plus staff will be introduced into schools from 2017.

Across Greater Manchester (GM), there is a collaborative approach to delivering the best provision for our region. In order to do this there is a pooling of resources with the development of the GM CEIAG Offer, the GM Apprenticeship Hub and a GM approach to the upcoming European Social Fund tenders.

The foundation of the GM CEIAG Offer is to encourage as many schools and

colleges as possible to undertake the Inspiring IAG Award. This is a quality assurance award for the information, advice and guidance (IAG) provided within schools and colleges and also helps prepare them for an Ofsted inspection.

What do we need to do to achieve this?

Manchester City Council has developed a draft Work and Skills Strategy.

Vision:

“Manchester’s vision is to be in the top flight of world class cities, a thriving and sustainable city, as competitive as the best with an internationalised, dynamic and sustainable economy comprising highly skilled, enterprising and industrious people.”

Purpose:

To develop a work and skills system which meets the growth needs of all businesses and enables residents from all backgrounds to obtain the skills and attributes employers require. New and existing businesses will benefit from a growing pool of local talent, whilst residents will be much better equipped to compete within the local labour market. Increasing numbers of residents will be able to access sustainable and healthy work with opportunities for in work progression, resulting in a fairer and more equal city.

The Strategy is broken down into 3 clear themes which each align to one of the 5 Manchester Strategy themes:

- Business and Enterprise
- Resident Skills
- Addressing Inequality

Each theme has specific objectives, outcomes and priorities.

The priorities relating to young people include:

Business and Enterprise

- Develop an effective framework for employer engagement
- Create a simplified skills offer which employers understand, can engage with and are able to invest in
- Build enterprise skills into education and skills provision to support flexibility and resilience, create a more enterprising workforce and increase business start-ups
- Increase the number of apprenticeships in the city, particularly in growth sectors

Resident Skills

- Create opportunities for the city’s young people and unemployed

residents to experience the world of work and develop their employability and enterprise skills

- Simplify the skills offer and pathways for residents from all backgrounds, leading to sustainable jobs and career progression
- Improved careers advice with better use of real time labour market intelligence

Addressing Inequality

- Develop early intervention/prevention of NEET (not in employment, education and training) and embed work and skills within public service reform programmes

Successful delivery will require a collaborative cross-sector approach with available resources being invested in well evidenced early intervention initiatives. Although the Strategy is intended to be as inclusive as possible, there is a recognition that limited public resources mean that residents furthest from work and those in low paid work will be priority cohorts. The move to a more demand led skills system will also put more emphasis on employers to invest in the skills of their current and future workforce. The city's Work and Skills Board will oversee the delivery of the Strategy.

In order to reduce the number of young people who are NEET in Manchester:

- The Work and Skills Strategy will be implemented
- The new TYSS and the new delivery model will be embedded
- There will be further quality assurance of CEIAG in schools
- The City Council will develop a post 16 dataset to more efficiently monitor the provision, participation and achievements of young people

What are we currently doing?

NEET Support Initiatives

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 and 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 TYSS 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.

The TYSS has a focus on reinforcing the expectation that schools and colleges will meet their duty to provide CEIAG and ensure that MCC discharges its statutory duty to track young people's participation through working with partners. It has been re-focused to link directly with the Early Help Hubs and support Young Carers and other priority groups, which aligns it with the wider reform programme. To improve the consistency of messages young people receive there will be work to raise the awareness of and

support key workers to understand CEIAG. Career Connect already deliver provision in Salford and as such, there is ongoing work to align the two services and explore ways that the local authorities can work together to deliver improved outcomes at a time of rapidly reducing budgets, moving away from the traditional Connexions Service.

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. 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.

Improving NEET Data

From 1 August 2015, the management of the CCIS was brought in-house to enable MCC to maximise the potential use of the data to drive up performance of the TYSS, support delivery of our statutory duties by improving post 16 data reporting, and aligning the CCIS with existing MCC data systems with initial focus on supporting vulnerable groups. The integration and alignment of data between systems has begun with particular focus on LAC. A pilot is also in the early stages of being established to trial providing direct access for schools to the CCIS, enabling them to input destination measures data directly and run a selection of reports to support their own performance management.

Supporting CEIAG across the City

In recognition that to proactively reduce the number of young people who are NEET, it is important that they have access to high quality CEIAG as early as possible. MCC have established various mechanisms to enable peer support, sharing of good practice to drive up standards, identification of opportunities for collaborative working and provide quality assurance. These include:

- The CEIAG Network
- The CEIAG Newsletter
- Career Aspiration Events
- Resources such as the Pathways booklet, monthly messages and labour market information
- Promotion of the GM CEIAG Offer and GM Apprenticeship Hub provision

Governance

MCC facilitate a structured approach to the governance of work and skills including 16-18 year old NEETs. The Work and Skills Board drives delivery of the economic, employment and skills priorities of the City. It supports the delivery of the three spines of the Community Strategy with a particular emphasis on reaching full potential in education and employment. The overall function of the Board is to set priorities for the City in relation to employment, skills and enterprise; commission activity, jointly fund projects where

appropriate and monitor performance.

It is responsible for:

- The performance management and overall delivery of economic, employment and skills objectives set out in the Community Strategy.
- Ensuring that robust linkages are established and maintained between Manchester and sub-regional planning arrangements.
- Aligning resources and commissioning arrangements between the key agencies.
- Developing a collective delivery plan for employment and skills priorities and outcomes.

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.

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).

Community and Stakeholder Views

The draft Work and Skills Strategy went out for consultation enabling anyone to influence its development. The Work and Skills Board and Work and Skills Partnership include a wide range of stakeholders from organisations involved in improving employability across Manchester.

The CEIAG Network enables careers leads in schools and colleges to feed into the ongoing work to improve CEIAG, sharing good practice and they have been central to influencing plans on career aspiration events and the development of the Pathways Booklet. Careers leads also work with the City Council to collate feedback from young people within their institutions.

The Youth and Play Fund was within the recent Manchester City Council 2015/17 budget proposals consultation which then enabled the creation of the TYSS. Consultation events were held with a range of stakeholders being offered the opportunity to share their views.

Reports on post 16 participation and CEIAG regularly go to the Economy Scrutiny Committee to enable Councillors to be kept informed and challenge.

Also, the Career Aspiration Events which are run for young people and their parents/carers to attend provide a direct opportunity to evaluate and collate feedback from this cohort.

References and Links

Impetus-PEF (2014) Make NEETs history in 2014

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Other JSNA Topics that this links to

Young Carers; Young Offenders; Looked After Children; Teenage Parents; Children with Special Educational Needs and Disabilities

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