



## CHILDREN & LEARNING OVERVIEW AND SCRUTINY COMMITTEE

**Subject Heading:**

Not in Employment Education & Training (NEET) & Raising of the Participation Age (RPA) Strategy

**CMT Lead:**

Joy Hollister – Group Director Children, Adults & Housing

**Report Author and contact details:**

Trevor Cook, 01708 431250,  
trevor.cook@havering.gov.uk

**Policy context:**

Education & Skills

### SUMMARY

*This report provides an update on a range of 14-19 developments including:*

- *Statutory duties in relation to the Raising of the Participation Age*
- *Raising of the Participation Age Strategy*
- *NEETS/Participation & Targeted Information, Advice and Guidance contract.*

### RECOMMENDATIONS

*Members are asked to note the content of the report.*

### REPORT DETAIL

#### 1. Background

1.1 The government has increased the age to which all young people in England must continue in education or training, requiring them to continue until the end of the academic year in which they turn 17 from 2013 and until their 18th birthday from 2015.

1.2 This means that pupils who left year 11 in summer 2013 need to continue in education or training until at least the end of the academic year in which they turn 17. Pupils starting year 11 or below in September 2013 will need to continue until at least their 18th birthday.

1.3 This does not necessarily mean staying in school; young people have a choice about how they continue in education or training post-16, which could be through:

- full-time study in a school, college or with a training provider
- full-time work or volunteering combined with part-time education or training
- an apprenticeship.

## **2. Statutory duties in relation to Raising of the Participation Age**

### **2.1 Duty on Local Authorities**

2.1.1 The Education and Skills Act 2008 (ESA 2008) placed duties on Local Authorities in relation to implementation of the raising of the participation age. Local authorities have a responsibility to support young people into education or training, which are set out in the following duties:

- **Secure sufficient suitable education and training provision** for all young people aged 16-19 and for those aged 20-24 with a Learning Difficulty Assessment in their area.
- Make available to young people aged 13-19 and to those aged 20-24 with a Learning Difficulty Assessment support that will encourage, enable or assist them to participate in education or training. Tracking young people's participation successfully is a key element of this duty.

2.1.2 In addition, ESA 2008 placed two new duties on local authorities with regard to 16 and 17 year-olds. These relate to the raising of the participation age (RPA):

- A local authority in England must ensure that its functions are (so far as they are capable of being so) exercised so as to **promote the effective participation** in education or training, to whom Part 1 of ESA 2008 applies, with a view to ensuring that those persons fulfil the duty to participate in education or training.
- A local authority in England must make arrangements to enable it to **establish** (so far as it is possible to do so) **the identities of persons**, to whom Part 1 of ESA 2008 applies but who are **failing to fulfil the duty to participate** in education or training.

2.1.3 In order to discharge the duty, local authorities must collect information to **identify young people** who are **not participating**, or who are at risk of not doing so, to target resources on those who need them most. The information collected is maintained in the appropriate format on the Client Caseload Information System (CCIS). In order to fulfil the duty local authorities will need to have arrangements in place to confirm young people's current activity at regular intervals. This includes

the exchange of information with education and training providers and other services as well as direct contact with young people.

2.1.4 Local authorities are expected to continue to work with schools to identify those who are in need of **targeted support** or who are at risk of not participating post-16. These learners are identified through the gathering of local intelligence and referrals are made to Prospects for targeted, intensive support in order to support sustained participation.

## **2.2 Duties on Young People**

2.2.1 Part 1 of ESA 2008 places a new duty on young people themselves. From 2013, **all young people were under a duty to participate in education or training until the end of the academic year in which they turn 17. From 2015, this will rise to their 18th birthday.**

## **2.3 Duty on schools and colleges**

2.3.1 **Schools have a crucial role** in preparing young people for post-16 education and training. They also have specific responsibilities for young people with statements of SEN leaving school, including arranging an annual review of the statement which focuses on transition from school. The responsibilities placed on young people by RPA should be clearly built into that transition plan. Local authorities work with schools to identify and support those young people at risk of being NEET post-16. **Schools and colleges will be held to account** for the destinations of all their leavers through the annual publication of Destination Measures.

2.3.2 Section 13 of the ESA placed a duty on all educational institutions (maintained schools, Academies, colleges, and education and training providers – including Apprenticeship providers) to tell a local authority when a young person is no longer participating. This duty is applicable if a young person leaves an education or training programme before completion (i.e. 'drops-out'). A Pan-London Drop-Out Notification process has been developed to ensure local authorities are informed of any early leavers, so targeted support can be provided at the earliest opportunity.

## **2.4 Duties on Employers**

2.4.1 The Education and Skills Act 2008 places duties on employers to take certain actions in respect of young people who meet the duty by combining work with education/ training. However, these duties will not be brought into force at this stage, and the possibility of commencing them will be kept under review.

## **3. Raising of the Participation Age Strategy**

3.1. The local authority is ultimately responsible for ensuring that all young people in their area participate and for providing the support young people need to overcome any barriers to learning. The local authority, working through the

Children's Trust and 14+ Progression and Transition Partnership, target resources to meet identified needs based on local intelligence and an agreed understanding of the young people in the area.

3.2 Meeting the needs and aspirations of all young people will only be achieved by providers working together and with the local authority. As champions of all young people, the local authority will be working with providers, employers, local voluntary and community organisations and neighbouring authorities to raise achievement, secure access to high quality provision, raise participation and tackle educational inequality.

3.3 The local 14+ Progression and Transition Partnership is critical for the successful delivery of this raising of the participation age and needs to be inclusive and robust, with a clear understanding of the requirements of young people and a commitment to put their needs at the heart of its decision-making processes. This requires a common vision, openness and transparency.

3.4 In fulfilling the local authorities' statutory duties, The Young People Specialist Commissioning team champion the education and training needs of young people in Havering by:

- informing local provision which meets the needs of young people and employers;
- influencing and shaping the provision on offer and helping to develop and improve the education and training market;
- identifying those most in need of additional support to participate;
- supporting the improvement of the quality of the education and training of young people aged 14-25; and
- supporting employer needs, economic growth and community development.

3.5 The team is supporting the implementation of RPA by:

- Managing the Young People's Learning Partnership and its related sub-groups. This involves the development of a local young people's participation through the local 14+ Partnership and various sub-groups, ensuring the local authority meets their statutory duties under the Raising of the Participation Age legislation.
- Commissioning provision in schools, Academies, colleges and independent private providers for learners aged 16-18. In implementing the local RPA strategy, the team develop a strategic overview of provision and needs, holding commissioning negotiations with schools, colleges and independent private training providers to influence the mix and balance of provision to meet local priorities and needs.
- Commissioning provision for Learners with Learning Difficulties and/or Disabilities and Independent Specialist Provision for learners up to the age of 25. Working with a range of partners including Prospects, children's and adult's social services, health, SEN, learning support services and EFA to commission provision at a range of providers including special schools, independent schools and independent specialist providers.

## Children & Learning Overview & Scrutiny Committee, 4<sup>th</sup> March, 2014

- Supporting the delivery of Information Advice and Guidance. Working with a range of partners including Prospects to support and develop the local IAG strategy, working with schools, colleges and independent private training providers to respond to learner demand for new courses and provision.

3.6 The 14+ partnership have developed a RPA Strategy which identifies five key areas of focus (see annex 1 for the full strategy):

- Acting on early disengagement
- The learning offer
- Support for success
- Knowing your cohort
- Communicating the message

### 4. Participation/NEET & Information, Advice and Guidance

4.1 High quality Information, Advice and Guidance is critical to reducing the number of young people who are not participating. Our vision is that every young person is entitled to services that support them with their health, careers and lifestyle to enable and empower them to achieve and fulfil their potential in their transformation to adulthood.

4.2 Large proportions of the young people in our borough already participate in learning or training to 18 and beyond, in December 2013 96.92% of young people were actively participating (see table1 below).

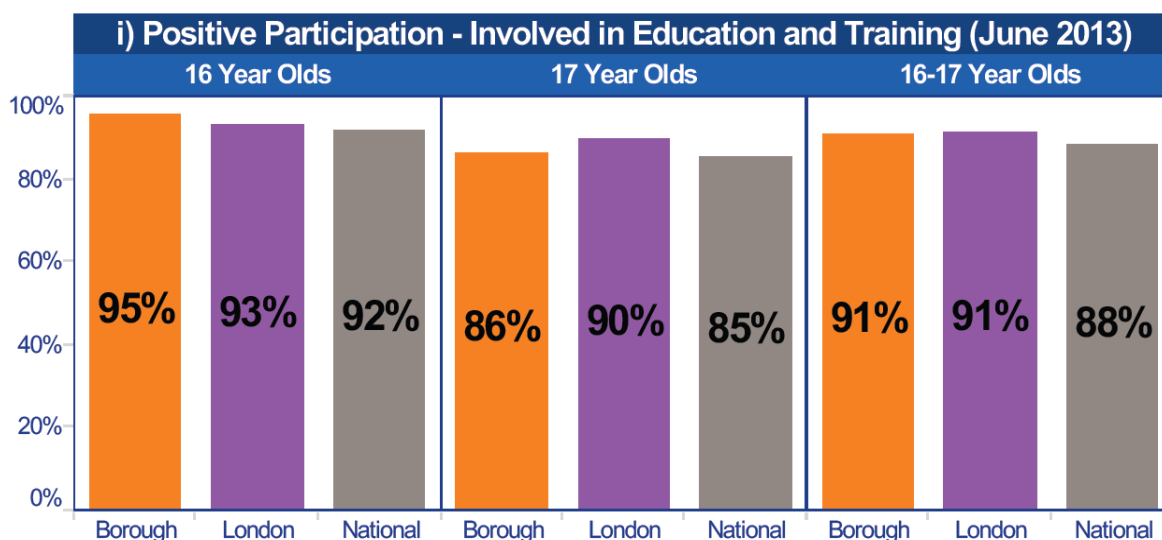
**Table 1**

breakdown by destination

			total		year 12		year 13		
participating	Learning / Training	in learning	Apprenticeship	216	3.7%	63	2.2%	153	5.2%
		EFA funded Work Based Learning	34	0.6%	13	0.5%	21	0.7%	
		Employment WITH training/part time study	29	0.5%	5	0.2%	24	0.8%	
		Further Education	2,059	35.6%	1,031	36.1%	1,028	35.2%	
		Higher Education	2	0.0%	1	0.0%	1	0.0%	
		Non-EFA funded training (eg, private training)	7	0.1%	2	0.1%	5	0.2%	
		Other Post 16 Education	19	0.3%	19	0.7%			
		School Sixth Form	1,474	25.5%	817	28.6%	657	22.5%	
		Sixth Form College	1,454	25.2%	816	28.6%	638	21.8%	
		other	Custody	2	0.0%	1	0.0%	1	0.0%
		sub total		5,296	91.67%	2,768	96.92%	2,528	86.55%
		total		5,296	91.67%	2,768	96.92%	2,528	86.55%
	not participating	working towards	neet	EET start date agreed	4	0.1%	2	0.1%	2
Participating in the Youth Contract			7	0.1%	5	0.2%	2	0.1%	
sub total			11	0.19%	7	0.25%	4	0.14%	
temporary break		neet	Illness	8	0.1%	3	0.1%	5	0.2%
		Pregnancy	10	0.2%	2	0.1%	8	0.3%	
		Teenage Parents	11	0.2%	1	0.0%	10	0.3%	
sub total			29	0.50%	6	0.21%	23	0.79%	
'Other' Not Participating		in learning	Part Time Education	34	0.6%	2	0.1%	32	1.1%
		neet	Not yet ready for work or training	4	0.1%	2	0.1%	2	0.1%
		Seeking employment, education or training	109	1.9%	31	1.1%	78	2.7%	
		Working not for reward	3	0.1%	1	0.0%	2	0.1%	
		other	Employment NO training	81	1.4%	7	0.2%	74	2.5%
		Employment with non-accredited training	72	1.2%	12	0.4%	60	2.1%	
		Employment without training to NVQ 2 or above	15	0.3%			15	0.5%	
		unknown	Expired	10	0.2%			10	0.3%
		Transition Post-16 Learning	82	1.4%			82	2.8%	
		Transition Year 11	20	0.3%	20	0.7%			
Unknown		11	0.2%			11	0.4%		
sub total			441	7.63%	75	2.63%	366	12.53%	
total		481	8.33%	88	3.08%	393	13.45%		
grand total		5,777	100%	2,856	100%	2,921	100%		

4.3 Participation data issued from the Department of Education in June 2013 to support the implementation of RPA shows that Havering is above the National averages overall and is in line with London averages overall (see table 2 and 3 below).

**Table 2**



**Table 3**

		Borough Value	London Rank (/33)	Percentage Points Difference From London Average	
<b>Participation (2013)</b>	16 Year Olds	All	95%	6	+2%
		Female	96%	10	+2%
		Male	95%	6	+3%
	17 Year Olds	All	86%	28	-4%
		Female	87%	30	-4%
		Male	85%	26	-3%
	16-17 Year Olds	All	91%	20	-1%

4.4 For others who may have particular barriers to participating, the day-to-day challenge of remaining engaged in learning may be difficult and they may need support to help them overcome these challenges.

4.5 These young people are supported through a holistic approach to service design and delivery, which is both flexible and responsive. Early identification of disengagement helps to put in place strategies and support systems that work in an integrated way with the appropriate young people and their families.

4.6 Prospects provide the targeted information, advice and guidance interventions for the most vulnerable young people in the borough through the Targeted IAG contract which was commissioned by the team. The contract includes the tracking of young people, and recording activity on the Client Caseload Information System (CCIS). Regular tracking and recording of young people’s activities ensures that those that are Not in Education Employment of Training can be targeted for re-engagement.

4.7 The Targeted IAG contract links well to the Youth Contract and projects that are funded by the European Social Fund (ESF). Prospects personal advisors will refer young people as appropriate to ensure that the maximum opportunities for support are utilised. Overall this targeted intervention and tracking has helped in maintaining the low levels of NEET (4.6%) and unknown (4.1%) young people in the borough as at December 2013 (see tables 4 and 5 below).

**Table 4 - NEET**

adjusted neet totals • since october 2012

academic year 2012/13											academic year 2013/14			
Oct 12	Nov 12	Dec 12	Jan 13	Feb 13	Mar 13	Apr 13	May 13	Jun 13	Jul 13	Aug 13	Sep 13	Oct 13	Nov 13	Dec 13
266	378	396	393	386	389	410	419	418	431	445	263	259	317	387
4.2%	4.6%	4.8%	4.7%	4.6%	4.6%	4.8%	4.9%	4.9%	5.0%	5.1%	19.0%	4.1%	3.9%	4.6%

month on month, the adjusted NEET % has **risen** (0.70%)  
 year on year, the adjusted NEET % has **fallen** (-0.16%)

**Table 5- Unknowns**

unknown totals • since october 2012

academic year 2012/13											academic year 2013/14			
Oct 12	Nov 12	Dec 12	Jan 13	Feb 13	Mar 13	Apr 13	May 13	Jun 13	Jul 13	Aug 13	Sep 13	Oct 13	Nov 13	Dec 13
2,661	601	501	430	402	387	357	422	400	324	326	7,369	2,529	659	361
30.6%	6.9%	5.8%	4.9%	4.6%	4.4%	4.0%	4.8%	4.5%	3.7%	3.7%	84.7%	28.9%	7.5%	4.1%

month on month, the unknown % has **fallen** (-3.42%)  
 year on year, the unknown % has **fallen** (-1.63%)

## IMPLICATIONS AND RISKS

**Financial implications and risks:**

There are no direct financial implications or risks arising from this report which is for information purposes only. Generally, the resource implications of raising the participation age will be dependent on the education or training route taken. Local Authority resource implications will be managed within available resources.

Caroline May, Strategic Finance Business Partner, Children & Adults

**Legal implications and risks:**

In relation to this report there are no immediate legal implications that should be taken into account.

Ian Burns, Head of Legal Services, Legal and Democratic Services

**Human Resources implications and risks:**

There are no direct HR implications or risks to the Council, or its workforce, that can be identified from this report.

Eve Anderson, Strategic HR Business Partner, Children, Adults & Housing

**Equalities implications and risks:**

An Equality Impact Assessment has been conducted for the commissioning of the Targeted IAG contract, and all aspects of 16-19 commissioning. No direct risks in relation to this report arose.

**BACKGROUND PAPERS**

Annex 1 - RPA and NEET Strategy