

**Decision Maker:** Education Policy Development and Scrutiny Committee

**Date:** 30 January 2014

**Decision Type:** Non-Urgent Non-Executive Non-Key

**Title:** Not in Education, Employment or Training (NEET) – Strategies for improving the participation of young people in (EET)

**Contact Officer:** Paul King, Head of Bromley Youth Support Programme  
Tel: 020 8461 7572 E-mail: [paul.king@bromley.gov.uk](mailto:paul.king@bromley.gov.uk)

**Chief Officer:** Terry Parkin Executive Director, Education and Care Services

**Ward:** Boroughwide

---

1. Reason for report

- 1.1 To provide background on the statutory context and performance reporting arrangements for the participation and non-participation in Education, Employment or Training (EET) of young people in Bromley.
- 1.2 To outline (a) the Borough's performance relating to the identification of, and to the provision of support for young people at risk of not participating in EET and those who are not participating in EET and (b) the Borough's strategies for improving the participation of young people in EET.

---

2. **RECOMMENDATION(S)**

- 2.1 The Members of the Education and Public Protection PDS Committees are asked to consider and comment on the contents of this report.

### Corporate Policy

1. Existing Policy
  2. BBB Priority: Children and Young People
- 

### Financial

1. Cost of proposal: No cost
  2. Ongoing costs: Not applicable
  3. Budget head/performance centre: Bromley Youth Support Programme
  4. Total current budget for this head: £1,484,620
  5. Source of funding: ECS Approved Budget for 2013/14
- 

### Staff

1. Number of staff (current and additional): 73
  2. If from existing staff resources, number of staff hours: 40.47 FTE
- 

### Legal

1. Legal Requirement: Statutory Requirement
  2. Call-in: Not applicable
- 

### Customer Impact

1. Estimated number of users/beneficiaries (current and projected): Approximately 11, 450 young people (Bromley population of 16-18 year olds)
- 

### Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: Not Applicable

### **3. COMMENTARY**

#### **3.1 Background**

The Education and Skills Act 2008 introduced a duty on all young people to participate in education, employment or training (EET) until their 18<sup>th</sup> birthday. This is being implemented in two phases. From September 2013, young people are required to continue in education or training until the end of the academic year in which they turn 17. From 2015, they will be required to continue until their 18th birthday. This means that all young people in Year 11 in the 2012/13 academic year will have to continue in education or training until at least the end of the academic year in which they turn 17. If they are in Year 10 or below, they will have to continue until at least their 18th birthday.

This does not necessarily mean that young people stay in school beyond the age of 16. They will be able to choose from one of the following options:

- full-time education, such as school, college or home education
- work-based learning with training, such as an apprenticeship, part-time education or training if they are employed, self-employed or volunteering for more than 20 hours a week.

The Education and Skills Act 2008 introduced the following duties on Local Authorities (LAs):

- To promote the effective participation in education, employment or training (EET) of young people in their area
- To make arrangements to identify young people not participating in education, employment or training (NEET) – i.e. maintaining a comprehensive tracking system.

These complement existing duties to:

- secure sufficient suitable education and training provision for all 16-19 year olds;
- have processes in place to deliver the September Guarantee
- track young people's participation. LAs will be supported by duties on learning providers to notify them when a young person leaves learning

#### **3.2 Defining the NEET in Bromley**

The participation of young people in EET is recorded on a national database called the Client Case Load Information System (CCIS) (refer to report ED12010). Statistical returns on Local Authority 16 – 18 yrs NEET and on the number of young people whose participation is 'Not known' are made to the Department for Education (DfE) on a monthly basis, with Local Authorities held accountable for performance on these.

The participation of 16 to 18 year olds in EET is measured by academic age and reporting is based on young people in the Yr 12, 13 and 14 academic age group and therefore includes young people aged 16 to 18 and will also include some 19 year olds. The cohort is based on residency rather than place of education or training.

The total NEET group is made up of young people who are not participating in EET but who are available to the labour market and also those young people who are not currently available to the labour market (because of illness, caring responsibilities, pregnancy or parenting responsibilities, for example).

The DfE apply a formula to calculate an adjusted 16-18 NEET performance which assumes that 8% of young people whose participation in EET (their destination) is 'Not Known' and whose previous destination was EET are counted as NEET. This constitutes the '**Adjusted NEET**' figure that is reported to the DfE.

The most reliable indication of the current NEET and Not Known performance in Bromley is that of August 2013. From 1<sup>st</sup> September each year the destination recorded on the CCIS of all young people lapses and they enter the Not Known category until their status is tracked and confirmed. In September 2013, the destinations of 9500 young people lapsed requiring intensive tracking activity to take place from September to January. Consequently the numbers of 'Not Knowns' increase significantly from September to December and therefore the adjusted NEET percentages increase. As a result, the NEET figures for September through to December do not provide a reliable indicator of the actual NEET position. Reliable data only becomes available again from February 2013 once the exercise of updating is completed and validated by the DfE.

### **3.3 Summary of NEET performance - August 2013**

The total 16-18yr cohort for August 2013 was 10890 (this includes 3679 19 year olds).

9386 young people were recorded in EET, 581 (5.3%) recorded as NEET and 923 (8.5%) whose participation was Not Known.

The local authority monthly adjusted NEET performance for Bromley for August 2013 was 609 (5.9%)

There are more males within the NEET Group than females with totals of 330 (56.8%) and 251 (43.2%) respectively.

Young people aged 19 make up the majority of the NEET group with 323 (55.6%). No young people aged 16 were within the NEET group in this month.

485 (83.5%) of young people within the NEET had a recorded ethnicity of White.

Of the total NEET group recorded on CCIS in August:

5.7% (33) were LDD (Statemented)

5.3% (31) were teenage mothers

4.8% (28) supervised by YOT

3.6% (21) were pregnant

3.4% (20) were Looked After/In Care

12.9% (75) of the total young people within the NEET group were unavailable to the labour market. Young people who were Teenage Parents and had illness made up the largest proportion of the unavailable group in August with 30 (40%) and 27 (36%) young people respectively.

18 young people joined the NEET group in August 2013, with 67.4% (12) coming from EET activities and 33.3% (6) coming from other activities.

16 young people left the NEET group in August 2013, with 81.4% (13) going into EET activities.

The largest totals of young people described as being NEET were from the Bromley wards of Cray Valley West and Cray Valley East with 80 (13.8%) and 61 (10.5%) young people respectively.

The smallest total of young people described as being NEET was from the Bromley ward of Shortlands with 1 (0.2%) young person.

Young people in Yr 14 academic age group were the largest group within the Not Known in August 2013 with 539 (58.4%) young people. The challenges associated with tracking this group are referred to later in this report

Please see **Appendix 1** for Bromley Local Authority NEET Performance and Cohort Analysis August 2013

### **3.4 Bromley's Strategic Response to the Management of NEET and Not Known**

In May 2009, the Borough's Portfolio Holder for Children and Young People Services commissioned a review of the Borough's strategy to reduce the numbers of young people not in Education, Employment or Training.

The report :

- (a) acknowledged a wealth of provision of good quality learning opportunities that existed within the Borough and
- (b) recognised a need to improve the co-ordination and promotion of support for young people to enable them to access these opportunities.

Building on that review and accompanying the introduction of the Raising Participation Age (RPA) the areas for development and improvement that are of highest priority are:

- **Tracking and identification of young people's participation in EET** with particular focus on identifying the needs of and to track young people within the Not Known cohort.
- **Support to enable access to education, employment and training**, particularly for the vulnerable (e.g. those leaving care and young offenders)
- **Commissioning of suitable training provision** and making sure that young people in Bromley are able to participate.

### **3.5 Increasing Participation in EET in Bromley**

In order to maintain a strategic focus on participation the Borough has a Raising Participation (RPA) Plan as part of the Education Portfolio Plan approved by Members in March 2013. Members of the Children and Young People Policy, Development and Scrutiny (PDS) Committee were briefed on this development at their meeting on 19 March 2013 (report ED 13031). The purpose of the RPA plan is to enable young people in Bromley to participate in Employment, Education or Training (EET) and, for those who are not participating, to support them into EET.

The plan has 3 strands:

#### **3.5.1 Tracking and identification of young people's participation in EET**

The Borough uses the CCIS to track the participation of young people which enables the identification of young people who are at risk of not participating in EET or who are NEET.

A Tracking Officer is employed within The Bromley Youth Support programme to work with a wide range of stakeholders (e.g. schools, colleges, Job Centre Plus) to collect data to track the participation of young people in EET. The tracking process enables the identification of

young people who are NEET and also those school leavers who are at risk of becoming NEET with the intention of ensuring that those requiring targeted support to participate are able to receive it.

The Education and Skills Act 2008 places a duty on schools, colleges and training providers to share information with the Local Authority about student participation. The following tracking schedule has been established in Bromley:

**In May** – schools are asked to identify Yr 11 & Yr 12 students with no offers of a 6th Form place. The College is asked to identify students in Yr 12 with no offer of a place for the following year. This identifies young people who are at risk of not participating and enables the LA to offer targeted support. This process is known as the September Guarantee.

**In September** – schools and colleges are asked to provide Yr 12 and Yr 13 enrolment lists. This forms part of the on-going recording of young people's participation in learning and supports the gathering of information about student destinations. By identifying in September those students who have successfully enrolled in to Yrs 12- 13 the LA is able to effectively target tracking activity and additional support to those students who have not enrolled and may be at risk of not participating in post -16 education or training.

**September – December** – the LA works with schools and colleges to establish the destinations of Yr 11, Yr 12 and Yr 13 leavers

**On-going – From September 2013** all post 16 providers are required to inform the local authority on a regular basis about 16 & 17 yr olds who have dropped out of learning to enable early intervention and support

As highlighted by the August 2013 performance the largest proportion of Not Known is within the Year 14 academic year group. Historically this has always been the most challenging group to track effectively as this group have less contact with support services for young people and in many instances the contact details held on CCIS are out of date. This issue will be exacerbated this year as UCAS will not be providing information on Higher Education places. Consequently there will need to be additional tracking done with this age group to ascertain their activities. This is a national issue and not particular to Bromley. To counteract the impact of this issue the LA has asked schools to provide destination information (where known) on students who were in Year 13 last year.

### **3.5.2 Support to enable access to education, employment and training**

#### ***Targeted Youth Support Programme (TYSP)***

Since the beginning of April 2013 the TYSP has provided targeted support through the 4 local Hubs in Penge, Mottingham, St Mary Cray and the mobile service to 1,600 young people.

#### Working with the NEET and Not known

TYSP have a responsibility for contacting NEET young people and providing them with support into EET. 13 TYSP staff are case loaded with referrals from the tracking team and from key partners in order to provide additional 1-1 and group work support. The involvement of young people is entirely voluntary and so a key skill requirement for all staff working within the TYSP is the ability to engage and motivate young people who may typically have a history of non-engagement with education and other professionals.

The purpose of one to one work (which in many respects resembles coaching) is to assist a young person to a) plan what they need to do in order to participate in EET and b) to help

them implement their plan and achieve their goals. Typically it will help them to identify what work they would like to do and then research into what education and training is required to access that area of work, as well as preparation for job and college applications and interviews. The work will also examine any barriers that are preventing individuals to participate and help them to work with other sources of support to overcome these (for example, social workers, counsellors, Job Centre Plus adviser, school/college tutor, parents). Typical barriers can include housing, finance, relationship, health issues together with low motivation to learn and behaviour problems. Group work is often used to address areas such as anger management, consequential thinking and improving self-confidence.

A particular focus for the TYSP is to address the support needs of young people who are in or leaving care, known to the YOT or have a disability to enable them to successfully participate in EET (groups whose participation in EET is disproportionately lower than other young people).

Where the participation of the young person is Not Known and they are not responding to letters and telephone calls, a home visit is carried out to ascertain if they are still living at the address or have moved out of the area.

#### Support for young people at risk of becoming NEET

In 2013 an analysis across a range of factors for 51 young people who had become long-term NEET was undertaken. The findings indicate that the cohort had significantly higher rates of a) fixed term exclusions; b) permanent exclusions; c) persistent absenteeism; These factors have been identified as the Risk of NEET indicators (RONIs) and are now used by the TYSP and partners to identify, at an early stage, those young people in schools who may require targeted support to participate in EET at the end of Year 11.

TYSP works with education providers and community partners to enable the early identification of young people who are at risk of NEET. Last year schools and partners referred 39 young people in year 11 for one to one preventative support where they considered the young person to be at risk of becoming NEET on leaving Year 11. Of these 39 young people who received one to one support 30 (77%) are now in some form of EET.

TYSP also provides tailored group work packages to schools e.g. 'Power to Progress' a programme for young people identified in year 11 as being at risk of becoming NEET. In the last academic year 28 young people were supported through this programme across 3 schools. When these young people were followed up in Year 12 of the original 28, 27 (96%) are in some form of Education Employment or Training.

Tracking and support mechanisms have developed over the last year to the extent where the Borough produced its best ever September Guarantee performance. Only 68 young people at the end of Year 11 did not have a confirmed Education, Employment or Training destination. This compares to 447 in the previous year.

#### Drop in Sessions

Each week TYSP provides 7 Information, Advice and Guidance drop in sessions for young people who are NEET across the borough. These are delivered at each of the 4 Hubs, Bromley College (at both Orpington and Bromley Campus) and the Central Library. Last year 543 young people attended the sessions, receiving advice and support in finding training, college courses or work.

#### Support for young people at risk of entering the criminal justice system and at risk of exclusion.

TYSP provides one to one support for young people from Year 6 upwards. This ranges from primary to secondary transition support, anger management, access to positive activities or

support to access other voluntary sector providers. In the last year there were 262 referrals from other services for this type of support which has resulted in positive outcomes such as making a successful transition from primary to secondary school or young people being better able to deal with their anger in school. Of the 262 referrals 223 are in EET.

#### LAC NEET Support

The Targeted Youth Support Programme Manager and Head of Service work with key managers in LAC, Leaving Care and the Virtual Head to scrutinise participation levels and to identify the support needs of LAC and Leaving Care young people who are at risk of becoming or who are NEET. In the last year TYSP has worked intensively with 17 LAC/Leaving Care young people who were referred to the service by social care. Of these 4 (23%) are currently NEET. LAC young people face multiple barriers to participation in EET. For a young person living independently, managing issues such as accommodation, budgeting and food planning often takes priority over active engagement in EET. For many the issues that led them to becoming LAC are complex and have an impact on education attainment and subsequent ability to engage in EET. In some cases the young person may also be facing additional challenges such as teenage pregnancy or drug and alcohol issues.

#### YOT NEET Support

TYSP has provided 2.5 days a week of IAG support to the YOT with the result that all 16 of the post-16 young people in the YOT are either in EET or have the offer of an education or training placement. TYSP also holds monthly YOT NEET panel meetings. These review all the current post 16 YOT NEET to ensure they are being effectively supported and that where blockages are occurring concerns are escalated to other services to see if additional support can be provided.

### ***Bromley Education and Business Partnership***

The Bromley Education Business Partnership (BEBP) provides the following range of tailored support programmes and enterprise/ employability activities for young people:

#### Enterprise & Employability events

BEBP deliver a range of events, with the help from local and national business to support young people with employability skills. So far 595 young people have been involved in this academic year. In addition Career Taster Conferences supported by industry for students on Health & Social Care Courses and those interested in a career in Chemistry have been delivered to 337 students.

#### N-Gage

This project supports students who are at risk of NEET to keep them engaged in education. The main focus is employability workshops and careers information, advice and guidance. The first programme running 2011 – 2013 supported 257 students. A follow on project has been confirmed with capacity to support a similar number of potential NEETs.

#### Pre-Apprenticeship Programme

Targeted at young people aged 16 -18 who are NEET or at risk of becoming NEET and who want to find an apprenticeship but need support to do so. Between January 2013 and July 2013 BEBP worked intensively with 9 young people, providing multiple work experience placements, running CV, Interview, and Employer Expectation work-shops, finding them vacancies to apply for, maintaining a relationship with them and keeping them on track. 2 of these found apprenticeships through the programme, 3 returned to further education in September and 4 wanted to look for work/apprenticeships independently. BEBP is currently supporting 7 young people in apprenticeships it has helped them to find and apply for.



### Work Experience for LAC

BEBP is currently providing work experience for 4 young people who are LAC. 1 pre-16 and 3 post 16.

### BEBP Mentoring programme

Currently 74 young people are supported by Mentors with 11 LAC young people and 7 young people from Leaving Care 16+ team benefiting from the support of a mentor on a weekly basis. Since September 2013 the Bromley YOT has had 1:1 mentoring support for 6 young people and Mentors have supported 13 intervention workshops (for approximately 65 young offenders) with topics including healthy lifestyle, prison visits, boxing training sessions and YOT reparation activities.

The programme is funded by MOPAC secured through the Public Protection and Safety Portfolio

### SkillsXtra

This is a programme of extended work experience for pre-16 and post 16 students for 1 or 2 days a week over a period of time ranging from half a term to two academic years. It is used as a way of re-engaging those who are NEET or at risk of NEET. In this academic year BEBP has provided extended placements for 6 pre-16 students and 1 post-16 student.

### Youth Contract

The London Borough of Bromley holds a contract to deliver the National Youth Contract in Bromley. The aim of this DfE sponsored programme is to provide a tailored package of support for vulnerable young people to enable them to access EET and then help them to sustain their EET status for the following six months. The Youth Contract enables the Council to enhance and extend the support that it already provides for young people through its statutory duties and established intervention programmes. Eligible young people must be 16 or 17 years old, be "NEET" and satisfy one of the following:

- Have no more than one GCSE at A\* to C
- Be LAC/Leaving Care
- Be under a Community Order or released from custody

Since October 2013, 5 young people have been referred onto this programme.

### ***Bromley Youth Support Programme - Universal Services***

BYSP provides a range of services, activities and programmes for young people across the borough. In the last year 8,000 individual young people attended BYSP programmes with attendance in activities totalling 32,000 (footfall).

Throughout the summer period, BYSP provided a summer programme including park activities 6 days a week, and local activity days in the 4 Youth Hubs. These provided opportunities to inform young people about the BYSP programme offer and the support available to them especially in respect of continuing in Education, Employment and Training.

### **3.5.3 Commissioning suitable training provision and making sure that young people in Bromley are able to participate**

The Borough is using the **City of London Corporation's Youth Offer Grant** to commission Jus B (a Third Sector organisation with a track record in supporting NEET young people) to employ an Education and Employment Participation Worker on a full time basis. This worker will be tasked with following up on those young people who are proving the most difficult to locate, track and support.

Working in collaboration with the Borough's Bromley Youth Support Programme and Education Business Partnership the EET Participation Worker will be required to deliver the following programme of activities:

- **Identification and Triage:** a year round programme of community based identification and follow up work (including home visits) to reduce the numbers of young people whose participation in education, employment and training is not known with signposting and handholding towards the EET services available in the Borough.
- **General Support:** a year round schedule of community based EET Participation surgeries and events to target young people identified as at risk of becoming NEET and those who have recently become NEET and who are seeking urgent assistance to return to EET (with particular focus on the LAC and YOT groups).
- **Targeted Support:** intensive 1-1 and group work support in order to facilitate access to the most appropriate type of provision for each individual young person on caseload.

Evidence of impact from the use of this grant to purchase provision from a CVS partner will be used to inform future decisions about the commissioning of support services for young people.

Under the **Flexible Learning Programme** the BEBP facilitates placements for pre-16 students who are unable to attend mainstream school for a range of reasons e.g. on roll at a school but cannot attend because of behavioural issues and need alternative provision. Vocational provision is commissioned from a range of providers e.g. construction, child care, hair and beauty. Placements range from 1 – 5 days a week with students working towards accredited qualifications. BEBP is currently working with 40 young people with more referrals in the pipeline.

**The Bromley Youth Employment Programme** – Elected Members allocated £500k as part of a member priority initiative to tackle youth unemployment through supporting the creation of sustainable job opportunities. Earlier in 2013, Bromley College of Further and Higher Education were awarded a contract to deliver a project that would support 198 unemployed 18-24 year old residents to access sustainable employment by way of the creation of apprenticeship and internship opportunities across a 3 year period. The contract ensures that the Council's investment is protected as the College are only paid on the delivery of specified and evidenced outputs and outcomes.

The College incentivise employers to create paid apprenticeships or internships through offering a staged grant to the employer.

Delivery of the project began in July 2013. Although initially behind their tendered profile, the College and Council continue to work together to ensure that performance is improved and young residents have access to sustainable employment opportunities. (see Report DRR13/133)

As part of the borough's Participation strategy young people are also **supported to access non-LBB resources** that help to increase participation in EET. Examples of these include Princes Trust and ESF funded employability programmes.

#### 4. LEGAL IMPLICATIONS

There are no legal implications arising directly from this report. The Authority has a Raising Participation Plan as part of the 2013 Education Portfolio Plan. Any legal implications arising from the implementation of the various activities contained within this report and the RPA Action Plan will be reported to the PDS committee separately.

## 5. FINANCIAL IMPLICATIONS

There are no direct financial implications arising from this report.

## 6. POLICY IMPLICATIONS

The various activities contained within this report and within the Raising Participation Action Plan reflect the Building a Better Bromley 2020 vision and both the local and national policy direction for Education Services.

<b>Non-Applicable Sections:</b>	<b>Personnel Implications</b>
Background Documents: (Access via Contact Officer)	DRR13/133 Bromley Youth Employment project Update - 1 November 2013 ES13032 Bromley Mentoring Initiative Update - 26 March 2013 ED13031 Raising the participation Age - 19 March 2013 ED12010 Post-16 Learner Participation tracking and Transition Support services-Contract award 12 June 2012