

# 14-19 Education and Training: Greater Manchester's Performance

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A report for

**Greater Manchester 14-19 Sub Regional Group**

October 2011

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# EXECUTIVE SUMMARY

- This report provides an update of progress against the priorities agreed by the Sub-Regional Group (SRG) in the context of economic conditions and forecast future trends and the significant change in the national and local policy landscape. Progress is not separately reported for the tenth priority (meeting the specific needs of Greater Manchester Local Authorities) as it is not possible to separate performance from the preceding nine priorities.
- Economic and demographic trends highlight the challenging labour market that young people face at the present time in Greater Manchester (GM), as in the North West, the UK and other comparator cities. Forecasts show increasing employer demand for higher level skills in all sectors, which means good educational attainment and skills accumulation are an ever more necessary condition for young people to realise their potential.
- The 14-19 policy landscape is also undergoing significant and structural change, with not only sharp reductions in funding, but responsibilities being modified and shifting between organizations and authorities.
- Turning to the progress GM has made against the ten agreed priorities, the picture for GM as a whole is positive, however there are some districts which lag behind on several indicators, and progress is far from uniform and universal across all of the indicators specified.

## **Priority 1: Increase participation, particularly at age 17**

- In recent years, participation rates increased across GM and all districts, as in the region and the country as a whole. While there was an improvement in participation at 17, it is still significantly lower than participation at 16. There are also several policy changes which will have an impact in this area. On the upside Raising the Participation Age will add legal weight to efforts to raise participation. On the downside reductions in funding for advice and guidance services and targeted programmes means that actively engaging with the cohort will be more problematic.

## **Priority 2: Prepare young people for careers in Low carbon industries, Advanced manufacturing, Creative and digital industries and Health and life sciences; and**

## **Priority 3: Develop pathways for careers in sectors with higher level skills gaps and/or high replacement demand.**

- To deliver these actions in the context of a demand-led funding environment, GM has prioritised the development of high quality Labour Market Information (LMI). This will enable providers to identify areas of market opportunity and demand, and give learners information to be able to make informed decisions based on future economic requirements. The Employment and Skills Partnership will have an important role in delivering this, as will the Inspiring IAG award that GM has developed.

#### **Priority 4: Increase enrolments in STEM subjects**

- Good progress has been seen on STEM provision, with the support of national initiatives. There has been increased take up of STEM subjects across GM's colleges and schools and a year-on-year rise in the number of GM's learners going on to study STEM subjects at university. GM's universities are also enrolling more students in STEM subjects from across the country. However, the Greater Manchester Strategy also stresses the importance of 'future' languages (particularly those linked to key growth markets of Brazil, Russia, India and China) - these languages are of increasing importance and high market premium. There has been an increase in the number of people studying such language courses, although absolute student numbers remain relatively low. A focus on these languages would provide GM's students with a clear advantage, and there is an opportunity to be proactive in this area.

#### **Priority 5: Increase attainment of Level 3 by age 19**

- Forecast employment trends mean that reaching Level 3 is of high and increasing importance for GM's learners. As a whole GM has increased the proportion of learners who reach this level by the age of 19, but the city-region still lags the regional and national averages, and performance varies significantly across the conurbation.

#### **Priority 6: Increase uptake of, and progression through, the Apprenticeship route**

- Apprenticeship starts have also increased dramatically in the three years to 2009/10. GM apprenticeship take up is proportionally higher than the national average, but lower than in the region as a whole. One in nine young people now undertake an apprenticeship, still some way off the one in four aspiration.

#### **Priority 7: Ensure sufficient provision of appropriate Foundation Learning**

- Sub-Level 2 provision (including Entry Level and Level 1) increased between 2008/09 and 2010/11 by 33.5%. Just over a quarter (27.7%) of sub-Level 2 learners consider themselves to have a LDD, an increase between 2008/09 and 2010/11 of 4.1 percentage points.

#### **Priority 8: Reduce the number of young people 'NEET' and 'not known'**

- Between 2010 and 2011, there was a small fall in the number of young people GM's Connexions services identified as Not in Employment Education or Training (NEET), but a small increase in the proportion "not known". There were again large differences in terms of proportion and change between districts. With youth unemployment rising there is significant upwards pressure on NEET figures.

#### **Priority 9: Close the gaps in young people's attainment**

- At Level 2, success rates improved in the three years to 2009/10, now standing higher than the national average and almost as high as the regional rate. At Level 3 in 2009/10 GM also outperformed the national success rate, although remaining below the regional average. For both levels, there were significant differences between the success rates in different boroughs, gender groups, deprived and non-deprived learners, different ethnic groups and learners with Learning Difficulties and Disabilities (LDD) and those without.

# 1 INTRODUCTION

- 1.1 At its meeting held on 21 September 2010, the Board of the Greater Manchester 14-19 Sub Regional Group agreed 10 priorities to inform the strategic commissioning of education and training provision in 2011/12. These priorities were based on the analyses presented in New Economy's 2010/11 Skills Priorities Statement and the YPLA's Strategic Analysis of Young People's Participation and Achievement.
- 1.2 This report provides an update of progress against nine of the ten priorities. Progress is not separately reported for the tenth priority (meeting the specific needs of Greater Manchester Local Authorities) as it is not possible to separate performance from the preceding nine priorities. Indeed, a core part of the purpose of this document is to help the identification of the specific needs of individual local authorities. Its core purpose is to provide a sound foundation – in the light of the current and forecast economic climate and significant changes to the policy and funding environment – for identifying actions that providers, local authorities and their partners need to take over the next 12 months to ensure that Greater Manchester has the flow of skilled young people it needs to grow its economy.
- 1.3 The report has four substantive sections:
- First, the economic and demographic context for Greater Manchester is outlined to give an understanding of the requirements of the labour market now and in the future.
  - Second, the national and local policy context is summarised. The past year has been a period of unprecedented financial pressures and of changes in structure and funding.
  - Third, the report turns to its primary purpose: to track progress made in Greater Manchester against 10 priorities:
    1. Increase participation, particularly at age 17
    2. Prepare young people for careers in Low Carbon Industries, Advanced manufacturing, Creative and Digital Industries and Health and Life Sciences
    3. Develop pathways for careers in sectors with higher level skills gaps and/or high replacement demand
    4. Increase enrolments in STEM subjects
    5. Increase attainment of Level 3 by age 19
    6. Increase uptake of, and progression through, the Apprenticeship route
    7. Ensure sufficient provision of appropriate Foundation Learning
    8. Reduce the number of young people 'NEET' and 'not known'
    9. Close the gaps in young people's attainment
  - Finally, the report provides a set of conclusions based on this analysis.

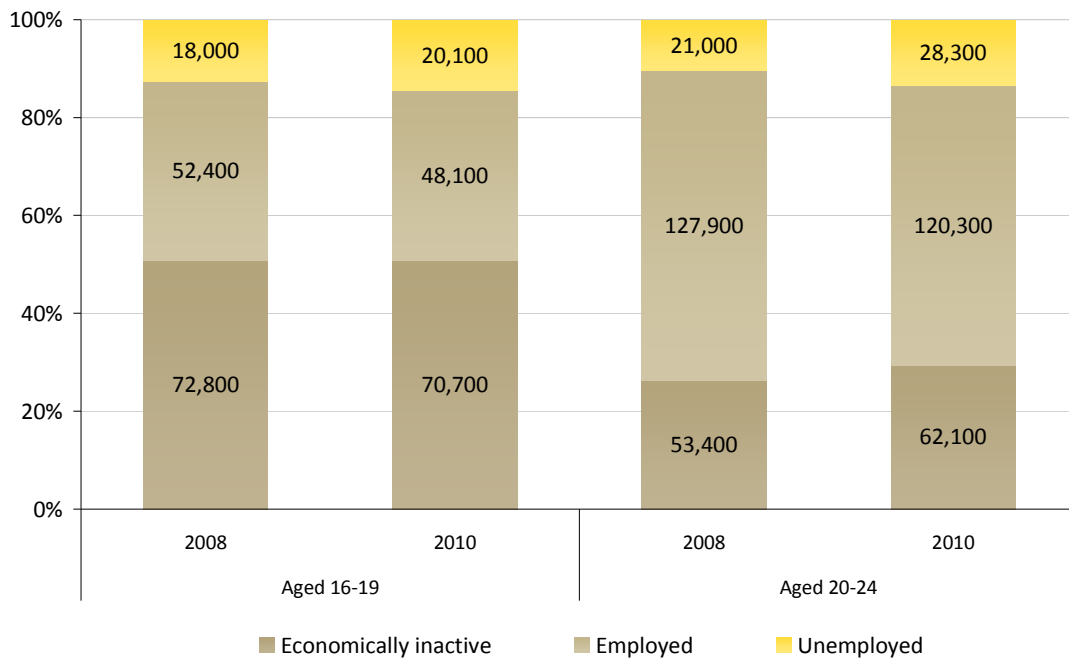
## 2 ECONOMIC AND DEMOGRAPHIC CONTEXT

- 2.1 Young people are the flow of labour on which GM's future economic success or failure rests. Improving the skills of all young people – whether they are already in the workplace, looking to enter employment after a period of post-compulsory study, or planning to progress to further or higher education – is vital for our future prosperity. This is especially true given the current extremely challenging economic climate where competition for jobs is intense and there is a desperate need for motivated, intelligent, skilled young people capable of creating the new economic opportunities needed to secure Greater Manchester's economic future.
- 2.2 In order to understand the economic climate that young people in Greater Manchester are being educated and trained, this section provides a summary of current labour market conditions, forecast future demand for skills from employers, and relevant changes to the demographic structure.

### Labour Market Conditions

- 2.3 The impact of the global credit crunch and resultant recession was significant for Greater Manchester. Between 2008 and 2010 over £1.7bn (3.3%) was wiped from the city's economy and 46,000 jobs were lost. The headline employment rate as a proportion of the working age population fell from 67.0% in 2008 to 64.1% in 2010. Provisional forecasts produced for the Greater Manchester Forecasting Model (GMFM) suggest that it will be 2016 before the employment rate returns to its pre-recession peak. The latest data (July 2011) show that there are currently five jobseekers for every vacancy on Jobcentre Plus' books. Jobcentre Plus vacancies typically account for 40% of all vacancies so, assuming this is the case, there are currently around two jobseekers for each job in the local economy – a challenging labour market but a significant improvement compared to the peak of the recession, where Jobcentre Plus had 10 jobseekers on its books for each vacancy.
- 2.4 The recession raised GM's youth unemployment rate significantly. Figure 1 sets out the headline labour market profile of 16-19 year olds and 20-24 year olds in Greater Manchester. In 2008 around one in eight (12.6%) 16-19 year olds and one in 10 (10.4%) 20-24 year olds were unemployed. By 2010 these figures had jumped to one in seven for both 16-19 and 20-24 year olds (14.5% and 13.4% respectively). Employment rates dropped correspondingly for both age groups. The net result was that, as of 2010, almost a third (29.4%) of 16-19 year olds and a fifth (19.0%) of 20-24 year olds actively seeking work were unable to find a job – a total of 48,400 people.

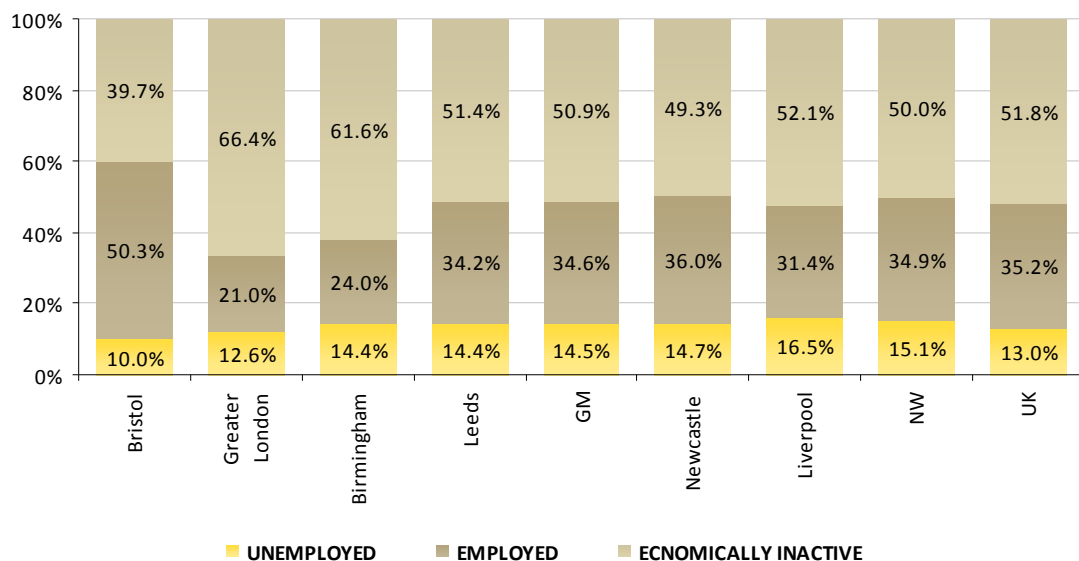
**Figure 1 Economic activity status by age group (2008 and 2010)**



Source: Annual Population Survey (2010)

**2.5** Examining Greater Manchester’s 16-19 employment performance against the national average and comparator UK city regions shows that, in 2010, the proportion of the GM cohort in employment (34.6%) was marginally lower than the regional (34.9%) and national (35.2%) average. Of key comparator cities GM was only outperformed by Bristol (50.3%) and Newcastle (36.0%) fairing better than Greater London (21.0%), Liverpool (31.4%) and Leeds (34.2%). However, GM does have a high proportion of unemployed 16-19 year olds (14.5%) lagging behind the national average and most key comparator cities.

**Figure 2 UK city-region age 16-19 population comparison\***

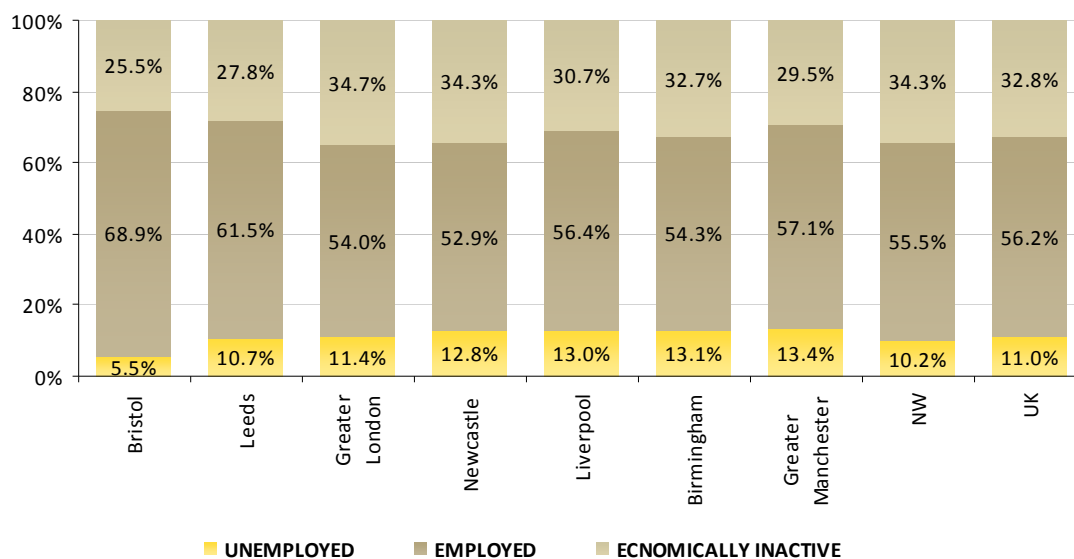


Source: Annual Population Survey, (2010)

\*Note: proportions of cohort population, not rates, are displayed

2.6 Looking at the upper end of the youth cohort (20-24 year olds) GM's unemployment rate (13.4%) compares poorly to other cities, being higher than all other comparator cities and quite some margin higher than the region (10.2%) and the nation (11.0%). However in terms of the proportion in employment, GM (57.1%) compares favourably to the region (55.5%) and the country (56.2%) as well as Birmingham (54.3%), Liverpool (56.4%), Greater London (54.0%) and Newcastle (52.9%); only Bristol (68.9%) and Leeds (61.5%) outperform GM.

**Figure 3 UK city-regions age 20-24 population comparison**



Source: Annual Population Survey (2010)

### Greater Manchester's Sectoral Structure

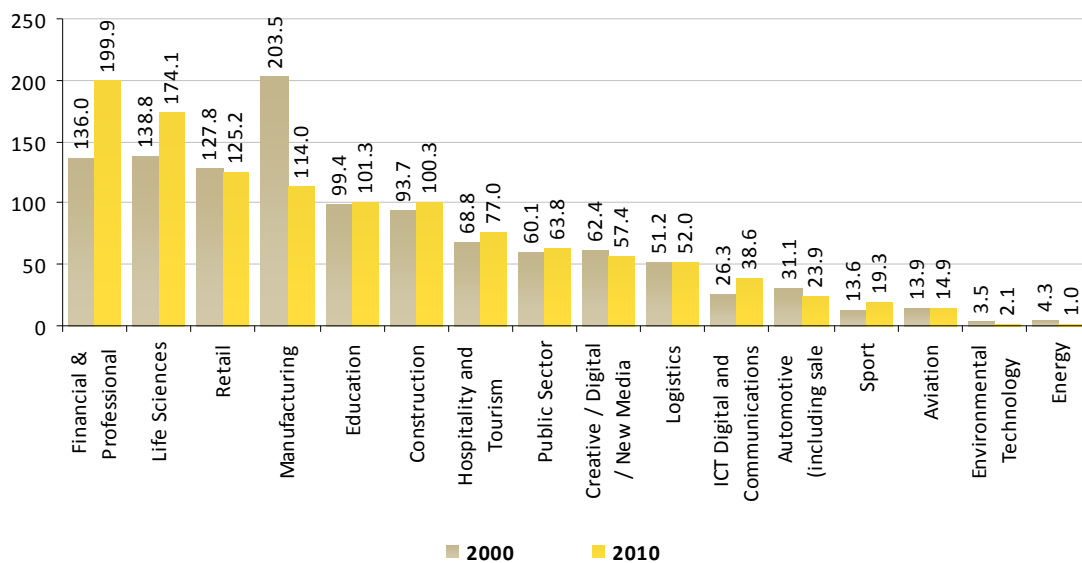
2.7 Figure 5 sets out GM's sectoral composition in 2000 and 2010, which indicates where future job opportunities lie for GM's young people. Greater Manchester's economic growth has been driven by the large-scale and rapid expansion of the service sector, particularly Financial & Professional Services. This sector accounts for a sixth of employment, a fifth of GVA and businesses, and contributed 45% of all GVA growth across Greater Manchester over the decade prior to the recession. Although smaller in size and specialisation, Greater Manchester has also developed its Creative & Digital Industries to the stage where they represent the UK's biggest centre for the industries outside the Greater Southeast.

2.8 Greater Manchester's history means the conurbation still retains strengths in Manufacturing and Logistics. Manufacturing as a whole has seen employment decline by more than a third over the last decade, as manufacturers have become more capital intensive and concentrated upon related activities, such as design and after-sales services. Although much smaller employers in absolute terms, Greater Manchester's specialisation in Logistics, and especially Aviation, due to the scale and importance of Manchester Airport, endures. Construction is another large sector and employment specialism for Greater

Manchester, which has grown by a third over the last decade. Whilst the sector has been hard hit by the recession, it is forecast to return to growth by 2012 and, if so, will make a strong contribution to employment growth over the remainder of the coming decade.

- 2.9** Health and Retail are the second and third largest employment sectors in Greater Manchester, which is in line with national trends. Although the majority of Health employment and growth is within the public sector, the specialist and high-value Biotechnology and Life Sciences sub-sectors have also seen strong growth.

**Figure 4 Employment by sector in 2000 and 2010 (figures in 000s)**



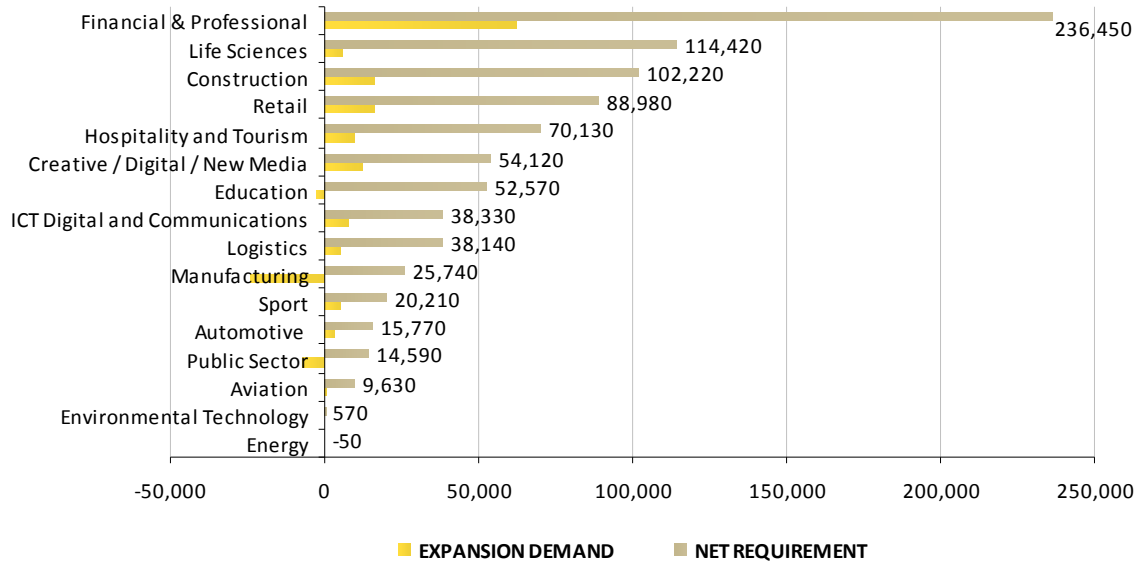
Source: Oxford Economics (2010)

- 2.10** Looking to the next decade and where future job opportunities for young people will come from, GM's economy is forecast to continue its structural shift away from industry and towards services. This is a result of the sectoral pattern of the recession, which is showing a particularly severe impact on the industrial and construction sectors, whereas the sectors with high concentrations in the conurbation, particularly professional services, have a stronger outlook in GMFM's medium-term forecasts. This is based upon the assumption that professional services' exports continue to expand rapidly as they have done in the recent past, and that some of the activities of the public sector will move into the private sector as the spending cuts are implemented.

- 2.11** Figure 6 shows the forecast demand for labour over the next decade. Employers' net requirement for employees – the demand for labour emanating from the expansion/contraction of a sector, retirements, and temporary retirements – dwarfs that which is created simply by the expansion of a sector. For instance, while Financial and Professional Services are forecast to grow by 64,000 jobs, the sector will require 236,500 new entrants to cover this expansion and replace those leaving the sector. Life Sciences, Construction and Retail also have significant demand for new entrants.

2.12 Despite efforts to boost manufacturing through promoting exports, the sector will not become a net job creator for the city region. That said, due to an aging workforce and changing skill requirements there will still be a demand for young people to enter the sector.

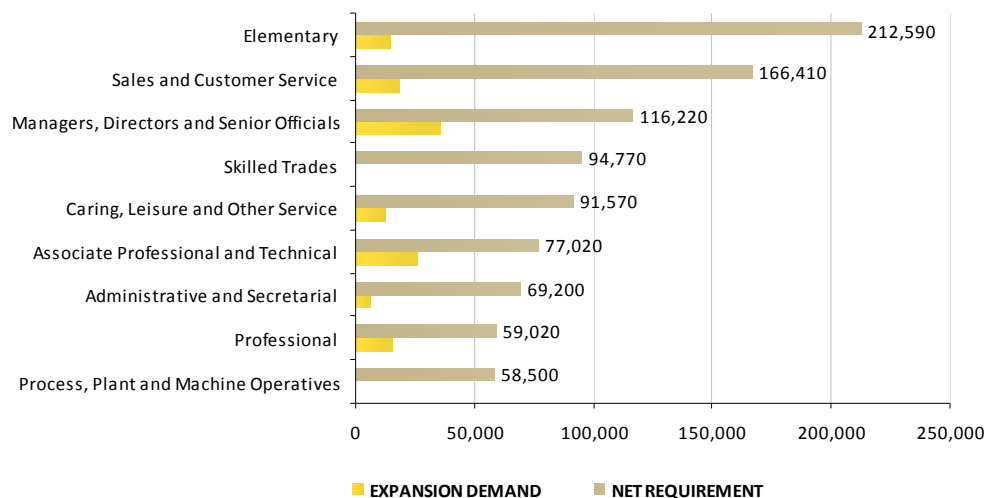
**Figure 5 GM net requirement and expansion demand by sector 2010 to 2020**



Source: GMFM (2010)

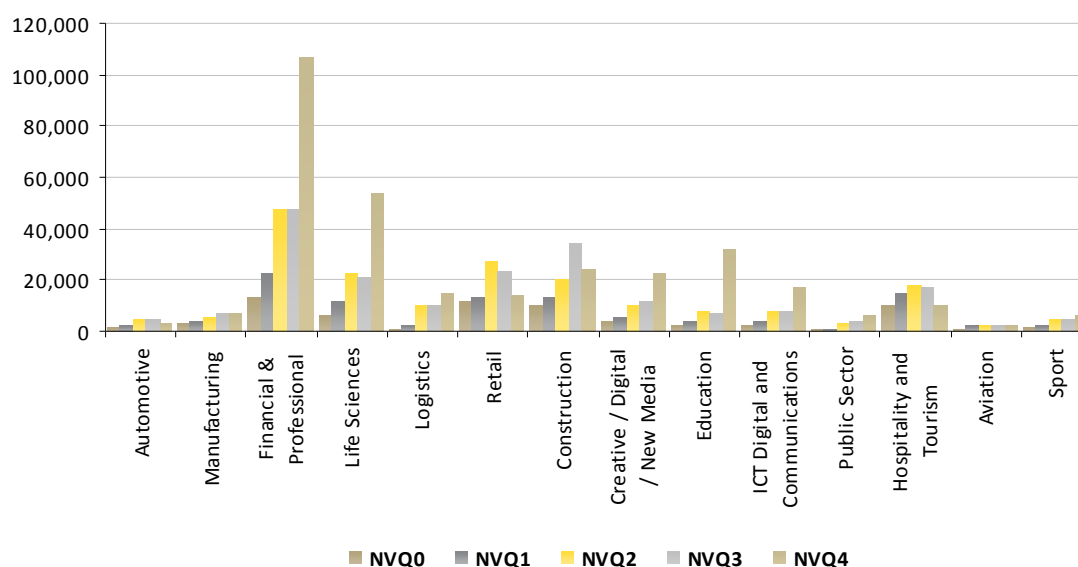
2.13 The change in demand for different occupations reflects the changing structure of the economy, with growth in service based occupations such as managers, associate professional and technical occupation and sales and customer services. However, due to the significant levels of staff turn over in lower level occupations, there is a significant net requirement for elementary occupations. In terms of employers' skills requirements, there is forecast to be a general increase in demand for higher level skills – with half of jobs forecast to require a Level 3 or above qualification. However, as figure 7 shows, there is still significant demand for entrants with lower level skills across all sectors.

**Figure 6 GM net requirement and expansion demand by occupation 2010 to 2020**



Source: GMFM (2010)

**Figure 7 GM skill demand forecast 2010-20**



Source: GMFM (2010)

**2.14** While the medium term outlook for young people leaving education represented by these forecasts is positive, the short-term picture is still extremely challenging. In 2010 a survey of GM employers<sup>12</sup> found that:

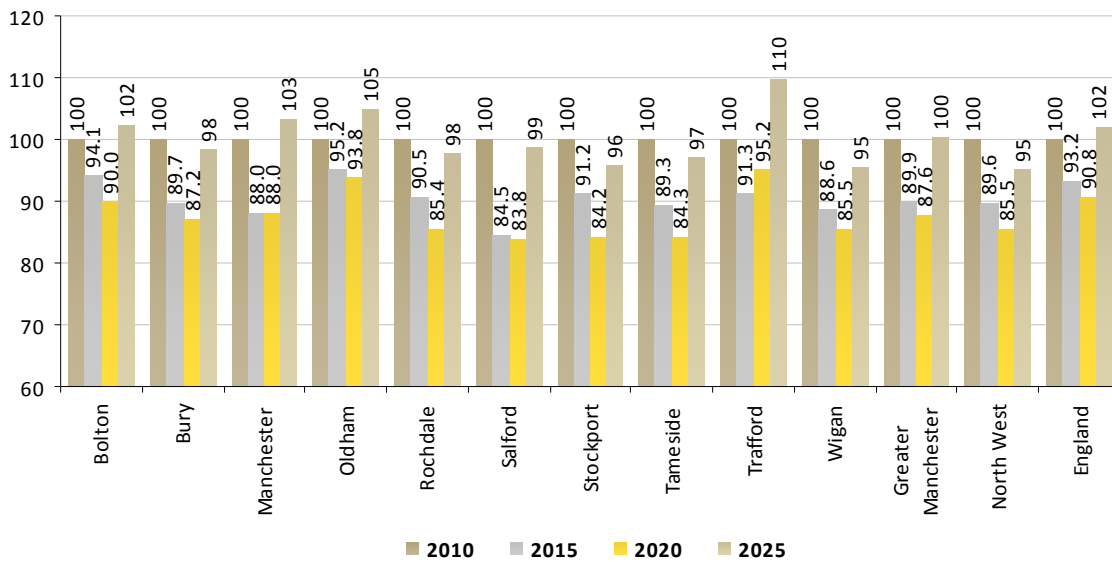
- overall job creation and expectations to recruit were near flat;
- services sector job creation continued and expectations to recruit were positive, however intentions to invest in training seem to have stalled;
- manufacturers reported a sharp rise in recruitment difficulties, particularly for skilled positions. In response Manufacturers were found to be making positive plans for investment in training;
- the position in the construction sector is much worse, with contraction of employment, low forecast recruitment levels and a significant reduction in planned investment in training;
- the proportions of employers having a training plan and a budget for training expenditure (at 50.9% and 47.7% respectively) are ahead of the national numbers from 2009, which were 43% and 36% respectively. Generally respondents relied much more heavily on private or independent training providers than on further education colleges and universities for provision of teaching or training; and
- 28.4% reported having taken on a young person into their first job on leaving school, college or university over the previous 12 months.

<sup>1</sup> GM Chamber, *QES Q4 2010: SKILLS ANALYSIS*, 2010

## Demographic Change

2.15 Demographic changes must also be factored in to the picture, as population projections indicate a sharp fall in the 15-19 cohort by 2015, and a further drop before 2020 before returning to initial levels around 2025. Greater Manchester will, by 2020, have a cohort 10.1% smaller than in 2010, at 153,000. This will fall again before 2020 to 87.6% of the 2010 size and 149,000 people in this age band. This will be a larger proportional change than nationally, but not as great as the regional fall. Within GM, Stockport, Tameside and Salford will see the largest decreases at approximately 16% by 2020. Bury, Rochdale, Salford, Stockport, Tameside and Wigan will not return to their initial level within the forecasting period (2033), as in the North West region as a whole. The key challenge emerging from this demographic change is that training provides, in addition to experiencing falling income for each student, will also start to experience absolute falls in the cohort from which they recruit with inevitable knock-on effects on to the structure of GM's provider market.

**Figure 8 15-19 cohort projections (benchmarked 2010=100)**



Source: ONS (2010)

## 3 POLICY CONTEXT

- 3.1** The role of the Sub Regional Group has shifted significantly in the past year. When initially enacted, the 2009 Apprenticeships, Schools and Learning Act (ASCL) moved responsibility for commissioning education for 16-19 year olds from the Learning and Skills Council to local authorities. At the time this meant that local authorities would directly commission provision at a local authority level with a requirement to work together in Sub Regional Groups (SRGs). The commissioning framework to guide the work of local authorities was set out in the National Commissioning Framework (NCF) document.
- 3.2** However, over the summer and autumn of 2010 the Coalition Government changed the arrangements for commissioning and funding 16-19 education and training. They changed the nature of commissioning by withdrawing the NCF and leaving local authorities with a general duty to secure provision. They also changed the funding system to one based, simply, on schools and colleges being funded on the basis of the previous year's number of enrolled students (i.e. lagged learner numbers). Additionally local authorities are no longer required to work in SRGs, though Greater Manchester has chosen to do so and, indeed, reinforced the joint working by putting the local authorities' 16-19 education and training duties within the Combined Authority (CA).
- 3.3** Local authorities still have a duty to secure sufficient suitable education and training opportunities to meet the reasonable needs of all young people in their area (para 10), that is to say those who are:
- over compulsory school leaving age, but under 19;
  - subject to a learning difficulty assessment (to age 25); or
  - subject to youth detention.
- 3.4** While funding to colleges and independent training providers now flows directly to these organisations, funding to local authority maintained school sixth forms flows via local authorities (Bury MBC fulfils this role for all GM authorities). In addition funding for post 16 learners with Learning Difficulties and Disabilities (LDD) will also flow through Bury MBC on behalf of GM local authorities.
- 3.5** In order to carry out their duty, local authorities should:
- continue to fulfil a wider leadership role for education up to age 19;
  - shape provision through undertaking a strategic overview of provision and needs, including identifying gaps, enabling new provision and developing the market;
  - develop partnerships with providers, the Young Persons Learning Agency and the National Apprenticeship Service, which may agree to reshape provision in an area by re-allocating numbers from one provider to another;

- secure local provision which meets the needs of young people and employers;
- influence and shape the provision on offer and help to develop and improve the education and training market;
- promote any necessary structural change in the local education and training system;
- support the improvement of the quality of the education and training of young people aged 16-19, and
- support employer needs, economic growth and community development.

**3.6** The statutory guidance also states that there may be exceptional circumstances where lagged learner numbers may not be appropriate in ensuring that funding follows the learner. In these circumstances local authorities, and their partners, have a role in identifying the exceptional cases, which might include infrastructure changes; redistributing provision where it falls below national minimum standards; where partners agree to meet learner needs differently; and, where new provision is required to support NEET young people, or the needs of employers.

**3.7** The CA education protocol builds upon decisions made by the SRG Board as to the respective roles of the SRG Central Team and the individual local authorities in delivering this duty. The respective roles of the SRG and individual authorities are as follows:

- The SRG should:
  - Issue the strategic overview of provision and needs, including identifying gaps, and developing the market, in order to deliver the Greater Manchester 16-19 education and training priorities;
  - Commission provision for LDD students;
  - Commission provision for Young Offenders;
  - Work with national partners including YPLA, NAS, SFA, and New Economy to develop the strategic overview of provision;
  - Work with those same partners to monitor the performance of providers in meeting the strategic objectives; and
  - Set up a governance structure to deliver the above.
- The 10 local authorities should:
  - Lead local partnerships, and dialogue with schools, colleges, and providers based in their area;
  - Support the work of the SRG by feeding back their local knowledge and needs to inform the GM strategic overview, and the monitoring of performance; and
  - Provide membership and expertise for the various boards and groups.

# 4 PROGRESS AGAINST PRIORITIES

4.1 At a headline level, the GM SRG has already had a number of achievements, despite a challenging policy and funding environment. Collectively GM has:

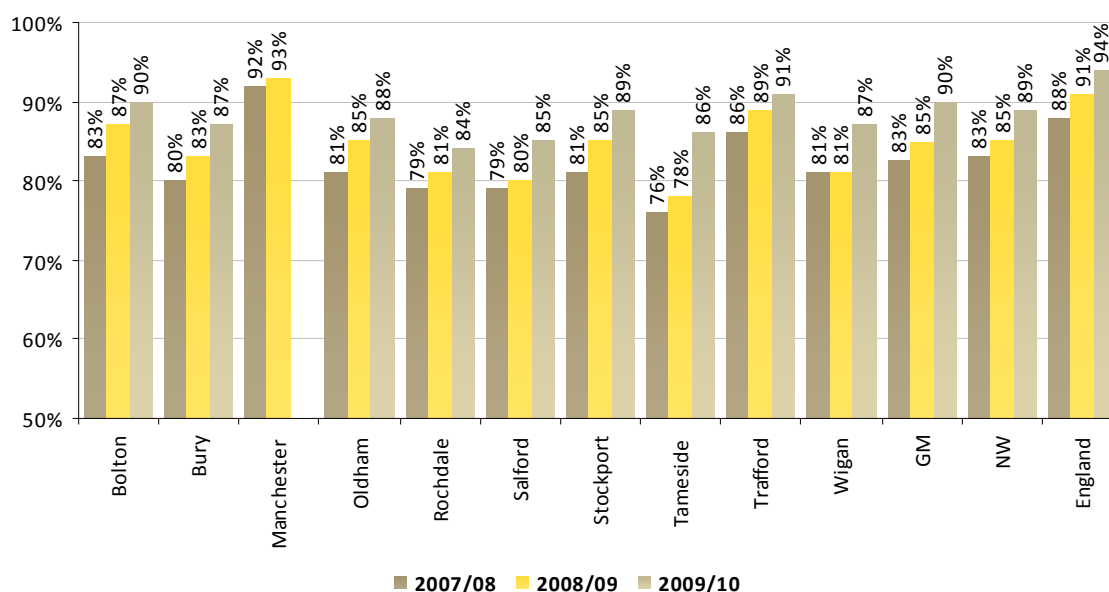
- Agreed its Mission, Vision and Values;
- Delivered a launch conference for providers and partners;
- Launched its Strategic Priorities, based on the Skills Priorities of Manchester's economy;
- Piloted Learning for Living and Work which supports learners with learning difficulties and disabilities;
- Developed arrangements with YPLA and SFA to monitor the performance of the provider system as a whole in meeting Greater Manchester's Strategic Priorities;
- Set up an Apprenticeship Task Force to ensure that Greater Manchester is on track to achieve the target of 1 in 5 young people to be following Apprenticeships, and uniquely, to set a more ambitious target of 1 in 4, which will make a key contribution to our hitting our skills target;
- Undertaken work on commissioning education provision for young offenders led by Wigan Council;
- Created Inspiring IAG as a new quality award which focuses on careers education, and / or information, advice and guidance;
- Developed employer engagement projects; and
- Created a single on line prospectus across GM for 16 -19 provision (AWP); and piloted an online Common Application Process (CAP) for colleges/schools.

4.2 The remainder of this section examines the latest data to assess progress against the strategic priorities identified by the SRG for 14-19 education and training.

## PRIORITY 1: INCREASE PARTICIPATION, PARTICULARLY AT AGE 17

4.3 Headline participation rates of 16 and 17 year olds, as measured by figures provided by the Department for Education, show that participation increased 7 percentage points from 83% to 90% between 2007 and 2009.<sup>3</sup> This is slightly higher than the national rate of growth (6 percentage points), but still leaves the participation rate below the national level (94%).

Figure 9 Participation of 16 & 17 year olds in GM<sup>4</sup>



Source: Department for Education, *Participation in education and work based learning (WBL) of 16 and 17 year olds, (2011)*

4.4 Participation in GM increased between 2007/08 and 2009/10 in both further education colleges/sixth form colleges (referred to as colleges for the remainder of the report) and in school sixth forms/Academies (referred to as schools). In colleges the increase in participation was 4.4% to 53,982, slightly below the national average increase of 4.9%. In schools the increase in participation was 11.0% to 8,235, a larger increase than experienced nationally (6.8%). Additionally, the number of residents aged 16-19 accessing Entry to Employment (E2E) and a combination of FE and E2E has increased in the last three years by 28% to 6,121. Apprenticeship participation has increased dramatically between 2007/08 and 2009/10 from 12,450 to 17,260 – an increase of 38.6%, higher than both the regional and national increase (33.3% and 25.0% respectively). More information on participation in apprenticeships is provided under Priority 6 below.

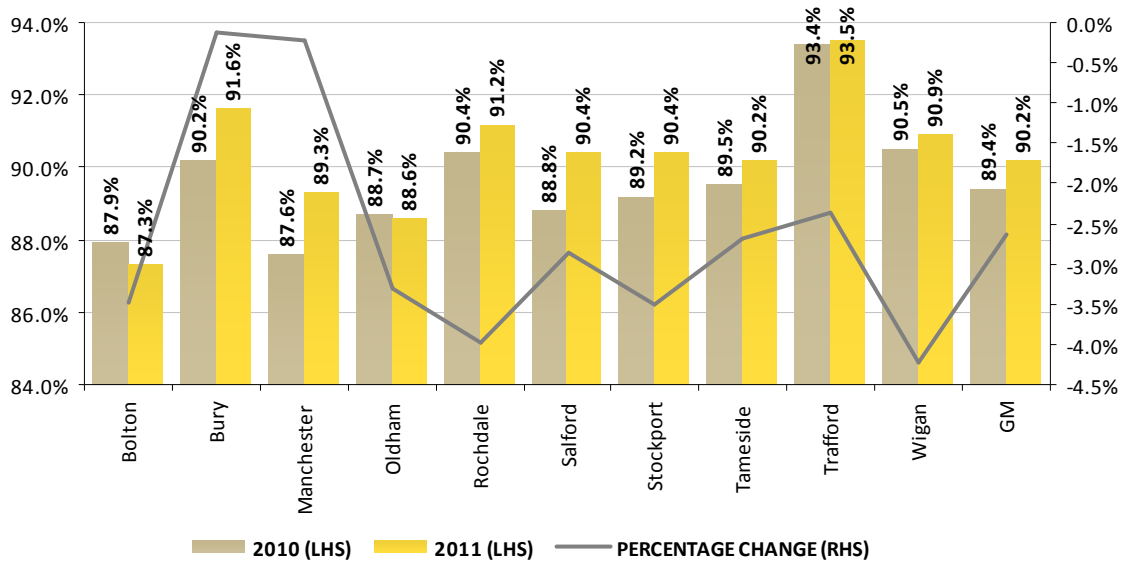
4.5 GM Connexions services provide more recent data on those participating in Employment Education and Training (EET), showing figures for 2010 and 2011.

<sup>3</sup> Excludes Manchester LA due to anomalies in the published data

<sup>4</sup> Excludes Manchester LA in 2009 due to anomalies in the published data

Because of differences in methodology these cannot be directly compared to DfE figures. Analysis shows that, mainly due to a cohort which shrank by 3.5%, the absolute numbers participating in education employment or training have decreased across all districts between 2010 and 2011, ranging from marginal decreases in Bury (0.1%) and Manchester (0.2%) to decreases of 4.0% and 4.2% in Rochdale and Wigan respectively; the figure for GM was a 2.6% decrease. However, this is mainly due to the aforementioned declining cohort size, and rates of participation have increased in all authorities apart from Bolton (a fall of 0.6pp) and Oldham (a fall of 0.1pp); the districts seeing the highest rises were Manchester (1.7pp) and Salford (1.6pp), with a GM-wide increase of 0.8pp.

**Figure 10 Participation in Education Employment and Training (EET) 2010-2011**

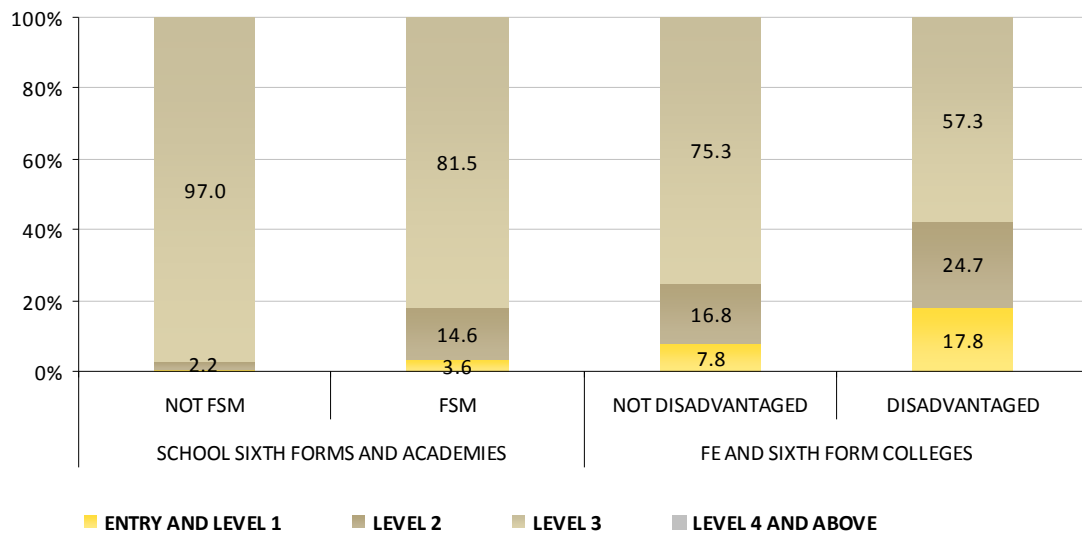


Source: data compiled by Connexions services in GM, (2011) averages for November, December and January

RHS – Right Hand Side of chart; LHS – Left Hand Side of Chart

4.6 Turning to participation rates for disadvantaged groups, in colleges there was a small (1.3 percentage point) decrease in the proportion of FE and sixth form college learners who were disadvantaged to 54.6%, compared to 35.1% nationally. However, there is still a large disparity between those whose highest level of study is Level 3: just 57.3% of disadvantaged learners were studying at this level compared to 75.3% of those not disadvantaged. In schools 4.4% are of learners are recorded as being eligible for free school meals (FSM) when they were 15, a slight increase since 2007/08. There is again a disparity between FSM and non-FSM in terms of the proportion of students whose highest level of study is Level 3: 81.5% of those FSM eligible young people were studying at this level compared with 97.0% of those not eligible.

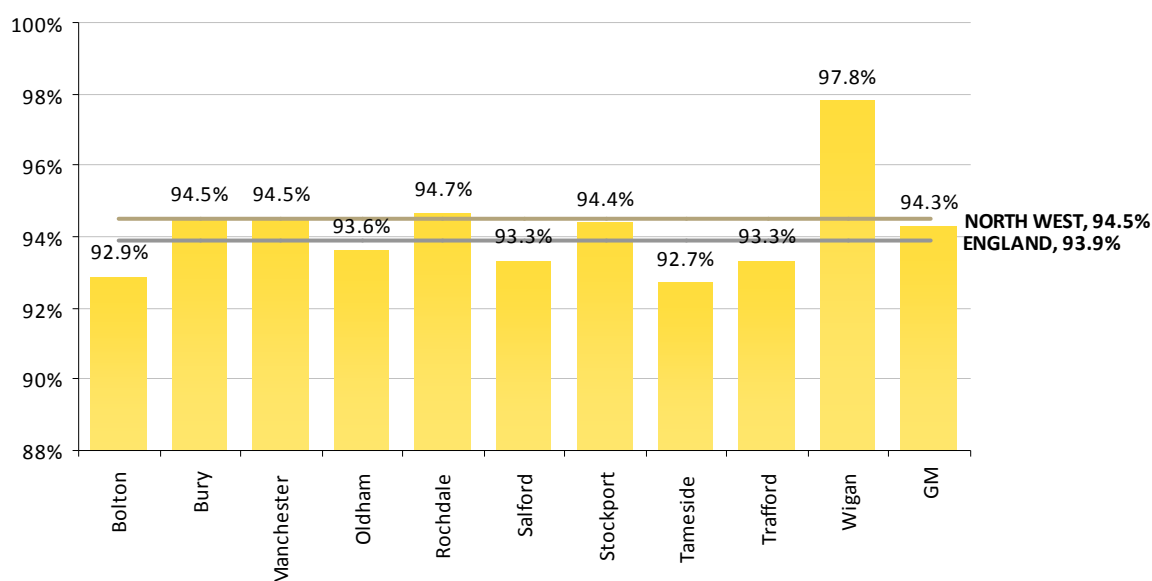
**Figure 11 GM residents' participation by highest level of study at age 16-19, 2009/10**



*Source: Department for Education (2010)*

- 4.7** In both schools and colleges there has been an increase in male and female participation, but male participation has grown at a more rapid rate. In colleges female participation rose by 1.2% (to 27,080) whereas there was a 7.9% increase (to 26,902) for males. Schools saw a 3.9% increase to 4,265 for females and a 19.6% increase to 3,970 for males.
- 4.8** Clearly, an important factor in a young person participating in post-compulsory education or training is whether or not they receive a suitable offer. The 'September Guarantee' guarantees a suitable place in education or training to young people completing compulsory education. While GM (94.3%) is marginally above the national average (93.9%) in terms of the proportion of young people receiving a suitable offer, GM sits slightly behind the region (94.5%) and there is some variation across the conurbation: Bolton (92.9%), Oldham (93.6%), Salford (93.3%), Tameside (92.7%) and Trafford (93.3%) all lag the national average. However, this does not indicate that the offer was appropriate, and there are still a significant number overall for whom an offer is not appropriate at that time. This also doesn't necessarily reflect the number who actually go in to learning.

**Figure 12 September Guarantee % offer made in 2010**



*Source: Department for Education (2010, average of 16+17 year olds)*

**4.9** Looking forward, Pat Russell, Deputy Director in the Young People and Employment Division at DWP, is leading development of the Youth Participation Strategy, a cross-government initiative including DWP, BIS, DFE, MOJ and the Cabinet Office to maximise participation of 16–24 year olds in education, training and work. Details are light, but the strategy is due for publication in the autumn and clearly the implications for the SRG will need to be assessed when it is released.

### Understanding and Addressing Specific Issues of Reduced Participation at Age 17

**4.10** In GM, as at the national level, participation drops off at age 17. 86.0% of 17 year olds were in education or training in 2009 (compared to 85.0% nationally), a 9 percentage point increase over the previous year, ahead of the 7 percentage point national increase. However, for the cohort aged 16 in 2008 (and aged 17 in 2009) participation at 16 was still 5 percentage points higher than that at 17.

**4.11** Nationally and locally the key policy to address low participation is Raising the Participation Age (RPA). 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 the end of the academic year in which they turn 17 from 2013 and until their 18th birthday from 2015. The Coalition government, in both the Spending Review and the *Importance of Teaching* White Paper, confirmed its commitment to raise the participation age to 18 by 2015. Young people will be able to choose one of the following options:

- full-time education, such as school, college or home education;
- work-based learning, such as an Apprenticeship; or

- part-time education or training if they are employed, self-employed or volunteering for more than 20 hours a week.
- 4.12** It is not yet clear how this will be enforced. It is the government's belief that the support and encouragement that young people receive should be sufficient to reach the goal of full participation without the need to use enforcement. Hence they are currently legislating in the Education Bill to allow a delay to the introduction of the enforcement process against young people and their parents.
- 4.13** The previous flagship policy, Education Maintenance Allowance (EMA) has now closed for applicants, but has been partially replaced with the 16-19 Bursary. This is designed to be more targeted than EMA, and to specifically help support those young people who face the greatest barriers to continuing in education or training post-16. The Bursary has two elements:
- Young people in care, care leavers, young people in receipt of income support and disabled young people in receipt of Employment Support Allowance who are also in receipt of Disability Living Allowance will be eligible to receive a bursary of £1,200 a year. These criteria mean that eligibility for this bursary will be less than one tenth of the number of people who drew down EMA (3,600 will be eligible compared to 41,000 EMA claimants in 2010).
  - Providers may also use their discretion to make awards to young people in ways that best fit the needs and circumstances of their students. Bursary awards should be targeted towards young people facing financial barriers to participation, such as the costs of transport, meals, books and equipment.
- 4.14** Under these arrangements, the most vulnerable will receive over £400 more than the average annual payment under the EMA. Beyond that, the 16-19 Bursary Fund is sufficient to allow for bursaries of £800 (again, more than the average received under EMA) for all young people who were eligible for free school meals in year 11. Providers are free to determine the scale of discretionary bursaries and the frequency of payments for all awards. Receipt of a bursary will be conditional on the student meeting agreed standards set by the school, academy, college or training provider, for example, relating to attendance and/or standards of behaviour. In Greater Manchester Salford College and Bolton College have both announced £20 per week bursaries to some students. Salford College's means-tested grants will be paid to students aged 16 to 18, whose family income is £20,000 or less. At least 1,000 are expected will benefit from the new awards. Bolton College students whose family income is £20,817 or less will be eligible for the bursary. Around 500 are expected to qualify for the scheme.

## **Support young people's understanding of all post-16 learning opportunities through excellent IAG, careers education and labour market information**

- 4.15** Careers Information, Advice and Guidance (IAG) has undergone significant change over the past 12 months. In response to the spending cuts, and in anticipation of changing responsibilities, local authorities in Greater Manchester have reduced their spending on Connexions services. It is estimated that across Greater Manchester spending on careers advice and guidance has reduced by at least 40% overall.
- 4.16** Connexions services across Greater Manchester previously delivered both universal and targeted careers information advice and guidance for young people aged 13-19 (and up to 25 for young people with learning difficulties and disabilities). This encompassed services to young people in schools and colleges as well as targeted youth support focused on NEET and vulnerable targeted groups. Services have been delivered either by local authorities directly or commissioned from other organisations.
- 4.17** The implementation of significant reductions in spending and different responses to changing policy is beginning to result in a variation of careers information advice and guidance services to young people in Greater Manchester. Local authority funding for services tends now to be concentrated on targeted and vulnerable young people pre- and post- 16. There are also developments in some areas of a new offer to young people in schools and colleges where learning providers have the option of buying back some services ahead of the legislation being passed.
- 4.18** Moreover, the Education Bill that is currently passing through Parliament will place a requirement on schools to ensure "that all registered pupils at the school are provided with independent careers guidance during the relevant phase of their education" (although this duty won't come in until September 2012). This duty was previously (and is currently) on the relevant local authority. Schools will be free to make arrangements for careers guidance for young people that fit the needs and circumstances of their students, and will not be required to engage with any one particular provider. Local authorities retain their statutory duty to enable, encourage and assist young people's participation in education and training. LAs are also responsible for maintaining CCIS to track all young peoples progress/participation as part of this and also for fulfilling specific requirements for young people with LDD to have learning disability assessments completed – both of these are delivered by Connexions
- 4.19** Significant issues have been raised regarding the ability of GM partners to deliver excellent IAG, careers education and Labour Market Information (LMI) in the new policy and funding environment, including:
- The lack of a detailed transition plan from Department for Education for the new arrangements. Department for Education have indicated that this is part of the 'localism' agenda i.e. no/minimal guidance and direction from

Government is likely. Transition planning has not been uniform across local authorities and many areas are only now starting to think about and/or develop an offer for schools (even if this is just the local authority supporting schools to commission and drawing up lists of possible providers). Some areas are not yet sure what role they want to play.

- Young people consistently report that face-to-face access to a careers adviser is important to them, and there are therefore concerns regarding the apparent over reliance on telephone and website support in emerging Government policy.
- Confusion about the relative responsibilities between schools and local authorities; Department for Education have confirmed that the duty on local authorities has not changed and giving schools the responsibility for securing independent, impartial careers guidance does not preclude local authorities from continuing to provide careers guidance services to fulfil their responsibility to deliver RPA, especially for the most targeted and vulnerable.
- Uncertainty about the future position of the National Careers Service as a provider or just as a brand and uncertainty as to how this sits with 'localism' as it is nationally designed and contracted through SFA. It is however clear that there will be no funding for 1:1 guidance for young people through the NCS.
- Risks that the effective tracking of young people may be limited due to different interpretations of data protection legislation.
- Concerns over consistent interpretation and monitoring of quality standards.

## **PRIORITY 2: PREPARE YOUNG PEOPLE FOR CAREERS IN PRIORITY SECTORS**

## **PRIORITY 3: DEVELOP PATHWAYS FOR CAREERS IN SECTORS WITH HIGHER LEVEL SKILLS GAPS AND/OR HIGH REPLACEMENT DEMAND**

- 4.20** Based on analysis by New Economy of the future demand for skills by employers, four inter-related priority skills sectors were identified – Low Carbon, Advanced Manufacturing, Creative and Digital Industries, and Health and Life Sciences. These were linked to national priorities and where the city region has a ‘distinctive and competitive offer’ with the potential for further development. New Economy’s analysis also identified some occupational areas with worsening skills gaps. It was determined that these sectors and occupations should inform education and training priorities in Greater Manchester, with a requirement for appropriate IAG and careers education for young people at key transition points.
- 4.21** In a demand-led funding environment, the successful delivery of both these priorities relates to effectively providing high quality Labour Market Information (LMI) on which learners have the confidence to base their career decisions and providers can plan new provision. In order to improve the quality of LMI New Economy have been working with Connexions on the Work Matters website to make available to professionals involved in the education and guidance of young people locally produced robust economic forecasts for employer demand.
- 4.22** The newly created Employment and Skills Partnerships will take forward this work by working with employers, training providers and careers services to develop detailed LMI based on real time intelligence regarding the needs of the economy.
- 4.23** GM partners have also developed Inspiring IAG as a quality award to recognise good quality Careers Education and/or Information, Advice and Guidance. It is for all organisations working with young people; schools, colleges, other learning providers, as well as the voluntary and community sector. The award helps ensure organisations meet national policy and guidelines, prepare them for inspections, improve the delivery of CEIAG and as a result work towards enabling young people to make well informed, realistic decisions.
- 4.24** Organisations progress through three stages; Bronze, Silver and Gold to achieve the full award, with each stage being certificated. This makes it accessible to many organisations. The process helps identify areas for development as well as recognising good practice and includes a self assessment, evidence gathering and an external assessment.
- 4.25** The proposed new national kite mark for CEIAG quality awards will provide organisations with even further assurance of the exacting standards required of the award.

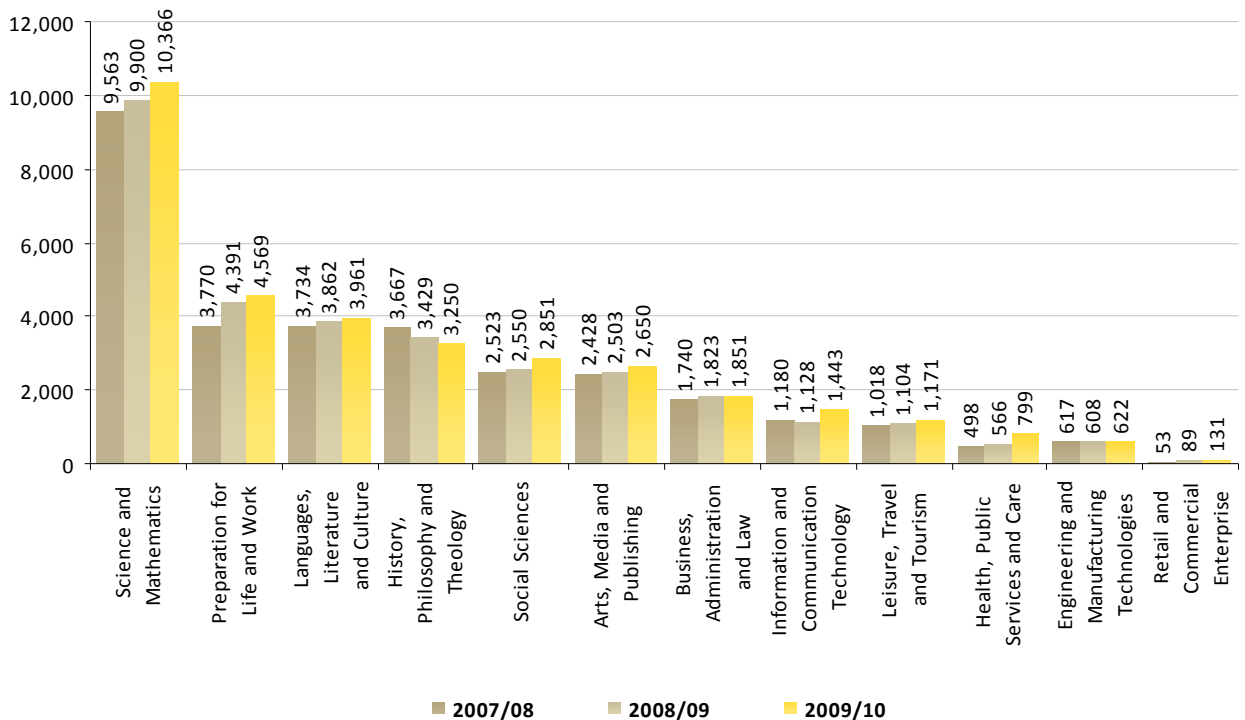
**4.26** To date over 90 organisations throughout the Greater Manchester area have successfully completed different stages of the award.

## PRIORITY 4: INCREASE ENROLMENTS IN STEM SUBJECTS

4.27 Of high and increasing economic and academic importance are Science, Technology, Engineering and Mathematics (STEM) subjects. These are becoming more essential for progression into Higher Education and are of economic importance particularly in GM's growing sectors (Priority 2) and indeed sectors with high skills shortages (Priority 3).

4.28 In schools, there has been an increase in learning aims studied across all subjects between 2007/08 and 2009/10, apart from in History, Philosophy and Theology, where there was a decrease of 417 learners. Encouragingly, Science and Mathematics (803) saw the biggest gain in enrolments; although Engineering and Manufacturing was more or less flat (an increase of just 5 learners).

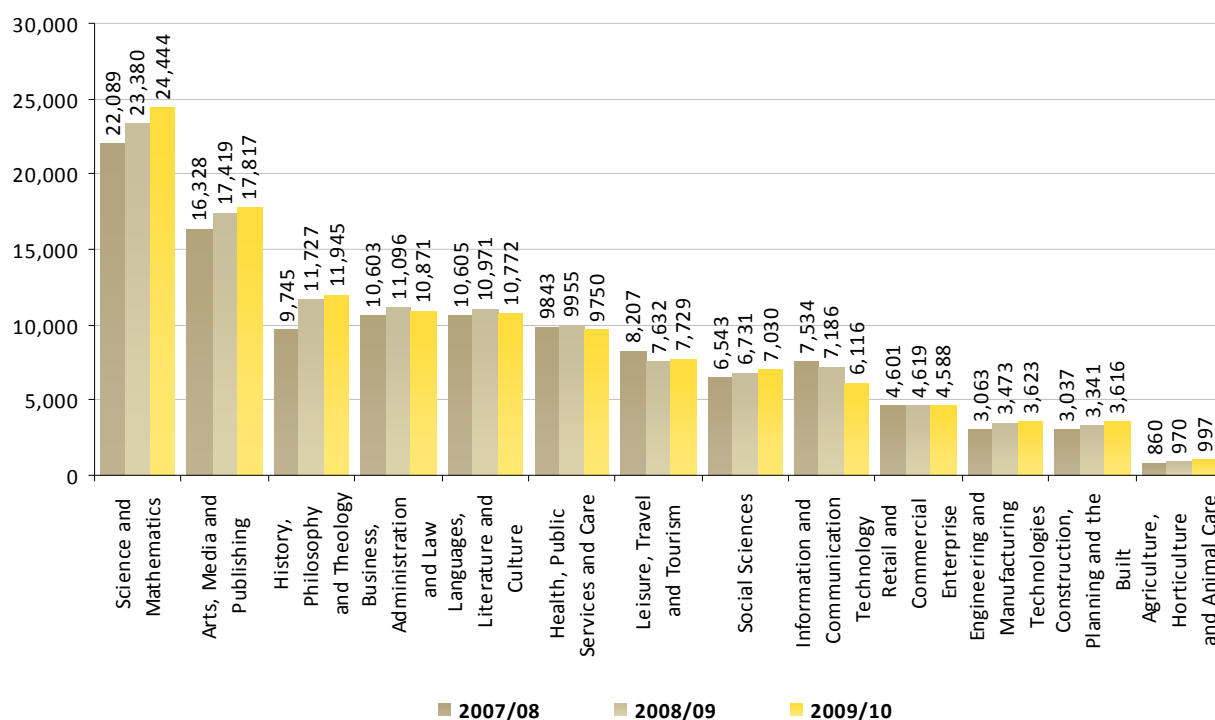
Figure 13 Learning aims studied in school sixth forms and academies, by subject



Source: School Summer Census, (2010)

4.29 Similarly, in colleges Science & Mathematics is the largest subject area and also saw the largest increase (2,355) while engineering and manufacturing technology saw an increase of around 600. However, there was a significant drop in the uptake of Information & Communication Technology (-1,418). There has been an increase in those studying Arts Media & Publishing (1,489) and, in contrast to the trend seen in schools and academies, the uptake of History, Philosophy & Theology has increased by 2,200.

**Figure 14 Learning aims studied in FE and sixth form colleges, by subject**



Source: ILR (2010)

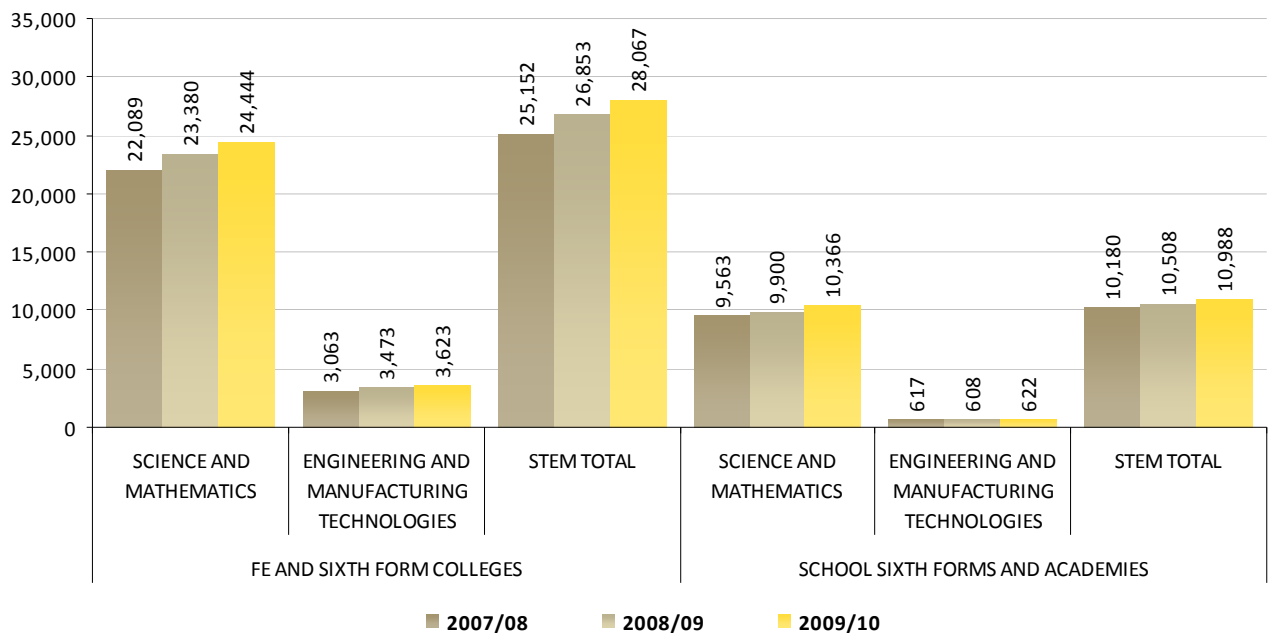
## STEM Uptake

- 4.30** The importance of STEM is widely recognised, and it is a Greater Manchester Strategy (GMS) priority to “*Increase the numbers studying Science, Technology, Engineering, Mathematics (STEM)*”<sup>5</sup> This is a key component in the drive toward a ‘knowledge economy’ and will help provide the critical mass to the city region’s science and technology needs. Graduates with these skills have a particularly high labour market premium. Nationally also there is well recognised demand for STEM skills combined with specific vocational skills.
- 4.31** Improving the number of STEM learners at ‘A’ Level or equivalent will feed through to Higher Education. Whilst historically the region’s achievement levels in science GCSEs are broadly in line with the national average, the proportion of people who have subsequently chosen to take STEM A-levels has been poor compared to other regional ‘A’ Level entries, particularly in Physics and Mathematics. Growing educational provision and improving perceptions of Science as a career choice amongst young people remain central to addressing the issue.
- 4.32** STEM subjects, which include Science & Mathematics and Engineering & Manufacturing Technologies, have seen a significant increase in uptake since 2007/08 - by 3,723 (10.5%) across all provision.
- 4.33** The majority of the increase in numbers is due to increases in Science & Mathematics at FE and sixth form colleges, which alone accounts for 2,355

(63.3%) of the total rise in STEM uptake. Across all provision, Science and Mathematics aims increased by 3,158 (22.8%), almost three quarters of which (74.6%) is accounted for by the rise in aims studied at FE and sixth form colleges. Science & Mathematics now accounts for 20.5% of all aims studied in FE and sixth form collages. Growth in schools has been lower over the past 3 years with an increase of just 803 (8.4%). However this was from a higher base and, as of 2009/10, 30.8% of all provision in schools was in Science & Mathematics subjects.

**4.34** Engineering & Manufacturing Technologies is still one of the least studied subject areas at this level, accounting for only 3.0% of learning aims studied at colleges and 0.2% in schools in 2009/10, in total enrolling 4,245 people, 10.9% of STEM aims and 2.8% of the total aims for all subjects. This subject area has seen a proportionally significant rise - 15.4% in the 3 years to 2010 - but due to such low uptake this consists of only 565 additional aims studied including an almost negligible rise of 5 more learning aims in school sixth forms and academies.

**Figure 15 STEM learning aims studied in school sixth forms and Academies, by subject**



Source: School Summer Census, (2010)

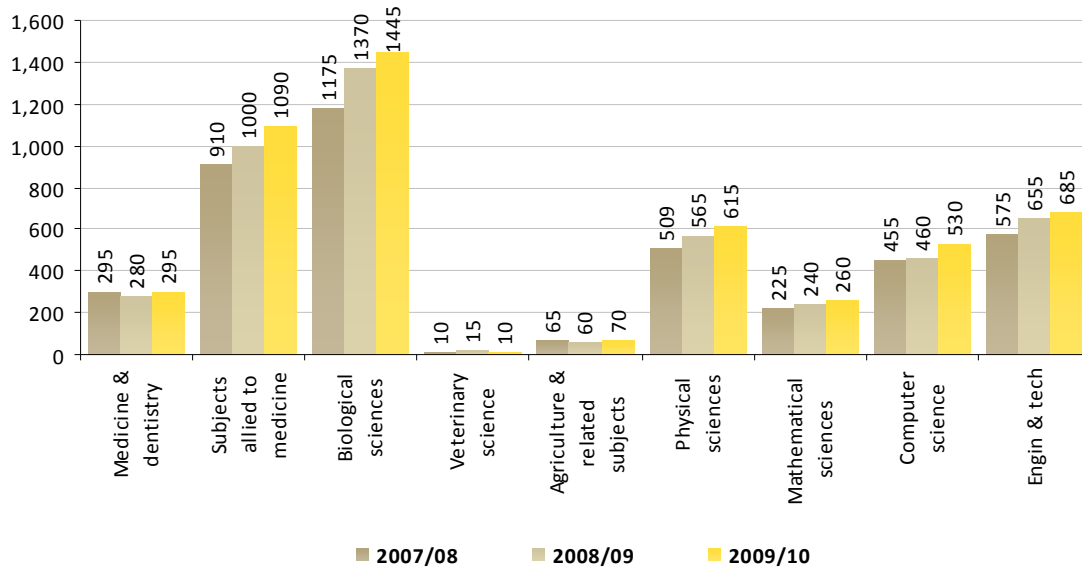
### GM Residents' Progression to STEM Subjects in Higher Education

**4.35** An increasing number of GM residents are choosing to study STEM subjects at university, increasing by 18.5% between 2007/09 and 2009/10 from 4,219 to 5,000. The largest subject area was Biological sciences which increased in uptake by 23.0% and made up more than a quarter (29.8%) of total STEM first

<sup>5</sup> Association of Greater Manchester Authorities (AGMA) Prosperity for all: The Greater Manchester

year undergraduates in this age group. Another significant subject area was Subjects Allied to Medicine which increased in uptake by 19.8% over the three years to 2010 when it made up 21.8% of STEM undergraduates. Engineering and Technology undergraduates in this group increased by 19.1%, making up 13.7% of STEM undergraduates, and Physical Sciences undergraduates made up 12.3% of STEM undergraduates, having increased in uptake by 20.8% over the 3 years to 2010.

**Figure 16 First year under 19 undergraduate GM residents studying STEM subjects in the UK**

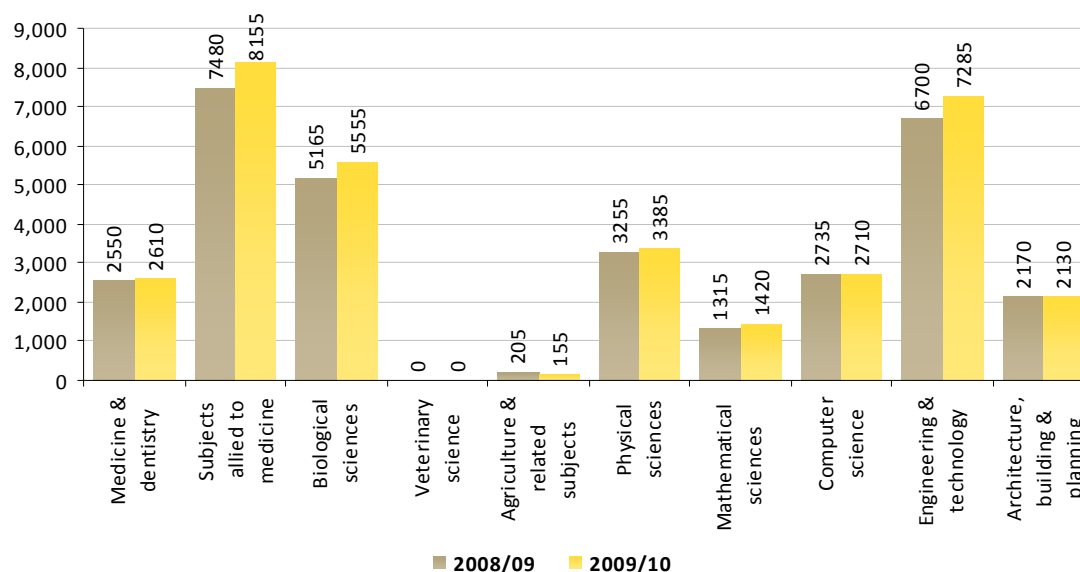


Source: HESA, *Students in Higher Education Institutions*

**4.36** In 2010, GM's institutions hosted 33,405 full-time STEM undergraduates, an increase of 5.8% on the previous year's figure (31,575). This was driven by an increase in students of Subjects Allied to Medicine (9.0%), Engineering & Technology (8.7%) and Biological Sciences (7.6%) with a large increase - in percentage if not absolute terms - in Mathematical Sciences students (8.0%) also.

**4.37** As might be expected, the University of Manchester provides the largest number of these places (46.0%), almost as much as Manchester Metropolitan University (26.3%) and Salford University (20.6%) combined. However Salford has made some headway in this respect, increasing its share of STEM provision by 3.1pp between 2008/09 and 2009/10 from 17.5% to 20.6%.

**Figure 17 Undergraduate STEM students at GM HEIs**



Source: HESA, *Students in Higher Education Institutions (2008/09; 2009/10)*

**4.38** The Greater Manchester Strategy also stressed the importance of ‘future’ languages, particularly those that are linked to the key growth markets of Brazil, Russia, India and China. 3.3% of students at GM HEIs studied a foreign language in both 2008/09 and 2009/10. This was made up largely of students at the University of Manchester, where the proportion was 5.7% (1,430 students), with none at the University of Bolton and few at the other GM universities. As a proportion of languages studied, very few students in 2009/10 studied Chinese (4.7%), Russian and Eastern European (3.1%) and Portuguese (2.1%). There was a 53.8% increase in students of Chinese studies between 2008/09 and 2009/10, although this amounted to an increase of only 35, from 65 to 100 students.

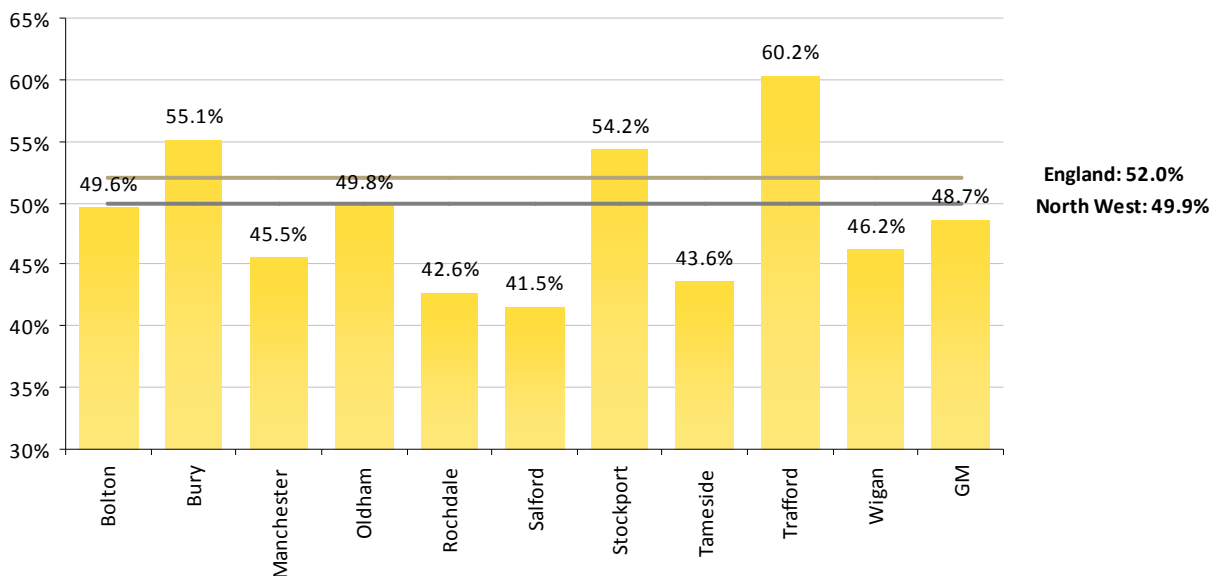
## PRIORITY 5: INCREASE ATTAINMENT OF LEVEL 3 BY AGE 19

4.39 Attainment at Level 3 is crucial for progression in both employment and education. Employers increasingly demand this level of skill – half of all jobs created between now and 2020 are forecast to require Level 3 or higher skills.

### Level 3 Achievement by Age 19

4.40 Across GM, 48.7% of young people achieved a Level 3 qualification by age 19, behind both the average for the region (49.9%) and England (52.0%). However, there is a large disparity between GM boroughs, as Figure 13 below shows, with lower rates in boroughs such as Salford (41.5%), Rochdale (42.6%) and Tameside (43.6%) and rates of achievement higher than both regionally and nationally in Trafford (60.2%), Bury (55.1%) and Stockport (54.2%).

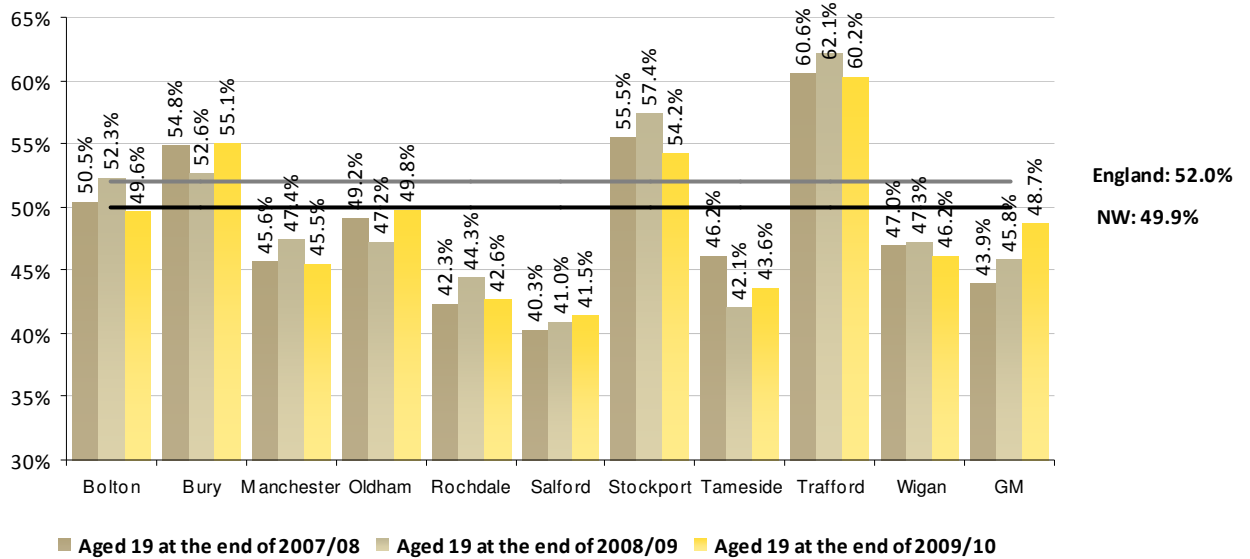
**Figure 18 Number of people (%) studying at age 16 (academic age 15) that reach the level 3 threshold, by age 19 (2009/10)**



Source: Department for Education, (2011)

4.41 Moreover, as the chart below shows, progress has been uneven between years with level 3 attainment in Bury, Tameside and Oldham experiencing drops between 2007/08 and 2008/09, before rising again between 2008/09 and 2009/10 - to above the initial level in the case of Bury and Oldham but below in the case of Tameside. In fact of all GM's districts only Salford shows a year on year increase throughout the 3 year period, with districts other than those mentioned improving between 2007/08 and 2008/09 but falling back in 2009/10, to below the initial level in the case of Bolton, Manchester, Tameside, Trafford and Wigan, and above in the case of Rochdale. Over the 3 year period the districts which made any improvement were Bury (0.3pp), Oldham (0.6pp), Rochdale (0.3pp), and Salford (1.2pp).

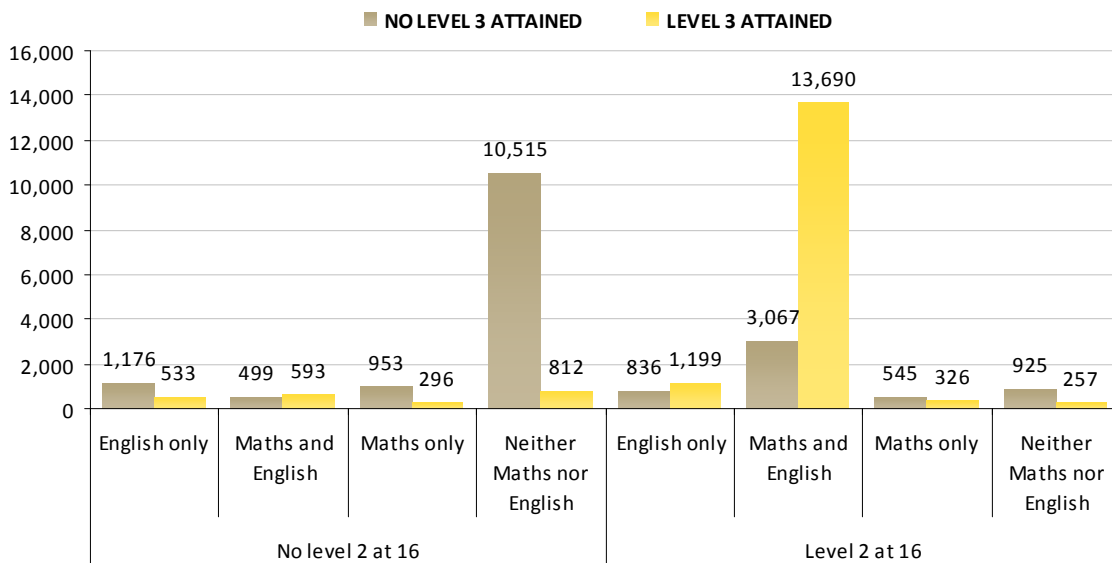
**Figure 19 % of pupils achieving level 3 by age 19 by cohort 2007/08-2009/10**



Source: Department for Education, (2011)

**4.42** Achievement at age 19 is strongly correlated to performance aged 16. Current figures show that of those who attained level 2 at 16, 74% attained Level 3 by age 19, compared to 15% of those who did not. This is similar to the national averages of 76% and 14% respectively. Attainment of GCSEs including English and Mathematics was also a significant factor, with 82% of those attaining a level 2 at 16 including GCSE English and Mathematics attaining level 3 at 19. This compares to only 22% of those achieving Level 2 without English & Mathematics.

**Figure 20 Attainment of level 3 threshold by age 19**



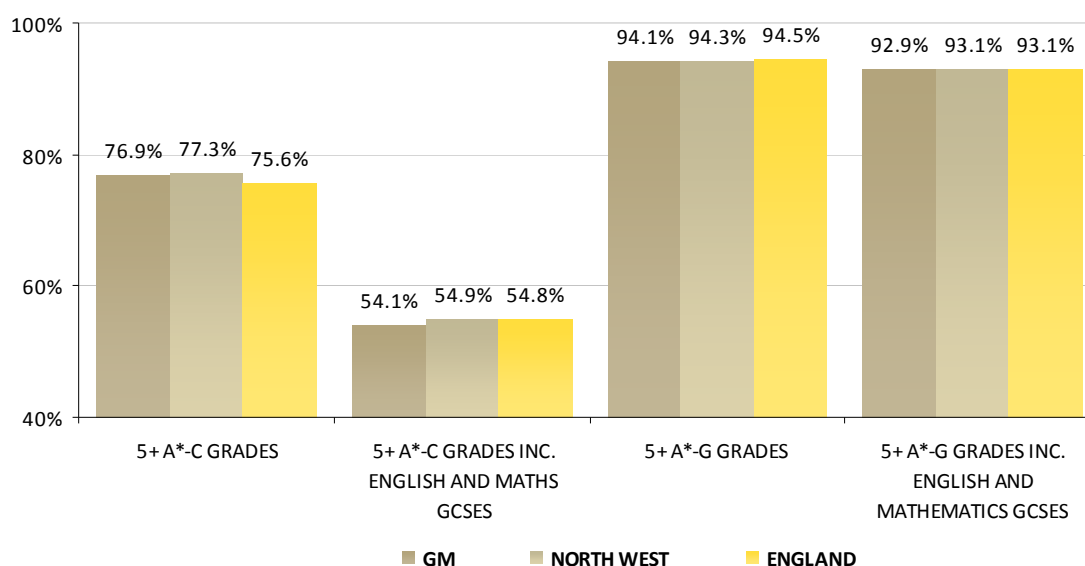
Source: Young People's Matched Administrative Dataset, (2010)

## GCSE attainment

**4.43** For the vast majority of young people, GCSEs are the route through to Level 3 learning. Performance at GCSE is an excellent predictor of whether an individual will or will not go on to get a higher level qualification. GCSE attainment in GM compares reasonably with England: though performance falls just below the regional and national averages in most measures, it only does so marginally, and in the number of pupils who gain 5+ A\*-C grades in GM outperforms the national average.

**4.44** Performance falls off in GM with regard to young people gaining 5+ A\*-C grades including English and Maths, where just over half (54.1%) achieved this standard. Despite the introduction of the English Baccalaureate (see below), this will still continue to be a key measure, as one of three key themes that the Government's response to the Wolf Report aimed to deliver against was ensuring that all young people study and achieve in English and Mathematics, ideally to GCSE A\*-C, by the age of 19.<sup>6</sup>

**Figure 21 GCSE attainment in GM, NW and England 2009/10 (%)**

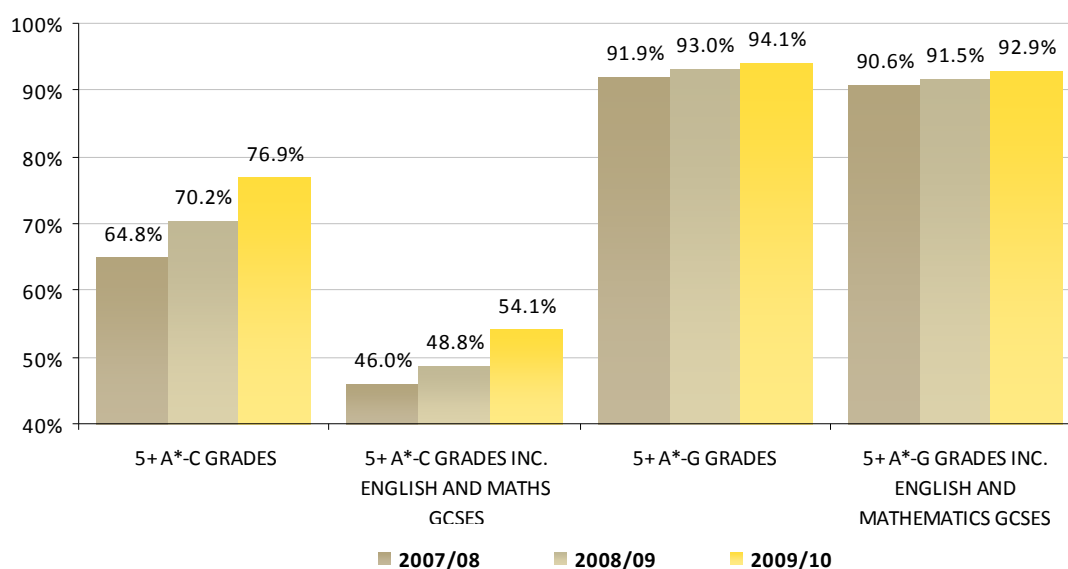


*Source Department for Education, (2011)*

**4.45** There has been year on year improvement in GM's GCSE performance across all principal measures, but particularly in the number of pupils who gain 5+ A\*-C grades which in 3 years had increased by 12.1 percentage points to 76.9%. When Maths and English are included GM has also increased its proportion achieving A\*-C from 46.0% to 54.1%. Both of these increases are, in percentage point terms, higher than both the regional and the national improvements.

<sup>6</sup> Department for Education, *Wolf Review of Vocational Education: Government Response, 2011*

**Figure 22 GCSE attainment 2007/08 - 2009/10 in GM**

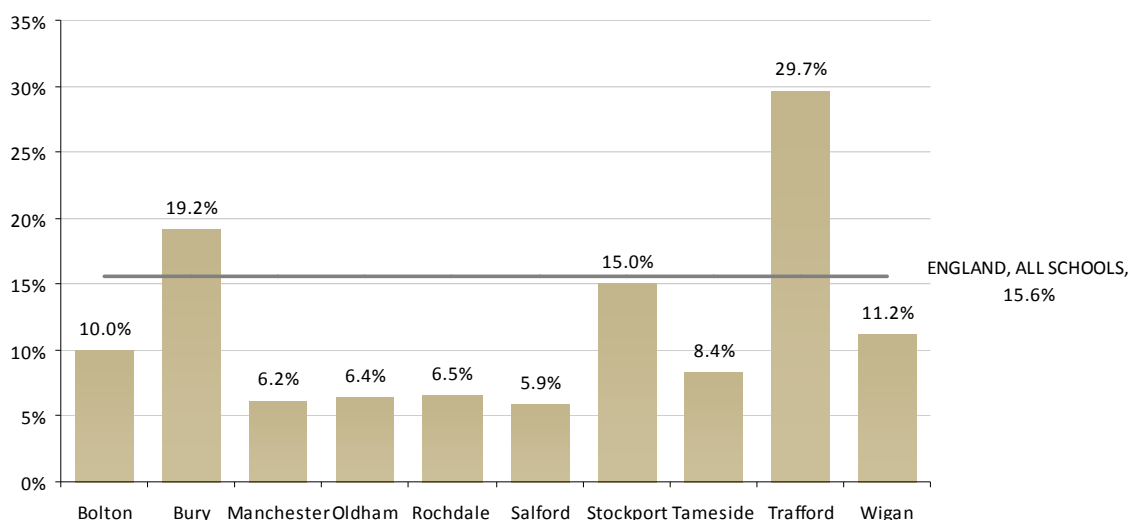


Source Department for Education, (2011)

**4.46** The English Baccalaureate is a new performance measure introduced in the 2010 performance tables. It recognises the success of pupils who attain GCSEs or iGCSEs at grades A\*-C across a core of academic subjects - English, Mathematics, History or Geography, the Sciences and a language. This is part of a wider drive by government aimed to counter a perceived shift toward less traditional, softer subjects in recent years.

**4.47** Variation in attainment of the English Baccalaureate is of a similar pattern to other measures in GM, though perhaps more pronounced: there is a striking disparity between attainment in Trafford (29.7% - twice the national average) and districts such as Salford (5.9%), Manchester (6.2%) Oldham (6.4%) and Rochdale (6.5%) with rates less than half the national average.

**Figure 23 English Baccalaureate attainment**



Source Department for Education, (2011)

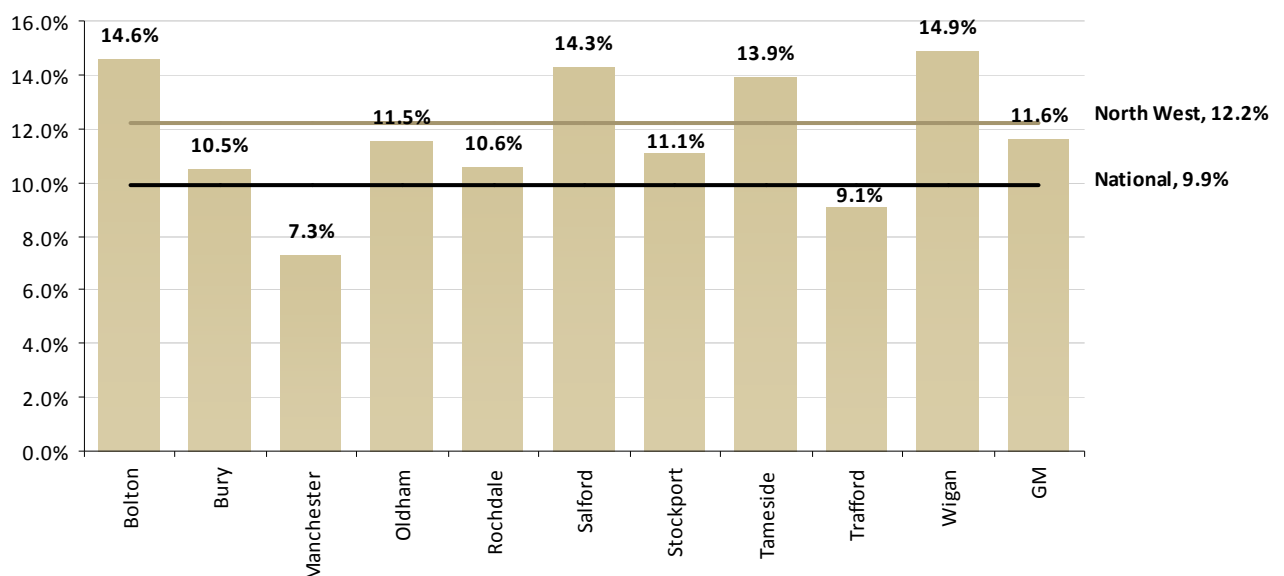
## PRIORITY 6: INCREASE UPTAKE OF, AND PROGRESSION THROUGH, THE APPRENTICESHIP ROUTE

### Progress toward '1 in 4' target

4.48 Currently around 1 in 9 young people (11.6%) start an apprenticeship in Greater Manchester, ahead of the national level (9.9%) but lagging the North West average (12.2%). This varies significantly between districts with the highest rates in Wigan (14.9%), Bolton (14.6%), Salford (14.3%) and Tameside (13.9%) outperforming both the national and regional rate (12.2%). Bolton and Wigan have rates more than twice that of Manchester (7.3% - the lowest rate in GM) with Trafford (9.1%) the only other district underperforming compared to the national average.

4.49 In terms of the development of new frameworks to boost demand, the National Apprenticeship Service (NAS) works closely with employers and sector representatives to ensure that relevant frameworks are identified to meet their specific needs. In terms of Framework Development, these are developed by Sector Bodies in response to specific need identified by employers, providers and other stakeholders within each sector. Whilst NAS supports and promotes the development of new frameworks the content is owned by the relevant Sector Body. In order for a framework to be available for funding it needs to meet the standard set of rules for funding and compliancy. In addition to this NAS is currently managing the Higher Apprenticeships Fund, which will support the expansion of Apprenticeships up to degree equivalent in companies, particularly small and medium-sized enterprises (SMEs), where there is unmet demand for the higher-level skills that are necessary to create additional jobs and growth.

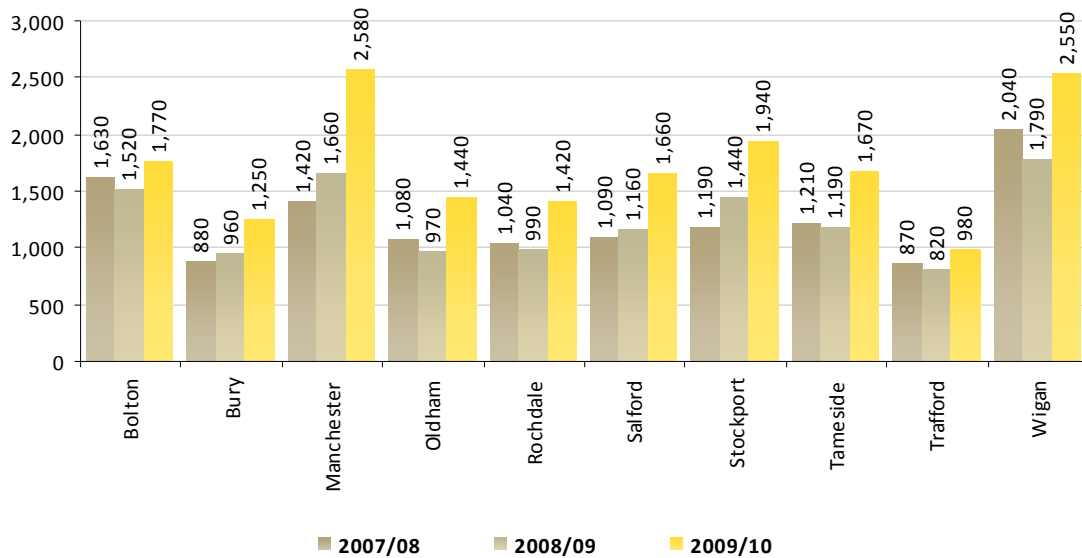
**Figure 24 Number of Young People who have started an Apprenticeship by the end of the academic year in which they turn 18, as a % of the 17 year old cohort in 2008/09.**



Source: 2008 ONS sub-national population projections for cohort & Young Person's Matched Administrative Dataset 2008/09 for number who have started

4.50 Due to the need to factor in population data, rates for subsequent years are not available, but in absolute terms there have been considerable increases in apprenticeship starts across all districts between 2007/08 and 2009/10 – increases as high as 81.7% (Manchester) and 63.0% (Stockport) contributing to a GM-wide increase of 4,810 (38.6%) starts over the three years.

**Figure 25 Apprenticeship starts 2007/08 - 2009/10**



Source: ONS, *Post-16 Education (2011)*

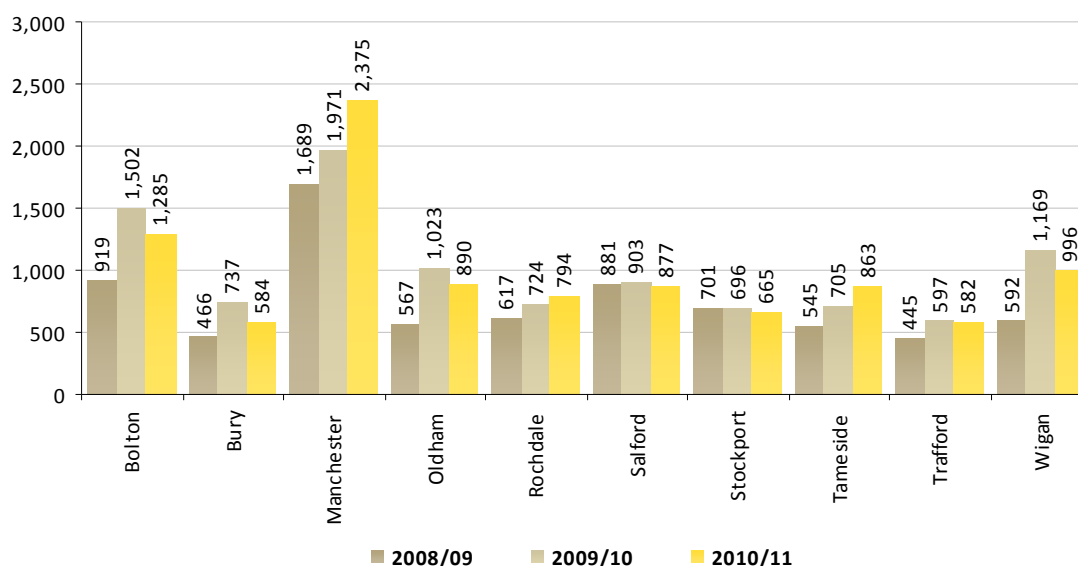
4.51 The Government's response promised action on all the individual recommendations made by the Wolf Report<sup>7</sup> aims to look at the experience of other countries to simplify Apprenticeships, remove bureaucracy and make them easier for employers to offer.

<sup>7</sup>Department for Education, *Wolf Review of Vocational Education: Government Response*, 2011

## PRIORITY 7: ENSURE SUFFICIENT PROVISION OF APPROPRIATE FOUNDATION LEARNING

4.52 Sub-Level 2 provision (including Entry Level and Level 1) by GM's providers increased between 2008/09 and 2010/11 by 2,489 (33.5%) from 7,422 to 9,911. There were some large increases, such as of 686 (40.6%) in Manchester's provision, which showed the largest absolute increase in numbers, Wigan – 404 (68.2%) and Bolton – 366 (39.8%), although there were also large proportional increases in Tameside (58.3%) and Oldham (57.0%). There were small decreases in provision in Salford (0.5%) and Stockport (5.1%), but these were of small absolute value, at 4 and 36 learners respectively. However, as Figure 27 below shows, there was not a trend increase across all 3 years in many districts or indeed across GM as a whole, which saw a decrease of 116 (1.2%) between 2009/10 and 2010/11; the only districts to experience year on year increases through all 3 years were Manchester, Rochdale and Tameside.

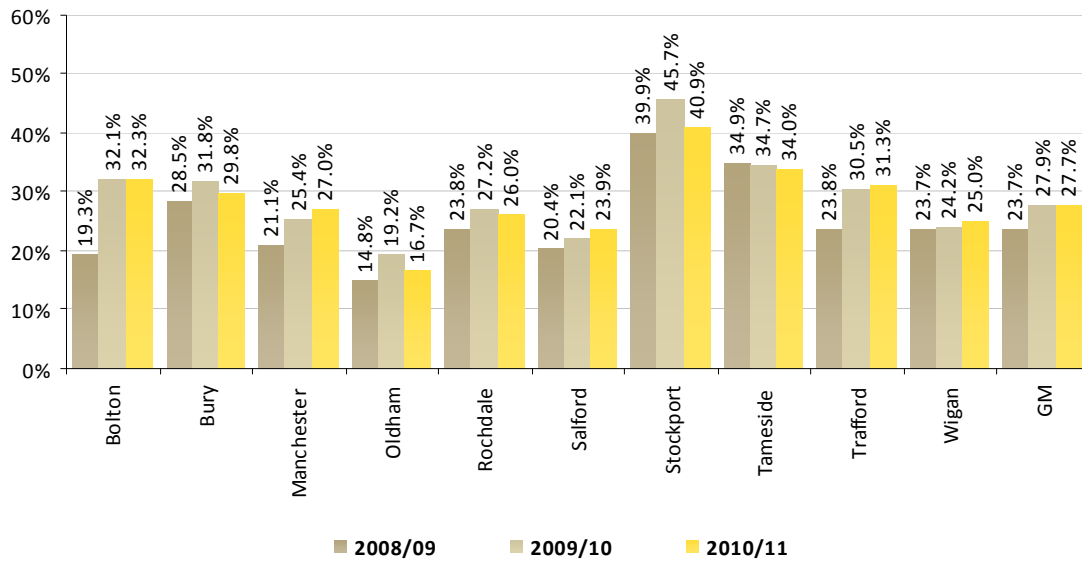
Figure 26 GM colleges provision of Entry Level and Level 1



Source: ILR (2011)

4.53 Across GM just over a quarter (27.7%) of sub-Level 2 learners consider themselves to have a LDD, an increase between 2008/09 and 2010/11 of 4.1pp. The highest rates in 2010/11 were in Stockport (40.9%), Tameside (34.0%) Bolton (32.3%) and Trafford (31.3%). The sharpest rises over the three years were seen in Bolton (13.1pp), Trafford (7.6pp) and Manchester (6.0pp) while in Tameside there was a small decrease in this proportion (0.9pp).

**Figure 27 LDD learners at Entry Level and Level 1 as a proportion of total**



Source: ILR (2011)

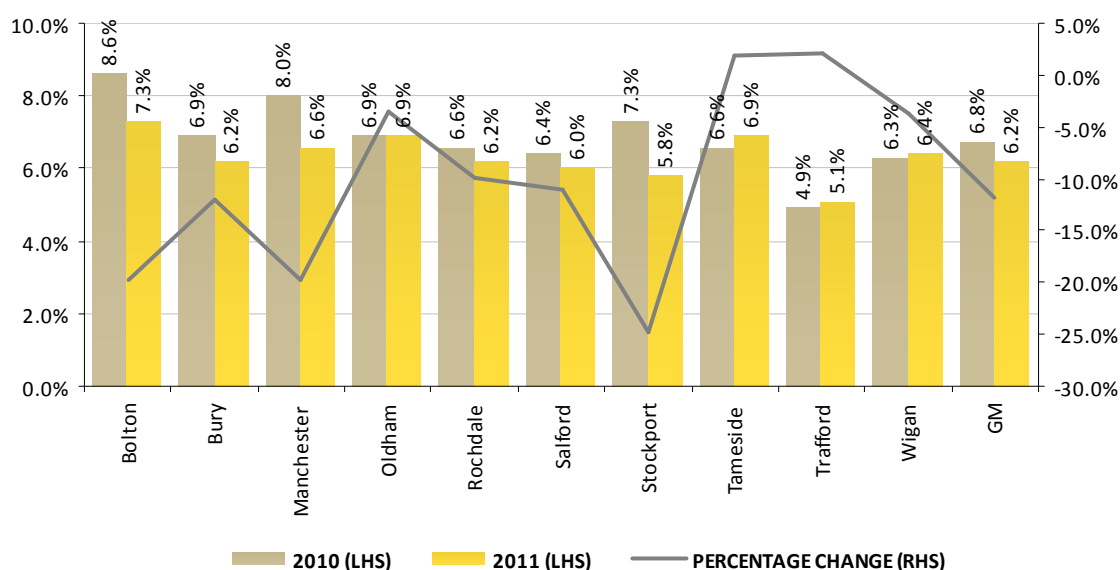
## PRIORITY 8: REDUCE THE NUMBER OF YOUNG PEOPLE ‘NEET’ AND ‘NOT KNOWN’

4.54 Although NEET figures have improved slightly, there has been a rise in the number of young people whose situation is “not known” across the country and GM – an early impact of the aforementioned reductions to Connexions services. This is because reductions in funding have seriously affected tracking capabilities. Variations emerging in the service offer in different areas of GM are also likely to put a further strain on cross border collaboration and tracking.

### Young people Not in Employment Education or Training or “Not Known”

4.55 There has been an improvement in GM’s 16-18 year old NEET rate between 2010 and 2011, falling by 11.9% and from 6.8% to 6.2%. As the 2011 cohort was 3,268 (3.5%) smaller than the 2010 cohort, this represented a significant decline in absolute NEET numbers. There were some marginal increases in Tameside (0.3 pp), Trafford (0.2pp) and Wigan (0.1pp) but larger decreases in other districts such as Stockport (1.5pp), Manchester (1.4pp) and Bolton (1.3pp) more than compensated.

Figure 28 16-18 year olds who are NEET in GM

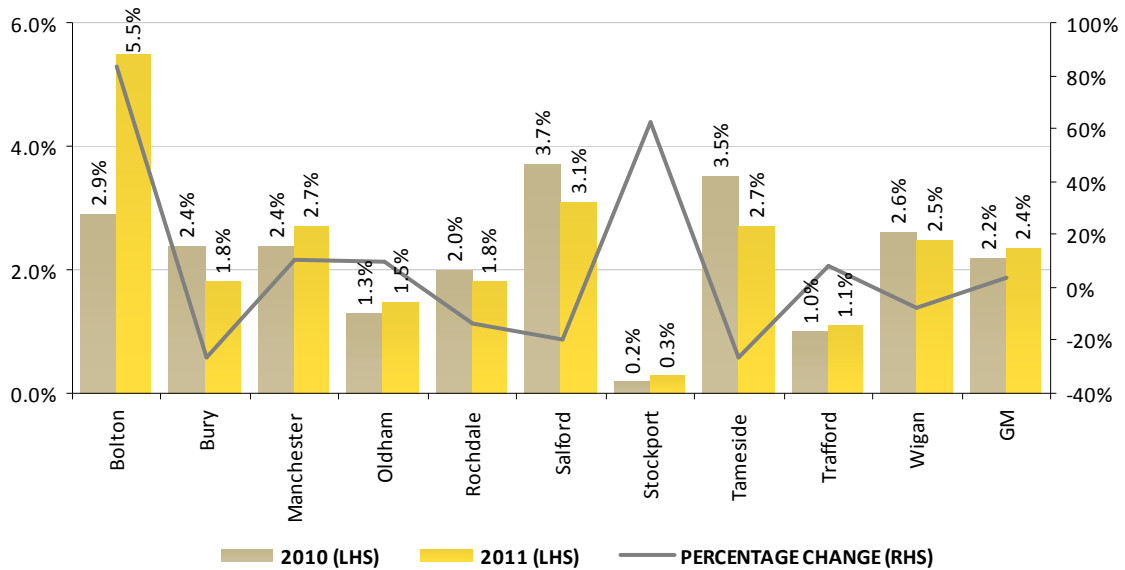


Source: data compiled by Connexions services in GM, (2011) - averages for November, December and January

4.56 There has however been an increase in the proportion of 16-18 year olds whose activity is “not known” across GM, driven significantly by Bolton’s performance, where the proportion went from 2.9% of the cohort in 2010 to 5.5% in 2011. The number “not known” in Bolton increased by 231 (83.6%), and starting from one of the larger bases in GM, this increase alone accounted for 10.8% of the GM total in 2011. Across GM as a whole there was therefore a small 0.2 percentage point increase in the proportion not known, with the number increasing by 153 (3.7%) between 2010 and 2011. The better

performing boroughs, which saw the greatest decline in their rates of “not known”, were Tameside (0.8 pp), Bury (0.6 pp) and Salford (0.6 pp).

**Figure 29 16-18 year olds whose activity is not known**

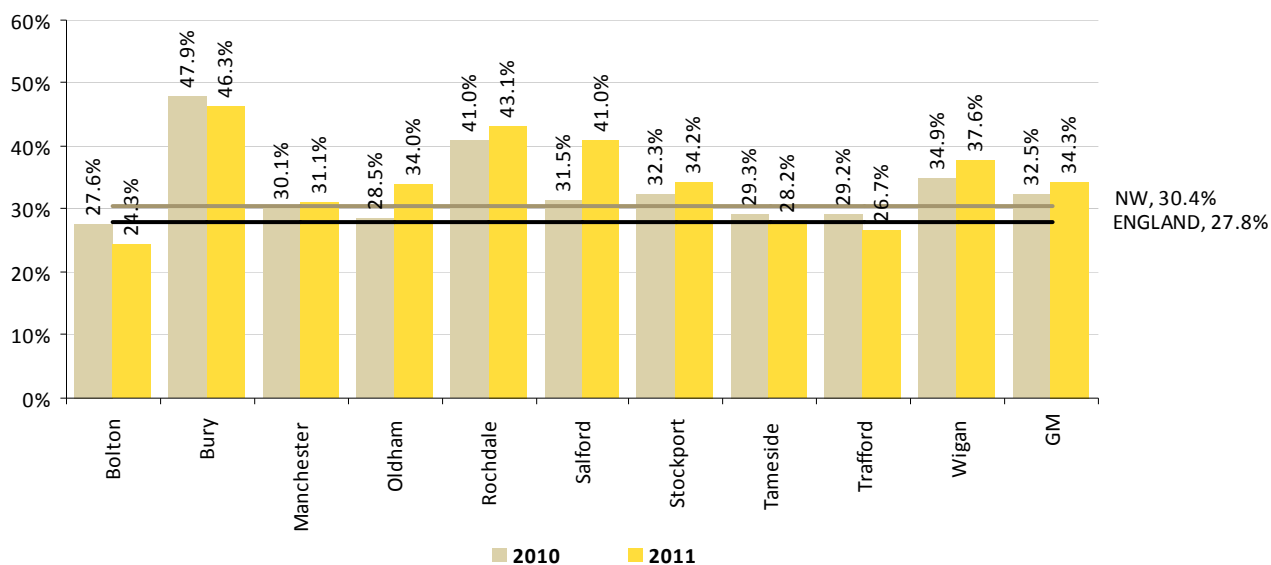


Source: Data compiled by Connexions services in GM (2011)

#### Young People “At Risk” (teenage mothers, care leavers and those with LDD)

4.57 There was an improvement in the participation of teenage mothers under 20 in Employment Education or Training (EET) between 2010 and 2011 in GM, rising from 32.5% to 34.3%, surpassing the regional and national rates at 30.4% and 27.8% respectively. In some districts, the rate was lower than the national average however, and in Bolton (24.3%) and Trafford (26.7%) participation rates fell between 2010 and 2011 by 3.4pp and 1.1pp respectively. The boroughs with the best performance in this regard were Bury (46.3% - although seeing a decrease of 1.6pp from 2010) and Rochdale (43.1% - seeing an increase of 2.1pp). There was also a notable 9.5pp increase in Salford’s rate from 31.5% to 41.0% between the two periods.

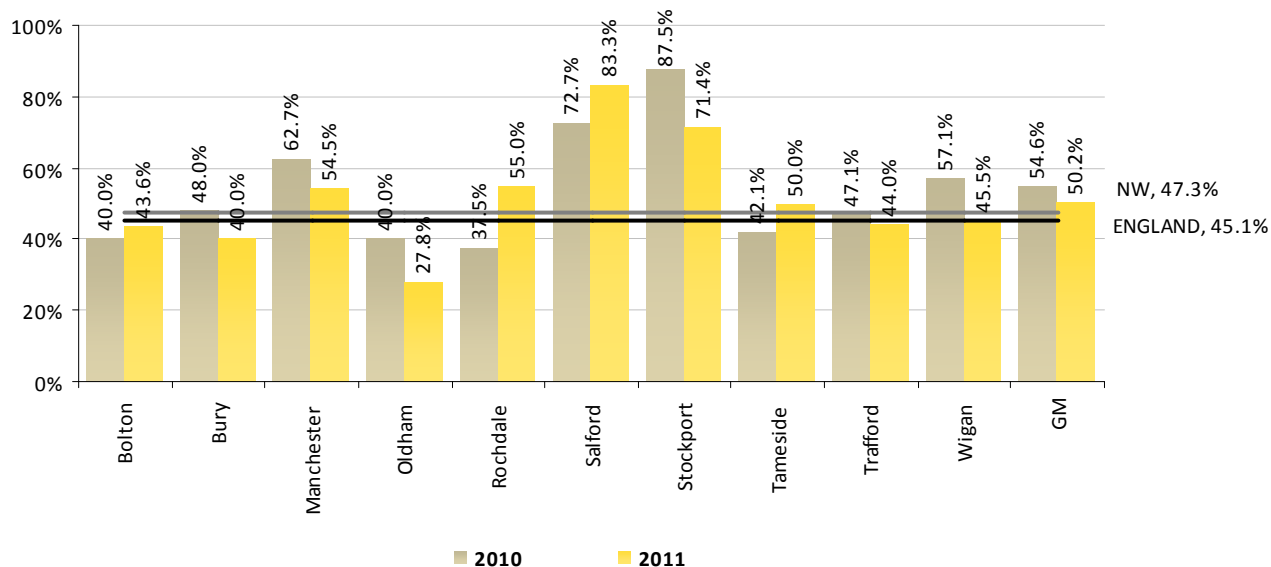
**Figure 30 % of teenage mothers under 20 known to Connexions services in Employment Education or Training (EET)**



Source: Department for Education (2011)

**4.58** Amongst 19 year old care leavers there was a decrease of 4.4pp in the participation rate in GM to 50.2%, but this remained higher than the regional and national averages at 47.3% and 45.1% respectively. Figures should be treated with caution due to the low absolute number of people in this category. The best performing districts in 2011 were Salford (83.3%) and Stockport (71.4%). However, while the former saw a 10.6pp rise, the latter saw a 16.1pp fall from the previous year. The largest increase in participation however was the 17.5pp rise in Rochdale. Oldham (27.8%) had the lowest participation rate in GM, and also saw a 12.2pp fall.

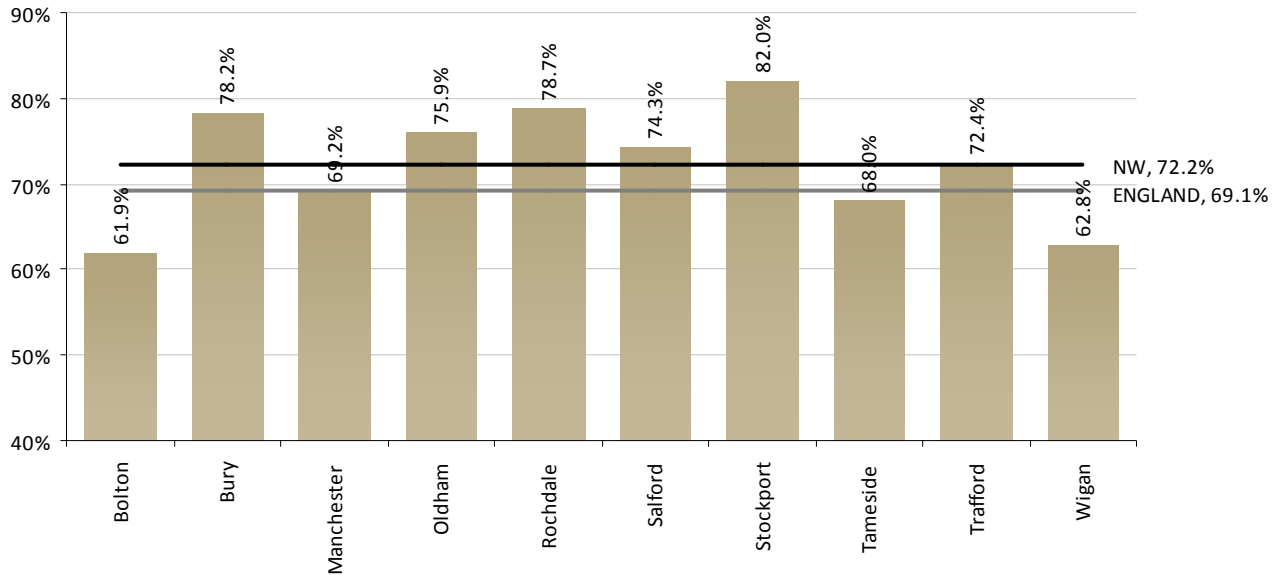
**Figure 31 19 year old care leavers in Employment Education or Training (EET)**



Source: Department for Education (2011)

4.59 With respect to 16-19 year olds with LDD in learning, there was a mixed picture across GM, with boroughs such as Stockport (82.0%), Rochdale (78.7%), and Bury (78.2%) outperforming both the regional rate (72.2%) and the national rate (69.1%). Others such as Bolton (61.9%), Wigan (62.8%) and Tameside (68.0%) fell short of both the regional and national rates.

**Figure 32 % of 16-19 year olds with LDD in learning (2011)**



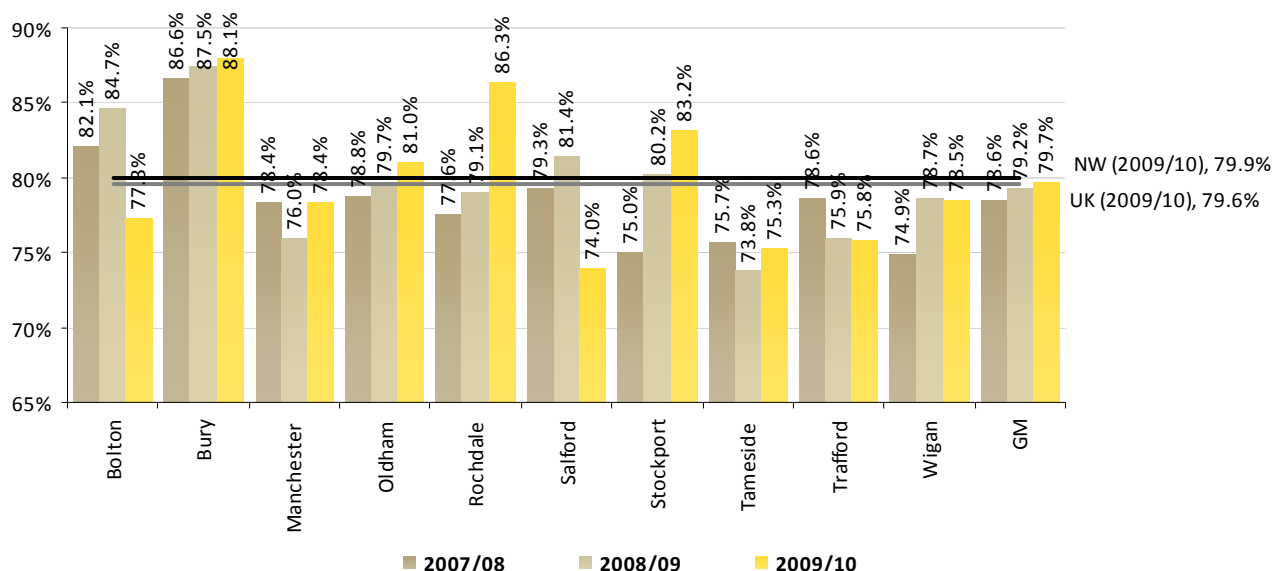
Source: Department for Education (2011)

## PRIORITY 9: CLOSE THE GAPS IN YOUNG PEOPLE'S ATTAINMENT

### Success Rates

4.60 Between 2007/08 and 2009/10 the Level 2 FE success rate improved by 1.1pp across GM<sup>8</sup> as a whole, from 78.6% to 79.7%, which takes its success rate marginally above the UK average (79.6%) and just below the North West rate (79.9%). Across the three years Bury residents significantly outperformed those of all other districts, as well as the regional and national averages - in 2009/10 achieving a success rate of 88.1%. Rochdale also improved dramatically from 77.6% to 86.3% (8.7pp) as did Stockport – an 8.2pp increase from 75% to 83.2%, with Wigan also seeing an improvement of 3.6pp. There were however some sharp falls in success at this level, in Salford – falling 5.3pp over the 3 years and 7.4pp between 2008/09 and 2009/10; and in Bolton – falling by 4.8pp over the 3 years and 7.4pp between 2008/09 and 2009/10.

Figure 33 FE success rates at Level 2 by residence



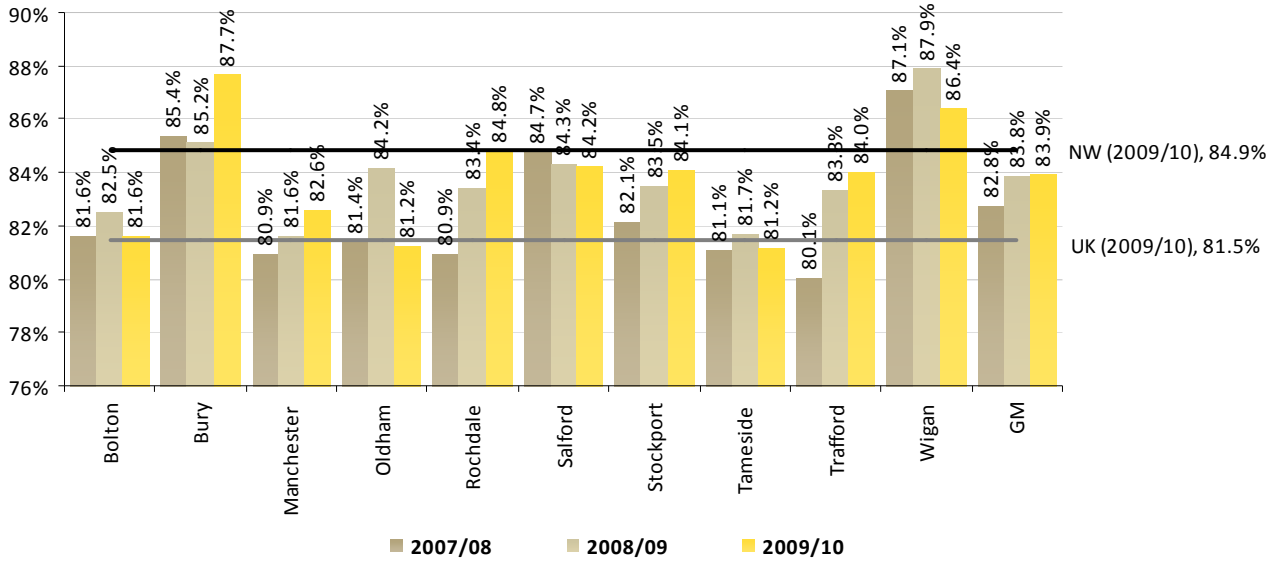
Source: ILR (2011)

4.61 At Level 3 in FE there was again improvement across GM as a whole from 82.8% to 83.9%, but a mixed picture between districts. The best performers in 2009/10 in terms of success rates were Bury (87.7%) and Wigan (86.4%) – although Wigan did peak in 2008/09 at 87.9%. These rates outperform the national and regional level, which in 2009/10 were 81.5% and 84.9% respectively. Most of GM's districts finished the 3 years to 2009/10 with higher success rates than the national average but lower than the regional average, however Oldham (81.2%) and Tameside (81.2%) did not reach this level. Over the 3 years the biggest improvements were seen in Trafford (4.0pp) and

<sup>8</sup> Note that unless otherwise stated, reference is to residency of learner, not provider location

Rochdale (3.9pp), and although there were some declining rates – in Wigan (0.7pp), Salford (0.5pp) and Oldham (0.2pp) – these were relatively small.

**Figure 34 FE success rates at Level 3 by residence**

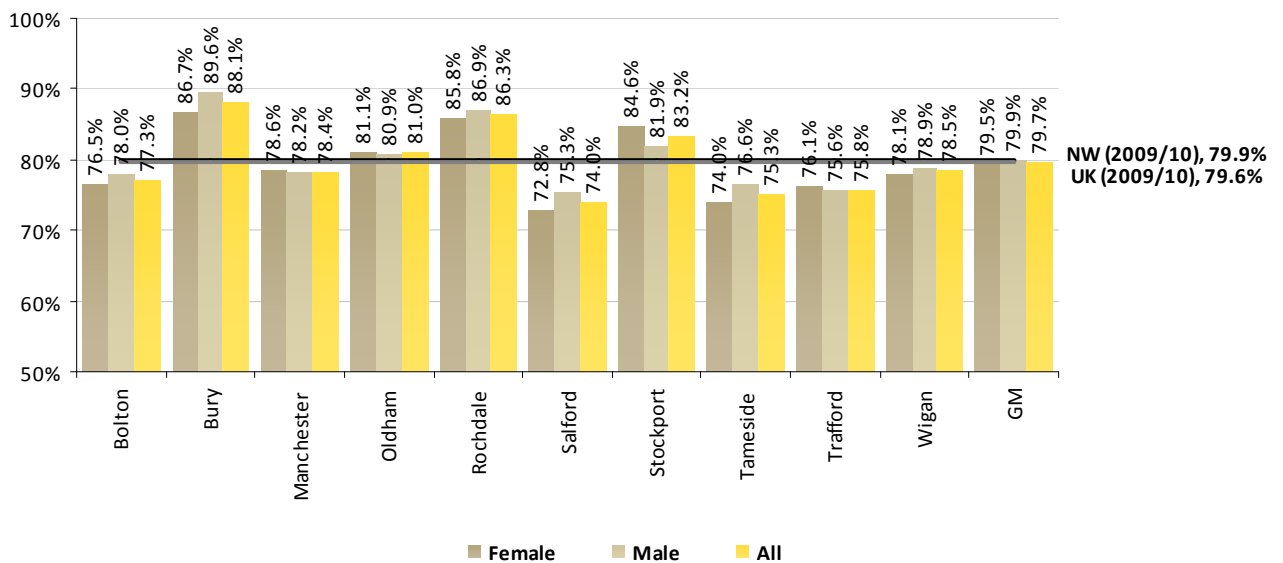


Source: ILR (2011)

**Success Rate by Gender**

4.62 At Level 2 in FE, male success rates across GM exceeded that of females by a 0.4pp margin – level with the regional average at 79.9% and 0.3pp higher than the national average. This gender disparity is at its greatest in Bury (2.9pp), Tameside (2.6pp) and Salford (2.5pp) however, some districts showed higher female success rates; these were Stockport (2.7pp), Trafford (0.5pp), Manchester (0.4pp) and Oldham (0.2pp).

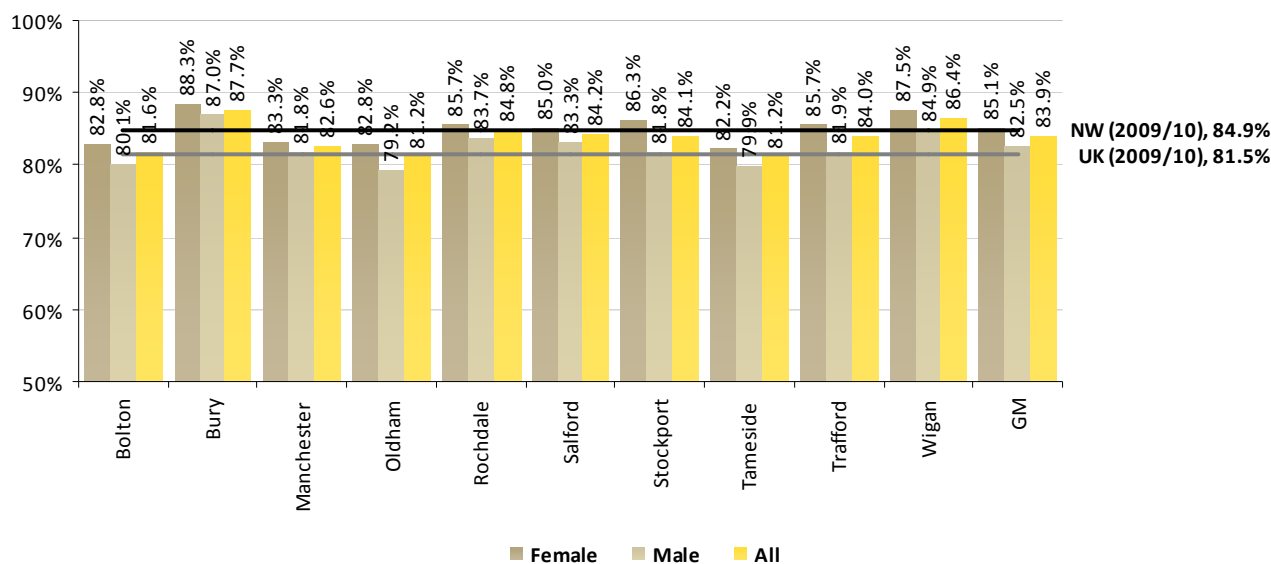
**Figure 35 FE success rates at Level 2 by residence and gender**



Source: ILR (2011)

4.63 At Level 3 in FE however, this trend is reversed, with a female success rate across GM of 85.1%, 2.6pp higher than the male rate (82.5%) and exceeding the regional and national rates of 84.9% and 81.5% respectively. This disparity was experienced across all of GM's districts, with the highest difference between the genders seen in Stockport (4.5pp), Trafford (3.8pp) and Oldham (3.6pp); the smallest disparity was seen in Bury (1.3pp).

**Figure 36 FE success rates at Level 3 by residence and gender**

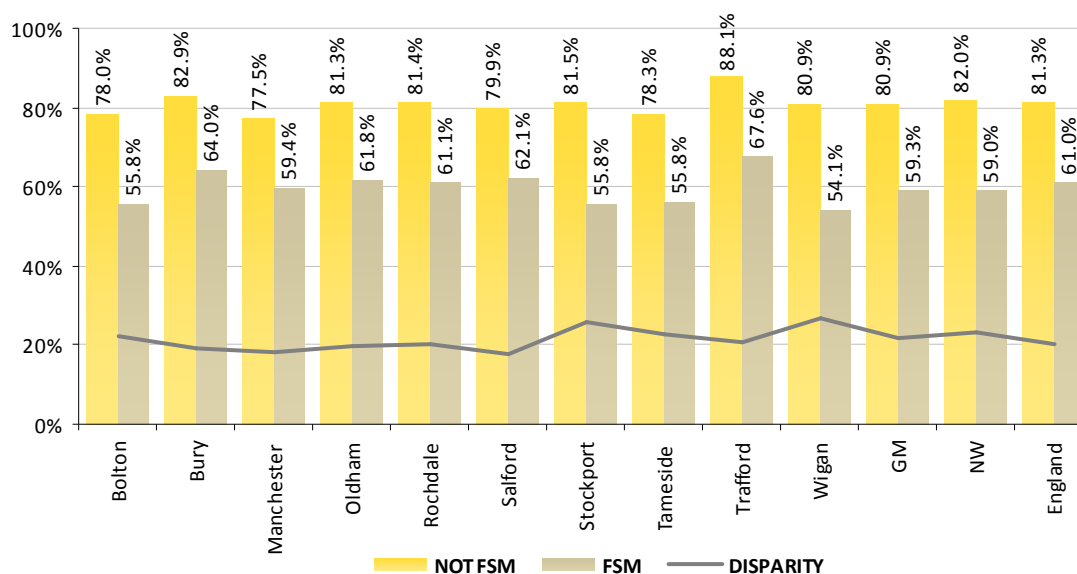


Source: ILR (2011)

### Success Rate by Deprivation

4.64 In GM, as in the country as a whole, there is a disparity in success rates between those who qualify for Free School Meals (FSM) and those who do not. In GM the disparity at Level 2 in GM schools was 21.5pp, smaller than the regional average (23.0pp) but larger than the difference seen nationally (20.2pp). Attainment by pupils in eligible for FSM (59.3%) slightly outperformed the region (59.0%) but lagged the national average (61.0%). Within GM's districts, those with the lowest FSM performance were Wigan (54.1%) and Bolton, Stockport and Tameside (all at 55.8%). Bury and Trafford experienced the highest FSM eligible success rates (at 67.6% and 64.0% respectively) and the highest non-FSM eligible success rates. The highest disparities between the two groups were seen in Wigan (26.8pp) and Stockport (25.7pp), due largely to the relative underperformance of FSM pupils.

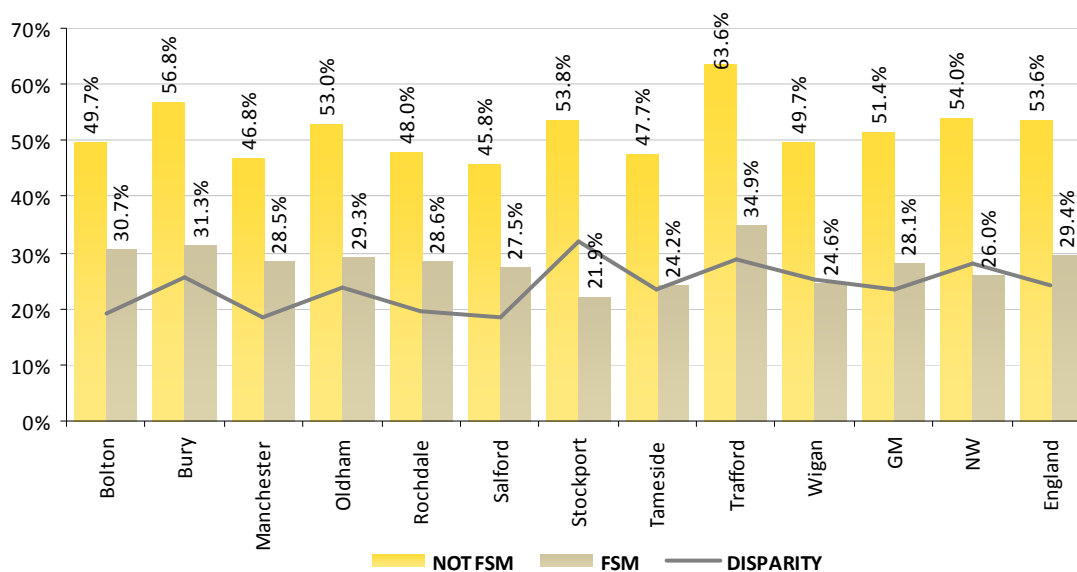
**Figure 37 Level 2 attainment in schools by age 19 in 2010 by residency and Free School Meal (FSM) eligibility**



Source: Department for Education (2010)

**4.65** In GM's schools just over half (51.4%) of GM's learners not entitled to FSM attained Level 3, underperforming compared to the regional and national averages at 54.0% and 53.6% respectively. However for those claiming FSM, GM's success rate of 28.1% is higher than the regional average (26.0%) but still lower than the national rate (29.4%). At this level larger differences in attainment emerge between FSM and non-FSM groups: in GM the disparity is 23.3pp, considerably smaller than the regional disparity (28.0pp) and the national disparity (24.2pp). Within GM the highest rate of Level 3 attainment amongst FSM learners was in Trafford (34.9%), with Bury (31.3%) and Bolton (30.7%) also outperforming the national average for FSM learners. The lowest rates of FSM attainment were seen in Stockport (21.9%) and Tameside (24.2%). The largest disparities were evident in Stockport (31.9pp) and Trafford (28.7pp) however in the former this was due to FSM pupils performing the poorest in GM, whereas in the latter this was due to non-FSM pupils performing the best in GM.

**Figure 38 Level 3 attainment in schools by age 19 in 2010 by residency and Free School Meal (FSM) eligibility**

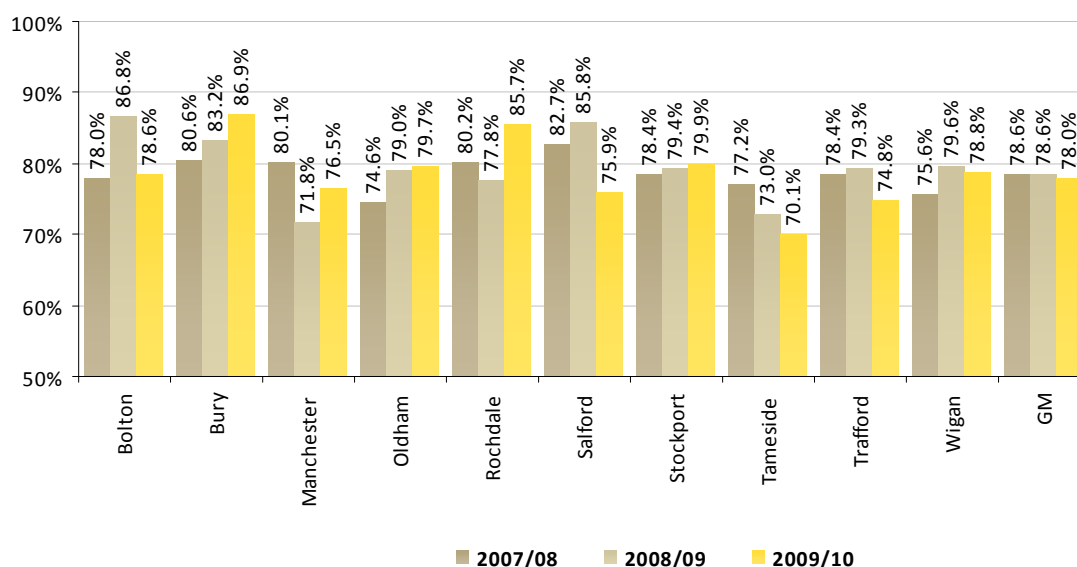


Source: Department for Education (2010)

### Success Rates for Learners with Learning Difficulties and Disabilities (LDD)

4.66 Overall 78.0% of GM residents with LDD studying for a level 2 qualification achieved that level. There has been a marginal fall in success rates of LDD learners across GM (0.6pp) in the three years to 2009/10, however, there were improvements in more than half of GM's districts: Bury (6.3pp), Rochdale (5.2pp), Oldham (5.1pp), Wigan (3.2pp) Stockport (1.5pp) and Bolton (0.5pp). Large falls in success rates in Tameside (7.1pp), Rochdale (6.8pp) and to a lesser extent Manchester (3.6pp), and Trafford (3.6pp), resulted in the small decrease in the LDD success rate across GM.

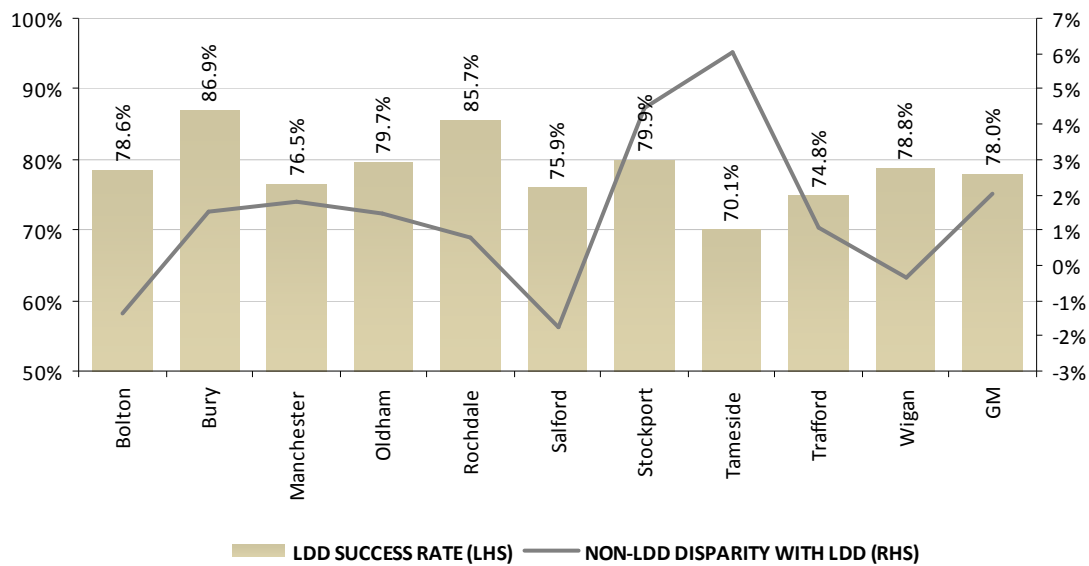
**Figure 39 FE Level 2 attainment of LDD pupils by residence**



Source: ILR (2011)

4.67 In 2009/10 the districts with the highest success rates at Level 2 for LDD learners were Bury (86.9%) and Rochdale (85.7%). Learners without LDD in GM had a success rate 2.0% higher than those with LDD. However in some districts those with LDD outperformed those without, this was the case in Salford (1.8pp) Bolton (1.4pp) and Wigan (0.3pp). The most pronounced disparity in success rates between those with LDD and those without was in Tameside - with a 6.1pp higher success rate for those without LDD – with Stockport also showing a 4.4pp disparity.

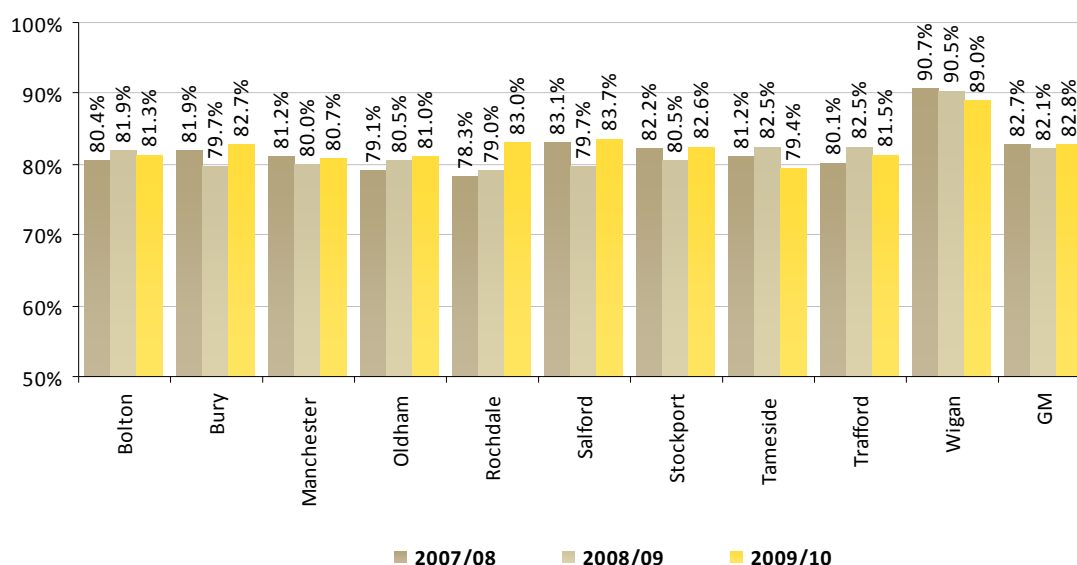
Figure 40 Comparative FE Level 2 attainment of LDD pupils by residence(2009/10)



Source: ILR (2011)

4.68 At Level 3 82.3% of those learners with LDD studying for a level 3 qualification achieved the award in 2009/10, a marginal (0.1pp) increase compared with 2007/8. By far the largest increase in success rates was in Rochdale (4.7pp) with Oldham (2.0pp) also showing a substantial increase. In Wigan there was a decrease of 1.8pp and in Tameside this was 1.7pp. Most districts however showed only a marginal change throughout the period.

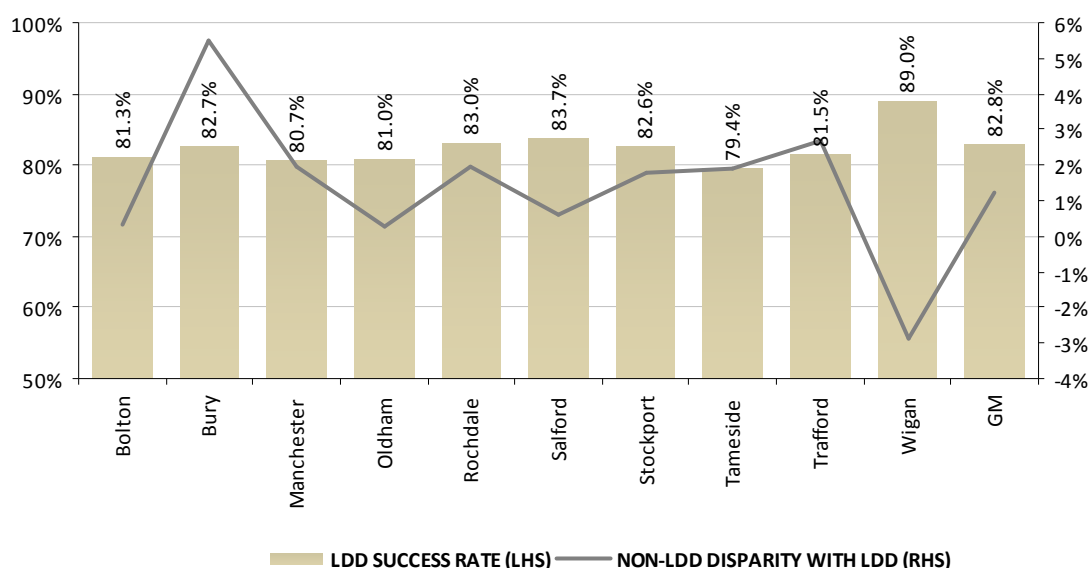
**Figure 41 FE Level 3 attainment of LDD pupils by residence**



Source: ILR (2011)

4.69 At Level 3 the highest success rates for learners with LDD were seen in Wigan, where these learners outperformed the non-LDD learners by 2.9pp. The lowest success rate was achieved in Tameside at 79.4%, 1.9pp below the rate for non-LDD learners. In terms of the disparity between LDD learners and non-LDD learners this was highest in Bury at Level 3, with a non-LDD success rate 5.5pp higher than LDD. Trafford also showed a large disparity of 2.7pp and across GM there was a 1.2pp difference in success between LDD and non-LDD.

**Figure 42 Comparative FE Level 3 attainment of LDD pupils by residence (2009/10)**

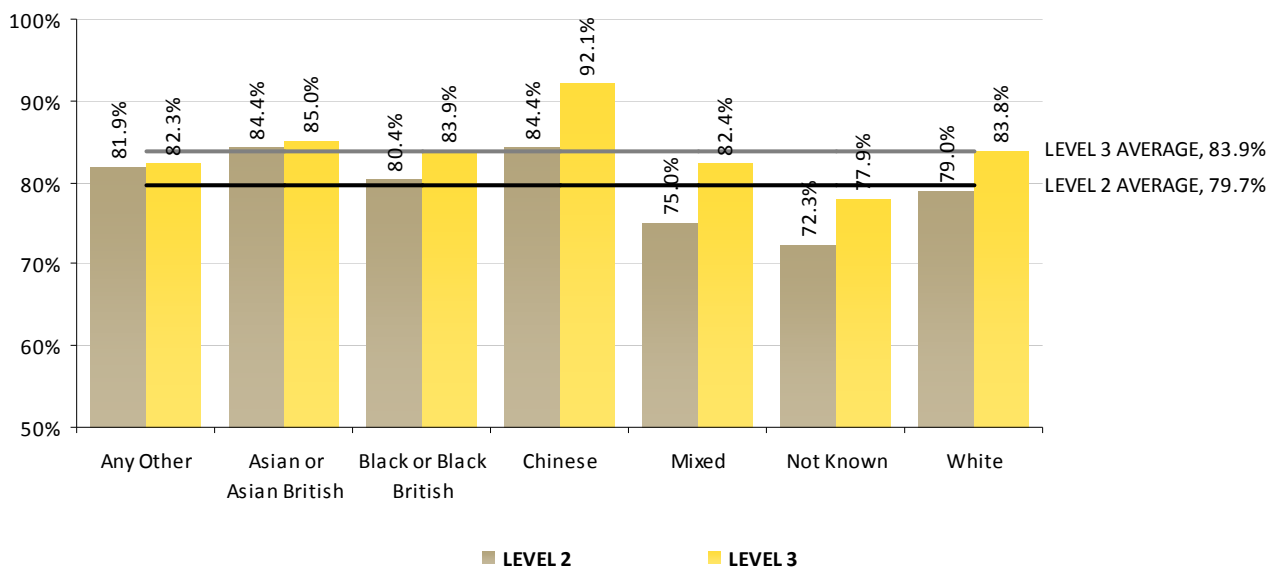


Source: ILR (2011)

## Success Rates by Ethnicity

4.70 There are substantial disparities between the success rates of different ethnic groups in GM at both Level 2 and Level 3, with the Mixed ethnic group performing worst and the Chinese ethnic group performing best at both levels. Chinese and Asian groups have the same attainment rate at Level 2 (84.4%), however by Level 3 the Chinese group leads the Asian group by 7.1pp. The White population accounts for around three-quarters of learners and performs slightly below the Level 2 average (79.0% compared to 79.7%) and the Level 3 average (83.8% compared with 83.9%).

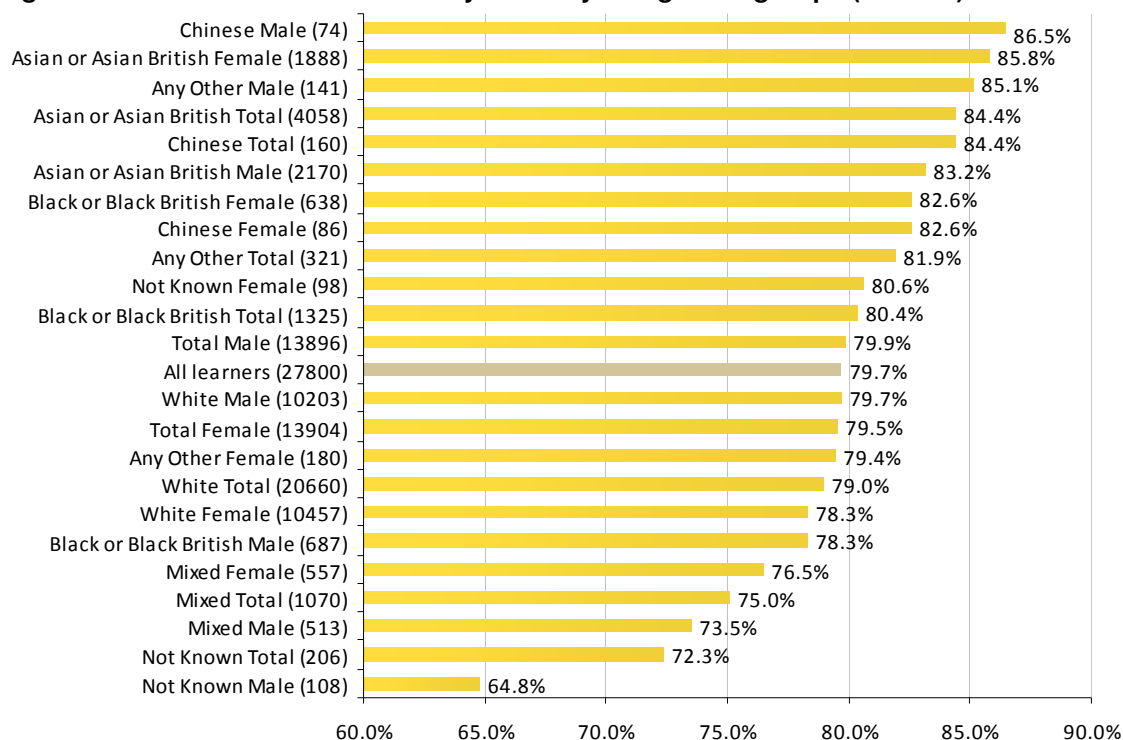
**Figure 43 FE success rates by ethnicity (2009/10)**



Source: ILR (2011)

4.71 Breaking this down to both gender and ethnicity shows generally, as discussed earlier, higher success rates at Level 2 for males, with Chinese males achieving the highest success rate (86.5%) 6.8pp above the average for the total population – although at less than 100 learners this is a small population. This was followed by Asian females (86.5%). White males performed at the average for the whole population 79.7% with White female performance 1.4pp lower. The full range success at Level 2 by ethnic and gender groups is shown below.

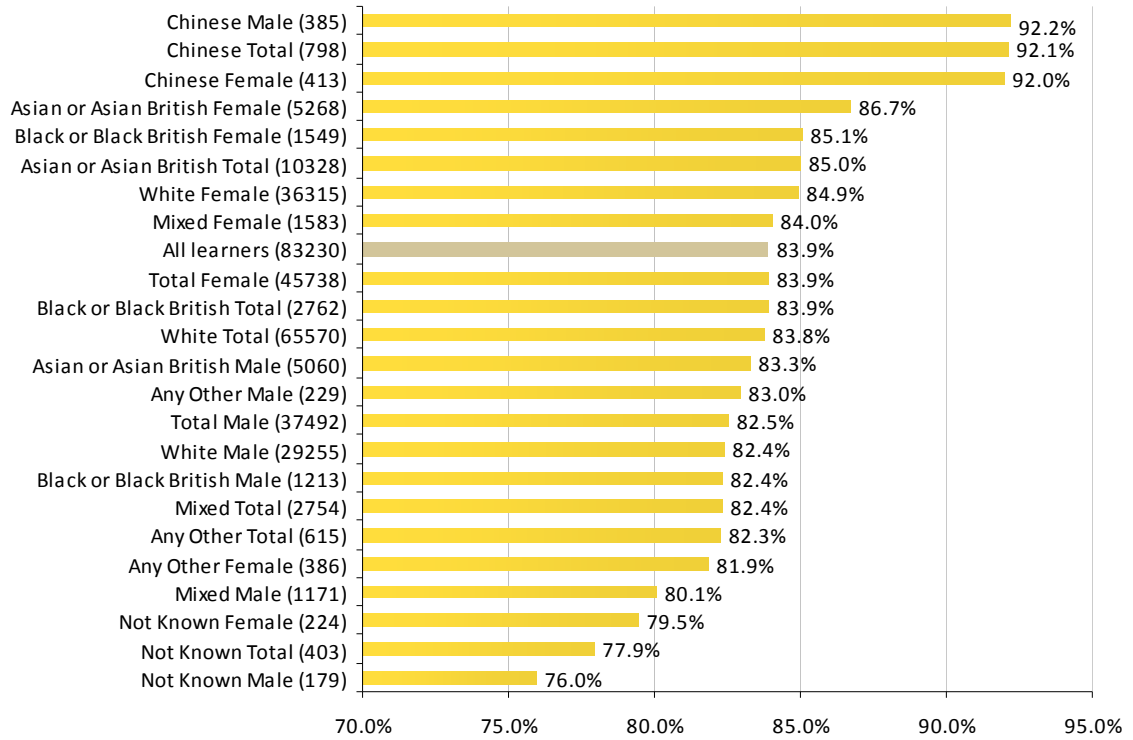
**Figure 44 FE Level 2 success rates by ethnicity and gender groups (2009/10)**



Source: ILR (2011)

4.72 At Level 3, again Chinese males perform best with a success rate of 92.2%, followed by Chinese females (92.0%) rates which stand respectively 8.3pp and 8.1pp above the average for the total population (though note again that this is a small population, Chinese in total making up only 1.0% of learners at this level). As outlined earlier, females outperform males at Level 3, the only male ethnic group outperforming the average for the total population is the Chinese male group, which is also the only group in which males outperform females (apart from the “Any other” group).

**Figure 45 FE Level 3 success rates by ethnicity and gender groups (2009/10)**



Source: ILR (2011)

## 5 CONCLUSIONS

- 5.1 In a context of significant change in the national and local policy landscape and changes in the economy expected in the coming years, this report has outlined the progress made against the priorities agreed by the 14-19 Sub-Regional Group. Across the city-region as a whole, a broadly positive picture is evident in the years since 2007, but this is not the case in all districts or across all measures: some compare poorly against regional and national measures and others perform exceptionally.
- 5.2 This report has found that participation rates increased across GM and all districts, as in the region and the country as a whole. However, while there was an improvement in participation at 17, it is still significantly lower than participation at 16 while there are also several policy changes which could mean sustaining progress made may be a challenge in the years ahead.
- 5.3 It has been shown that in order to prepare young people for careers in high growth industries, and industries with high skills gaps, GM is prioritising the provision of high quality Labour Market Information (LMI) to complement the demand-led funding environment. To that end the Employment and Skills Partnerships and the Inspiring IAG programme will have an increasingly important role in future.
- 5.4 There has been an increase in uptake in STEM subjects across GM's colleges and schools and year on year more of GM's learners have gone on to study STEM subjects at university across the country also. GM's universities are also enrolling more students in STEM subjects as well as increasing the number of students they enrol on increasingly important language courses, although student numbers here remain comparatively low.
- 5.5 Achieving Level 3 is a high priority as forecast employment trends show that it is of high and increasing demand amongst employers, a trend forecast to continue. It was found that, as a whole, GM has increased the proportion of learners who reach this level by the age of 19, but the city-region still lags the regional and national averages. There were also large disparities between GM's districts, some of which outperformed the regional and national averages by some margin, and others who fell far short.
- 5.6 Apprenticeship starts have also increased dramatically in the 3 years to 2009/10; in GM apprenticeship uptake is proportionally higher than nationally, but lower than in the region as a whole. Although there is again substantial variation between districts. At one in nine, GM remains somewhat off the one in four target.
- 5.7 In terms of ensuring sufficient provision of appropriate foundation learning, recent years have seen significant increases in sub-Level 2 provision, however there were again different trends in different districts, not all of which experienced any increase in learner numbers.

- 5.8** It was found that in recent years there has been a small fall in the number of young people Connexions identified as Not in Employment Education or Training (NEET), but a slight increase in the proportion “not known”. There were again large differences between districts and a concern is that reductions in funding to Connexions will affect future monitoring and support.
- 5.9** Level 2, success rates improved in the three years to 2009/10, and are now higher than the national average and almost as high as the regional rate. Progress varied considerably between boroughs, with some seeing sharp falls in success rates, and others seeing sharp increases. Males marginally outperformed females at this level, and there were large disparities in success rates between those who are entitled to Free School Meals (FSM) and those not entitled; between different ethnic groups and between learners with Learning Difficulties and Disabilities (LDD) and those without.
- 5.10** At Level 3 there was again a varied picture between districts in terms of progress in the 3 years, but in 2009/10 GM outperformed the national success rate, although remaining below the regional average. Females outperformed males at this level, and again FSM entitled learners performed far below non-FSM learners. There were again disparities between ethnic groups and those learners with LDD compared with non-LDD learners.

# GLOSSARY

**Unemployed** – describes individuals not in employment and willing, able and actively looking for work (defined by the International Labour Organization)

**Economically Inactive** – describes individuals not in employment and *not* willing, able and actively looking for work (includes students and the seriously disabled)

**Economically Active** – includes the unemployed and the employed

**NEET** – Not in Employment Education or Training, a measure of non-participation of young people

**EET** – in Employment Education or Training, a measure of participation of young people

**IAG** – Careers Information, Advice and Guidance

**LMI** – Labour Market Information – economic analysis used to inform careers advice

**STEM** – Science Technology Engineering and Mathematics

**LDD** – Learning Difficulties and Disabilities

**GMFM** – Greater Manchester Forecasting Model, developed by Oxford Economics

**GVA** – Gross Value Added, measures economic activity

**ASCL** – Apprenticeships, Schools and Learning Act

**NCF** – National Commissioning Framework

**SFA** – Skills Funding Agency

**NAS** – National Apprenticeship Service

**YPLA** – Young People’s Learning Agency

**Connexions** – Careers advice service for young people

**WBL** – Work Based Learning

**FSM** – Free School Meals

**September Guarantee** – an offer, by the end of September, of a suitable place in education or training to young people completing compulsory education

**RPA** – Policy to raise the participation age to 18 by 2015

**EMA** – Education Maintenance Allowance

**16-19 Bursary Fund** – the current Government’s replacement for EMA

**Future Languages** – Languages which are likely to be highly valued by employers in future, such as Chinese, Russian and Portuguese.

**English Baccalaureate** – new performance measure introduced in the 2010 performance tables recognising the success of pupils who attain GCSEs or iGCSEs at grades A\*-C across a core of academic subjects – English, Mathematics, History or Geography, the Sciences and a language.