

'The Cardiff Commitment'

*Ensuring positive destinations
for Young People in Cardiff*



*'Choice and Opportunity
for all'*

Cardiff Council
**Youth Engagement and Progression
Strategy**
2015 - 2018

21/09/2016

*This document is available in Welsh / Mae'r ddogfen hon ar gael yn
Gymraeg*

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Foreword

Over the past 20 years, Cardiff has transformed itself into a thriving and vibrant city. As one of the UK's Core Cities, with a population of 351,700, Cardiff is the largest city in Wales and the ninth largest city in the United Kingdom. The city is also one of the most rapidly growing in the UK, with faster job growth than any of the UK Core Cities between 2000 and 2010.

The ongoing success and growth of the city presents opportune conditions to refocus and re-energise our commitment to young people.

Through this strategy, we aim to ensure that all young people in Cardiff are provided with the support, choices and opportunities to become personally successful, economically productive and actively engaged citizens. We recognise that some young people are faced with significant challenges and barriers to progression. We are determined to create the environment in which our most vulnerable young people can break through these difficulties and make a successful transition into adulthood and the world of work.

We recognise the contribution that the full participation of young people in education and training can make to ensuring Cardiff has a skilled and effective workforce and to raising the aspirations of young people in the county. It forms a key strand of our corporate plan for a thriving capital and the development of a world class economy.

Whilst we have a great deal of work ahead of us to achieve our ambitions, we are already making great strides forward to ensure the very best for our young people and we will continue to work in partnership to make Cardiff one of Europe's top capital cities for young people to reach their potential.

Councillor Phil Bale, Leader Cardiff Council

Paul Orders Chief Executive

Introduction

Cardiff Council is committed to increasing the engagement and progression of young people in education, training and employment. It is a key part of the work of our schools, colleges and training providers to improve outcomes for young people and break the link between poverty and attainment.

There has been a steady improvement year on year in the proportion of young people who are engaged in education, employment or training at age 16 but there remains scope to increase the numbers who secure a positive destination after leaving school.

We recognise that there will always be young people age 16+ who struggle with the transition to adulthood and who will require high quality support to enable them to make that transition a positive one. Hence, our strategy to increase the numbers of young people progressing to ongoing education, employment or training includes the provision of highly personalised packages of support. It also recognises that the journey to successful progression from school to the world of work begins way before the young person is 16. Thus intervention at school before disengagement and disaffection set in is an essential part of this strategy.

This strategy also aligns to the wider preventative agenda, including early years, parenting and family support and the Council's Early Help Strategy.

Cardiff Council is determined to build on good practice already embedded, learn from other areas, create opportunities and improve the participation rates for young people in the county and in particular for our most vulnerable groups.

The key to successful implementation of Cardiff's Youth Engagement and Progression Strategy will be strong leadership and a whole system approach in which roles and responsibilities are clearly defined and all stakeholders collaborate to deliver better outcomes for young people.

Context

In Wales, this strategy sits within the context of a number of key national strategies and plans.

- The *Youth Engagement and Progression Framework* (YEPF) which sets out a delivery model centred on the needs of young people, with clear roles and responsibilities between the range of organisations working with young people and strong local leadership by local authorities and their partners.
- *Communities First and Families First*, which aim to achieve positive outcomes for more deprived communities and needy families in Wales.
- The *Tackling Poverty Action Plan 2012–2016* which prioritises a commitment to reduce the number of young people who are not in education, employment and training (NEET).
- The *Improving Schools Plan* which aims to improve literacy and numeracy and break the link between poverty and attainment.
- The Policy Statement on Skills 2014 which sets out 4 key priorities, which are vital for progression and sustainable employment.
 - Skills for jobs and growth
 - Skills that respond to local needs
 - Skills that employer's value
 - Skills for employment.
- The new Post-16 planning and funding system and the recommendations from the Review of 14–19 Qualifications.
- Welsh Government's wider work to boost youth employment, post 18, via Jobs Growth Wales, traineeships and apprenticeships.

Locally, this strategy makes a significant contribution to the desired outcomes within the Council's *Single Integrated Plan "What Matters"*, which aims to make Cardiff Europe's 'most liveable capital city'. It is also central to the priorities of the Council's *Corporate Plan*, which are:

- Education and Skills for people of all ages
- Supporting people in vulnerable situations
- Sustainable economic development as the engine for growth and jobs
- Working with people and partners to design, deliver and improve services.

Vision

All young people in Cardiff make a successful transition from compulsory schooling to ongoing education, training and the world of work and are enabled to reach their full potential.

Desired Outcomes

- An increased number of year 11 school leavers securing a positive, sustainable destination in education, employment or training.
- An increased number of year 13/14 school leavers securing a positive, sustainable destination in education, employment or training.
- A reduction in the % of young people (16-18 year olds) who are not in employment, education or training.
- An increased number of young people and adults entering post-18 learning opportunities
- More young people in vulnerable groups, at risk of becoming NEET, making a successful transition from school to future education, employment or training.
- A higher overall number of young people aged 16 – 25 economically active.
- Strong partnerships effectively operating throughout Cardiff to improve support, choices and opportunities for young people.
- An increased number of young people achieving Level 2 qualifications and a reduction in the numbers of young people leaving school with no or level 1 qualifications.
- All young people at risk of becoming NEET are identified early and appropriate intervention and support is allocated to support transition at Key Stage 3, 4 and post 16.
- Sufficient breadth of opportunities available at appropriate levels which reflect needs of economy. Fewer young people revolving through the system.
- Assessment and Planning Pathways in place (joint assessment framework embedded).
- Responsive employer engagement in education leading to increased employability of school leavers.
- Young people directly influence service planning and delivery and ensure ownership and relevance.

Strategic Priorities and Key Objectives

This strategy will be delivered through a focus on six priority areas to realise better outcomes for young people. These key areas align with the Welsh Government Youth Engagement and Progression Framework. The strategy is underpinned by a concise action plan.

Priority 1: Shared accountability and commitment to action

Objectives:

- Clear leadership and partnership arrangements, which secure a city wide commitment to securing the successful progression of all young people.
- Strong engagement and commitment from the business community and wider institutions in Cardiff.
- Accountability of school leaders to ensure the progression of their learners beyond school.
- A transparent performance management framework which enables the comparison of learner outcomes and destinations across the city.

Priority 2: Early identification of young people most at risk of disengagement

An effective long-term strategy for reducing the size of the NEET group must stem the flows into the group. To ensure that all young people can participate in EET requires a specific focus on those who are most vulnerable. Early identification and support is crucial to ensuring that these young people can go on to achieve and participate.

Objectives:

- Intervening early with families at risk of poor outcomes – ensure that children and young people are identified and receive help and intervention at the earliest opportunity.
- Develop an early intervention focus, in particular focusing on transitions to primary school and on early skills development
- Joint Assessment Framework implemented across schools and services in line with the Council's Early Help Strategy.

Priority 3: Better brokerage and co-ordination of support

Improving and supporting the transition of learners between key stages is crucial to ensuring that young people continue to be engaged in education and can progress successfully.

Objectives:

- Sufficient, targeted and effective 'lead worker role' model implemented across Cardiff, enhanced by European Social Fund grant, to support young people most at risk of disengagement.
- Appropriate and secure information sharing arrangements in place across all relevant agencies.
- Young people fully engaged in reviewing and improving the quality of services they receive.

Priority 4: Stronger tracking systems pre and post 16

In order to support transitions and ensure appropriate services are in place good tracking information is needed about where learners are, to identify those who need more support and quickly re-engage those who do not sustain EET.

Objectives:

- Quality tracking systems in place covering the transition process from pre to post 16, to ensure that young people leaving all pre 16 learning provision (schools and other) are given appropriate support and choices, including introduction of the Common Application System.
- Careers Wales destinations data and tier data for 16 to 18 year old young people is timely and reliable. Mechanisms to report and re-engage young people who leave 16-18 education and are robust.
- Transition support is in place for targeted vulnerable groups e.g.: Looked After Children, disabled children, children with additional learning needs and behavioural difficulties, children with English as an additional language.
- Post 16 Neighbourhood panels in each of Cardiff's 6 Neighbourhood Management Areas enhanced through extended memberships, to include further third sector and other partners.

Priority 5: Ensuring provision meets the needs of young people

There must be sufficient breadth of opportunities available at appropriate levels, which regardless of where they take place, must be of the highest possible quality, and that learning and achievement is accredited or formally recognised.

Objectives:

- A comprehensive, up to date picture of provision is available which identifies gaps, unmet needs or duplication in existing provision.
- Cardiff Youth Guarantee implemented, to ensure appropriate progression routes for all learners by 2016.
- Post 16 provision and funding model revised.
- Appropriate pathways and alternative curriculum for 14 to 16 year old learners at risk of disengagement, in particular at Level 1 developed.
- Issues of retention and early leavers from Further Education and Work Based Learning addressed, to counter the ongoing issues with 'churn' in the system.

Priority 6: Strengthening employability skills and opportunities for employment

We recognise the contribution that full participation of young people in education and training can make to ensuring Cardiff has a competent and effective workforce and to raising the aspirations of young people in the county.

Objectives:

- Schools/business engagement framework developed and implemented, to enable more focused and productive working relationships.
- Comprehensive labour market analysis for the Cardiff sub region complete, drawing upon existing studies available within the city.
- New models of schools and business partnerships developed, to exploit opportunities for co-ordinated learning and economic growth.
- Best practice approaches to Careers advice & guidance and work experience for key stage 4 pupils.
- Council's apprenticeship and training programmes extended, to increase the range of opportunities available to young people, particularly those in vulnerable groups.

Story behind the baseline

Definition of NEET

The term NEET refers to young people who are not engaged in education, employment or training. It is often used to describe young people who are disengaged from learning or employment and have become marginalised from society.

Attempts have been made to estimate the financial costs of extended periods of NEET status. A study by the DfES estimated that the additional resource cost associated with being NEET amounted to £97,000 over a lifetime. The additional resource cost represents the cost to the economy as a whole of failing to help a 16 to 18 year old out of the NEET group over their lifetime. The estimate attempts to place a value on additional costs of unemployment, under employment, crime, poor health, substance abuse, premature death and early motherhood. So, in Wales, the costs of failing to help one cohort of NEET young people aged 16-18 out of NEET status over their lifetime would amount to well over £1 billion.

Why do young people become NEET?

Young People can become NEET due to a variety of reasons and circumstances. Progressing to post 16 is a major transitional point in all young people's lives. The management of this transitional point is crucial to ensure the risk of young people becoming NEET is reduced or removed.

For some young people being NEET is a finite, transitional phase, ending in a positive outcome. For others, NEET is both a symptom of disadvantage and disengagement in earlier years and indicates a lifelong disengagement from actively participating in and benefiting from a prosperous society.

Research by Cordis Bright commissioned by Cardiff Council in 2007 concluded that NEET young people are not a homogeneous group but that they are more likely to experience multiple barriers or problems to engagement. They are more likely than the general population to:

- be male
- have a history of not attending school
- have "looked after children" status (LAC)
- have a history of fixed term exclusions
- have an "educated other" status
- have a special educational needs statement
- have experience of more frequent episodes of unemployment and for longer periods if they are not long term NEET
- have lower qualification attainment levels
- have been in contact with the Youth Offending Service.

Baseline

Cardiff's Current Position

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).

School Leavers

Since 2010, there has been a significant reduction in the numbers of year 11 leavers designated as NEET in Cardiff, from 8.8% to 4.3% in 2014. (4.3% is 151 young people). Despite this improvement being at a faster rate than other local authorities, further reductions are required. Cardiff's relative position in 2014 is 21st out of 22 local authorities in Wales in terms of its NEET figures. In relation to similar authorities Cardiff's performance was ahead of Newport 4.7% but behind Swansea 3.5%.

Welsh Government statistics on young people who are NEET are for the academic year 2014 show the NEET position for Wales is 3.1% compared to 5.4% in 2010. These figures are produced on a Welsh basis. The statistics are based on annual Destinations Survey undertaken in October each year by Careers Wales. 2015 statistics are yet to be published.

Year 11 Leavers known to be not in education, employment or training					
	2010	2011	2012	2013	2014
Cardiff	8.8	7.7	6.7	4.9	4.3
Wales	5.4	4.4	4.2	3.7	3.1
Source: Careers Wales Pupil Destinations from Schools in Wales					

Year 13 Leavers known to be not in education, employment or training					
	2010	2011	2012	2013	2014
Cardiff	6.2	8.4	4.9	4.2	4.4
Wales	6.6	6.4	5.1	4.7	4.9
Source: Careers Wales Pupil Destinations from Schools in Wales					

2014 – Year 11 NEET Profile

In 2014, the number of year 11 school leavers that did not progress into EET was 4.26% or 151 pupils of a cohort of 3546 pupils. Of these, 115 young people or 3.24% did not progress into EET and 36 young people or 1.02% could not or were unable to enter EET due to illness or custodial sentence.

An analysis of the characteristics of the 151 pupils identified as not in EET (including the 133 pupils identified by the VAP process) in October 2014 indicates the following:

	Male	Female
SEN	1	3
FSM	22	24
EAL who require support with written and/or spoken English	3	4
Multiple fixed term exclusions	23	17
LAC	2	6
Neighbourhood Area		
Cardiff North	10	2
Cardiff East	9	6
Cardiff South West	16	11
Cardiff West	8	6
Cardiff City and South	3	6
Cardiff South East	20	14
Other (in care or out of county)	10	12

Vulnerability Assessment Profile

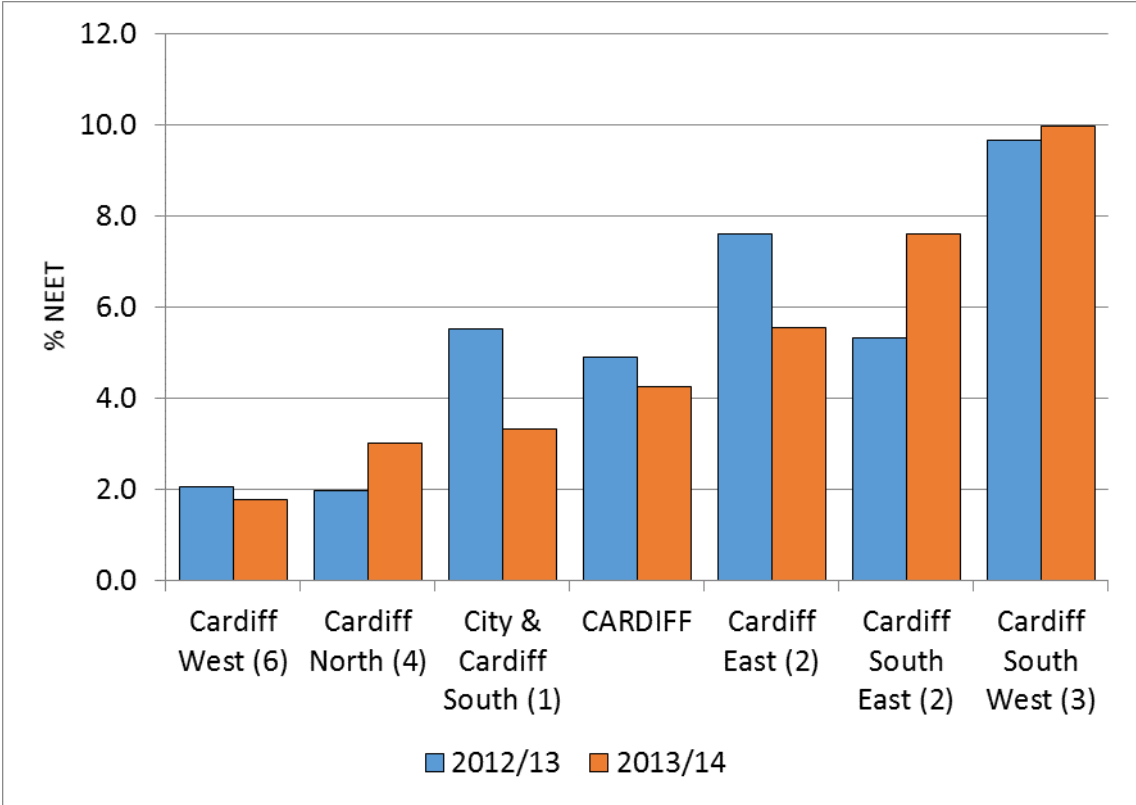
To support the early identification of vulnerable pupils Cardiff Council has led on the implementation of a Vulnerability Assessment Profile (VAP). Beginning in year 8, the VAP tool identifies those pupils whose attendance falls below 85%. The VAP data is discussed on a termly basis at a school led agency panel meeting and this informs the targeting by Careers Wales and Cardiff Council of additional support and or advice and guidance to identified pupils.

In April 2014, 1677 pupils across years 9 to 11 were identified by the Vulnerability Assessment Profile process. 682 of this identified cohort were in year 11.

Year 11 pupils VAP RAG Status as at April 2014	
<i>Status</i>	<i>Number of pupils</i>
RED	304
AMBER	146
GREEN	232
Total	682

On leaving school in July 2014, 80.5% of the identified year 11 VAP cohort (549 pupils) made a successful transition into EET, whilst 133 pupils were recorded not in EET. These 133 pupils form part of the total 151 NEET recorded by Careers Wales in October 2014 which indicates that our approach to identification is robust.

Figure 2: Percentage of Year 11 School Leavers that are NEET by Neighbourhood Partnership Area 2012/13 to 2013-14



NB. NPA figures only include maintained schools.
 Cardiff North figures exclude Ysgol Gymraeg Bro Edern due to the current absence of a year 11 leaver cohort.
 No. schools in each NPA are in brackets after the area name.

School Qualification Outcomes

A major contributory factor to the progression and future life chances of young people is their academic attainment. The results for the 2014-2015 academic year build on the improvements seen last year. Standards of attainment continue to improve in all key stages and in many indicators at a faster rate than across Wales as a whole. However, despite this strengthening picture, outcomes at the end of each key stage are not yet high enough.

At Key Stage 4 there has been further significant improvement in the Level 2 inclusive threshold to 59.3%. This has halved the number of secondary schools where less than 40% of pupils achieve five GCSEs grades A*-C including English or Welsh and mathematics from six to three. The three schools that continue to cause concern are the same schools that have yielded higher numbers of young people leaving at year 11, without a positive pathway to education, employment or training.

Performance at the wider Key Stage 4 level 2 measure (5 GCSEs grades A*-C), and the level 1 measure (5 GCSEs grades A* – G or equivalent), is still of continuing concern in a number of secondary schools. This indicates scope to improve the adequacy and breadth of the curriculum offer to respond to the needs of all pupils. Leaving school without these foundations is a significant barrier to progression and future success.

Cardiff Key Stage 4 Results

	2011	2012	2013	2014	2015	Wales 2015 Actual
Achieved the Level 2 threshold including E/W/M	48.4%	49.3%	49.9%	54.0%	59.3%	57.90%
Achieved the Level 2 threshold	63.9%	68.3%	73.0%	76.0%	81.6%	84.10%
Achieved the Level 1 threshold	89.3%	91.2%	91.7%	93.2%	92.1%	94.40%

16 to 18 year olds (post school)

The NEET data for 16-18 year olds is provided by Careers Wales to the LA on a monthly basis. The data is broken down by geographic area and reports the numbers in each tier as well as the movement of young people through the tiers of Careers Wales 5 tier model.

As at October 2015, 563 16-18 year olds (tiers 1, 2 and 3 below), were registered by Careers Wales as not in education training or employment. This compares favourably with the 629 reported by Careers at the same point last year (Oct 14).

Cohort / Age	Tier 1	Tier 2	Tier 3	Tier 4	Tier 5	Grand Total
Left Year 11 in 2015	34	24	112	359	2756	3285
16	31	21	93	306	2281	2732
17	3	3	19	53	475	553
Left Year 11 in 2014	125	76	192	186	3289	3868
17	98	64	155	165	2727	3209
18	27	12	37	21	562	659
Grand Total	159	100	304	545	6051	7161

This information will be shared more widely so that all partners are clear about the picture in each Neighbourhood Partnership area.

Summary of Careers Wales 5 tier model

Tier	Status	Lead responsibility
Tier 5	Young People Engaged in Further Education, Employment or Training	FE and WBLA providers responsible for this tier
Tier 4	Young People at Risk of dropping out	Careers Wales responsible for this tier
Tier 3	Young People on Careers Wales register accessing and requiring further support to enter into EET	Careers Wales responsible for this tier
Tier 2	Young People who are unemployed and not with Careers Wales requiring personal engagement to overcome barriers	LA responsible for this tier via Lead Workers and the Neighbourhood Panel
Tier 1	Unknown status or cannot be contacted	LA responsible for this tier via Lead Workers and the Neighbourhood Panel
Tier 0	No ratified status but have left Wales	LA responsible for ensuring data is cleansed and any young person who has left Cardiff/Wales is moved from tier 1 into tier 0 to prevent time and resource being wasted in follow up.

Youth employment in Cardiff – 16 - 24 year olds

Youth employment in Cardiff has improved in recent years, with the percentage of young people unemployed in the age groups 16 -18 and 20-24, now below the Wales averages. However, statistics indicate that 2,000 young people aged 16 – 19 and 2,800 young people aged 20 – 24, within the City of Cardiff are unemployed.

Unemployment rate – Young People aged 16-19

Date	Cardiff			Wales		
	unemployed	Economically active	%	unemployed	Economically active	%
Jan 2012-Dec 2012	3,200	8,700	36.4	20,600	71,300	28.8
Jan 2013-Dec 2013	3,300	9,600	34.5	20,800	68,800	30.3
Jan 2014-Dec 2014	2,100	9,400	21.9	16,800	68,400	24.5
Jul 2014-Jun 2015	2,000	9,200	22.0	17,900	69,400	25.8

Unemployment rate – Young People aged 20 -24

Date	Cardiff			Wales		
	unemployed	Economically active	%	unemployed	Economically active	%
Jan 2012-Dec 2012	5,900	20,900	28.2	30,500	145,900	20.9
Jan 2013-Dec 2013	4,700	25,400	18.7	26,500	156,200	17.0
Jan 2014-Dec 2014	2,700	24,000	11.4	21,900	154,500	14.2
Jul 2014-Jun 2015	2,800	23,200	12.0	24,200	153,300	15.8

Source: ONS - Nomis on 10 December 2015