



Making it in Burnley

Burnley Council's strategy for raising
aspiration 2017-2020

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The case for change: challenges and opportunities

Raising the aspiration of the young people in the borough and increasing the opportunities available to them, is a strategic commitment of Burnley Council. This commitment does not stem from statutory requirement, but from a desire to work with partners to turn the borough into a hub of educational excellence and into a place where the benefits of economic growth are shared widely.

Burnley has a growing reputation as a great place to live, learn, and build a business:

1. Awarded the accolade of Most Enterprising Area in the UK by BIS in 2013
2. Consistently ranking in the UK top ten for since 2009 for private sector jobs growth
3. 13.8% growth of businesses in 2013/15
4. 40.5% increase in GVA from 2009-2014
5. Cited as a North West Boom Town by the Estates Gazette in 2015
6. Digital Jobs Boom – 2nd largest percentage growth in digital job creation in England 2015/17
7. Over 1000 new local jobs projected to be created over up to 2019

The area has a proud heritage in engineering, manufacturing and innovation. Today, it has the highest concentration of manufacturing employment (21.19%) in the UK (Centre for Cities, City Monitor 2017). Manufacturing businesses in Burnley span a range of sectors, but there are strong specialisms in Aerospace, Automotive and Gas and Oil.

However, Burnley must still tackle the long-term challenges of rapid de-industrialisation. There is higher than average benefit dependency, low workforce participation, and significant pockets of deprivation in neighbourhoods beset by low aspiration. Burnley must play its part in closing the productivity gap between Lancashire and the national average; Lancashire LEP's productivity levels - as measured by the GVA generated per full-time employee - stand at around 83% of the national figure when London is excluded.

Overcoming these challenges means giving our young people the best start in life through a good education and also helping young adults get ready for working life. The following sections explain the case for change, and sets out the opportunities and assets that the borough can build on to achieve this.

The themes of this document match those in the Social Mobility Commission's recent report "Time for Change¹." In the foreword, Commission Chair the Rt. Hon. Alan Milburn writes: .." governments have overly limited their scope of action. They have focussed on improving the education system but shied away from improving parenting. They have assumed that if more people could be moved from welfare to work, the labour market would then do the heavy lifting to move people from low pay to living pay. Governments have largely absented themselves from addressing progression in employment and elitism in the professions. They have assumed that Britain could get by with imbalanced economic growth and have been too tentative in addressing market failures in local and regional economies. We recommend that in future governments pursue a more activist agenda and build a coalition with councils and

¹ ["Time For Change: An Assessment of Government Policies on Social Mobility 1997-2017," Social Mobility Commission, June 2017.](#)

communities and with employers and professions behind a shared national effort to improve social mobility.”

The *Making it in Burnley* strategy is Burnley Council’s contribution to that effort.

Attainment and aspiration in our borough- the current context

Action in the early years

The importance of the **early years** is now well known, as the years when a child’s brain develops and much of its ‘wiring’ is established. The experiences and relationships a child has, plus nutrition and health, can affect this enormously. Positive experiences help the brain to develop in healthy ways whilst seriously negative experiences such as neglect and abuse affect brain development in more harmful ways, and contribute to emotional and behavioural problems later. The experiences a child has in the early years can either support learning or interfere with it.

Evidence shows that what happens in the home and how parents interact is crucial to child development, but support for parents is weak and provision patchy. This means that too many children are starting school without the basic skills required. Too many children are starting schools without the ability: to go to the toilet independently; to change for PE; to use cutlery or make food choices; or to share, listen or sit still for a short time.

Burnley is ranked 17th most deprived areas in the country and whilst the most disadvantaged two to four-year-olds can receive free early years care the proportion of children who reach a good level of development at age five is lower in the most deprived areas than it is in more prosperous areas. In the last decade, 500,000 poorer children were not school-ready by the age of five. Those children are hamstrung from the start of school life and most never recover.²

Teacher assessment of early year’s development suggests that an **attainment gap** between Burnley and the Lancashire opens in the early years. For too many young people, insufficient progress is made in primary and secondary school to close this attainment gap by the time they reach 16.

It is not all down to the schools

There are many good schools in Burnley, and new additions to the borough’s secondary education settings mean that parents have a range of options when choosing a good education for their children. Burnley High School opened in 2014, and moved into a new building in 2017. In 2016, a new Alternative Provision school- the Heights Burnley- was given approval by the Education Secretary. This will provide education for pupils aged five to 16 who have found it difficult to achieve in their mainstream setting.

Nevertheless, raising aspiration and attainment is not just about what goes on in school. Children need many things to support their learning in the early years and, as a District Council, the opportunity is there to support our families and children to be school ready through a community based approach.

² (State of the Nation 2016: Social Mobility in Great Britain Report)

This means supporting families to take part in learning opportunities outside of formal educational settings in our communities.

Children need the opportunity to ‘be in the world doing things.’ We can support this by engaging with agencies in partnerships with the aim of increasing provision of family learning opportunities through a wider range of services in different settings including housing, leisure and cultural services, shops and supermarkets and VCFs organisations.

Children will benefit from having stories read to them from the very beginning, even before they are able to understand what’s being said. Loving language and books makes a great and strong start to developing a wide vocabulary and literacy skills. Raising awareness and increased involvements in community based learning opportunities such as World book day, National Bookstart week and the Lancashire reading trail and journey.

The launch of the **Children’s University** in April 2017 enables us to support children’s learning outside of the school curriculum. This opportunity to support and reward children to take part in exciting and innovative learning activities and experiences outside normal school hours whilst developing their skills and raising aspirations for the future.

So this strategy recognises that increasing attainment and raising aspiration is not just the responsibility of schools. School leaders point to the following reasons for low attainment: late English Language development, attitudes to learning, weak relationships between schools and parents, mental health issues and personal and community resilience. These issues cannot be tackled by schools working in isolation. Burnley Council can play a role in working with partners in education and health to tackle the underlying causal factors that account for the large variation in educational attainment within Burnley, and lack of progress compared to other areas with similar circumstances.

Building resilience and character

Schools and college are reporting that an increasing number of young people are not achieving their potential, not because of a lack of ability but because of a feeling of diminished self-worth or because of a series of other factors impacting on their lives. These factors result in pupils being unable to respond adequately to the rigours of school life.

Resilience is the capacity to bounce back from adversity. Building resilience in children and young people is a pre-requisite of successful learning and, more generally, helps children and young people to successfully navigate life and deal with the challenges it presents. We want ‘well-rounded’ young people with character, resilience and grit.

Protective factors increase resilience; for example, a nurturing home environment. Whereas risk factors increase vulnerability; for example the transition from primary to secondary education.

Burnley Council can help:

1. support the development of character and emotional resilience amongst our young people;
2. improve understanding and collaborative working practices with professionals from different agencies and

3. co-ordinate new ways of working, both universal and targeted.

NEETS

At December 2016, of a cohort of 3196, 136 young people were not in education, employment or training. The NEET rate was therefore 5.4%, though, of the cohort, 636 were not known to Lancashire County Council. Nevertheless, this represents a significant improvement on 2013/14 when the rate was 9.3%.

Lancashire County Council, in response to significant budgets cuts, must now focus its package of support on Children Looked After and Care Leavers. The current low levels of NEETs, therefore, could be at risk.

To help reduce the number of NEETs in the borough, Lancashire County Council have identified the following challenges and opportunities:

- Location: some areas are hard to travel to i.e. remote rural areas that surround the Burnley area.
- There is an opportunity to market vacancy opportunities through channels more suited to reaching young people.
- Most NEET group have below C grades for GCSEs, so if these vacancies ask for C or above, they are not going to apply. However, some employers will employ young people that have below C grades and training providers like the College will still sign them up for the apprenticeship and work with them on their functional skills.
- Burnley's *Making it in Burnley* group is a working group from made up of leaders in the public and private sector. It promotes opportunities to expose young people to the full range of education, training and employment possibilities within and beyond Burnley, and engages with employers and local businesses to develop a clear understanding of how schools can effectively work within local industry.
- Tighter school budgets and the absence of any additional funding for schools to resource the new duty to secure independent advice, may lead to the provision of poor quality careers guidance in some schools
- Limited opportunities to upgrade skills and take up training within small SMEs in the local area.

The Apprenticeship Levy, which came into force in April 2017, is a charge being introduced by government to help fund their plans to deliver a step change in apprenticeship numbers and their quality. The levy is designed to put apprenticeship funding in the hands of employers and encourage them to invest in and create apprenticeships. Any unspent levy funds will be recycled by the government, so there may be a role for the Council in helping local businesses spend their allocation effectively.

Employer and business links with schools

Contact with business and employers can make a significant difference to the employment prospects of young people. Contacts with those in business help young people by offering career insights and advice, helping direct their careers choices and reducing the likelihood of young people becoming NEET. The world of work is changing fast and the work of Careers and enterprise company, part of the local

Lancashire Enterprise Partnership, supports and sustains links between business, professionals and school aged children with enterprise coordinators and a network of enterprise advisors based within local industry.

Further and higher education, and adult skills.

Census data shows that the percentage of the population with no qualifications decreased between 2001 and 2011. However, 29% of the working age population had no qualifications in 2011, with Burnley ranked 33 out of 348 local authority areas, for having the highest level of people with no qualifications.

Increasing productivity relies on deriving value from intangible assets such as R&D, IT, and organisational development and this often depends on the higher level skills of individuals. So if Burnley is to boost its productivity, it needs a supply of skilled graduates, as research suggests that the accumulation of graduate skills contributed around 20% of GDP growth and one third of the increase in labour productivity in the UK between 1982 and 2005.

Burnley has the right institutions in place to drive the skills agenda forward.

Burnley College is an anchor institution in the local area. It is rated “Outstanding” by Ofsted. In 2016, the progress score of pupils studying A-levels was +0.04- so very similar to the average progress in England. **Themis**, the business training and apprenticeship division of Burnley College, has recently expanded. Since its initial launch in 2012, Themis has gone from strength to strength within the business training and apprenticeship market sectors. One of the largest apprenticeship and business training providers within Lancashire, it has seen over 250% growth in Apprentices since 2011, whilst expanding its business training client base nationwide.

The **University of Central Lancashire (UCLAN)** has a satellite campus based at the college. UCLAN is one of the UK’s largest universities with a student and staff community approaching 38,000. Amongst its programme portfolio of some 400 undergraduate and 200+ postgraduate courses, UCLAN has been at the forefront of developing degrees in emerging disciplines. A new Aerospace Engineering programme is part of UCLAN’s commitment to grow its portfolio of engineering-related courses, and is coupled with the development of a £30 million+ Engineering Innovation Centre (EIC). The EIC vision for both the new centre and the satellite campus in Burnley is to exploit the University’s location within one of the most intensive engineering and manufacturing clusters in the UK establishing UCLAN as a leader in the development of high quality engineering graduates. The EIC will provide a long-term economic asset for the area, supporting the industries which underpin the economy and play an important role in the UK’s Industrial Strategy.

The aim is to provide a rich source of new graduates that reflect the economic priorities of the North West, the UK and indeed the global economy. The Burnley Campus stands as a satellite facility of the EIC development and as such shares the strategic programme of investment and interaction with teaching, research and business support, as well as benefitting from its location and links with the engineering sector in Burnley and East Lancashire.

Our objectives

Burnley Council wants the borough to experience inclusive growth. That is, broad-based growth that enables the widest range of local residents to both contribute to and benefit from the borough's economic success.³

To achieve this, the Council will work to break the cycle of low educational attainment and benefit dependency. We will raise barriers to young people making the most of the opportunities in the borough and help them acquire the skills needed to get a good job. To do this, our objectives are to:

- To increase parental engagement, so that more families are encouraged to support their child's learning at home and in the community
- To support schools in efforts to significantly increase the number of pupils making expected progress at school, with all our young people able to access a world class education.
- To encourage a greater proportion of pupils to aspire towards degree level qualifications.
- To engage with employers and local businesses to develop a clear understanding of how schools can effectively work with local industry
- To help Lancashire County Council to reduce the number of NEETs.

³ <https://www.thersa.org/action-and-research/rsa-projects/economy-enterprise-manufacturing-folder/citizens-and-inclusive-growth>

Strategy map

Increase parental engagement

- Develop partnerships and engage other agencies in family learning to increase provision of family learning opportunities through a wider range of services in different settings
- Raising awareness and increased involvement in community based learning opportunities such as World book day, National Bookstart week and the Lancashire reading trail and journey.
- Support the Children's University to support children's learning outside of the school curriculum.
- Develop a proposal for linking schools own targetted booster sessions for young children with courses for parents to support their childrens learning (see proposal A below).

Support schools and building resilient learners

- Contribute £165k between 2016-2018 in the Primary and secondary engineer programme
- Support summer fun activities that promote resilience and wellbeing in school transition years
- Contribute up to £20k to establish the Burnley Children's University
- Support local school leadership through CEO membership of Burnley Learning Partnership and AP governing body
- Work to establish a cross sector Commission including representation from education, health and business to drive improvements in educational performance in Pennine Lancashire and seek inclusion in the Northern Powerhouse Schools Strategy to implement a programme aimed at delivering a step change in educational attainment
- Develop a programme for building resilience amongst our most at risk young people (see proposal B below).

Encourage a greater proportion of pupils to aspire towards degree level qualifications

- Recruit local undergraduates and postgraduates to give talks about their university experience/career
- Provide funding for disadvantaged pupils and their family to visit a university
- Support UCLAN expansion

To engage with employers and local businesses to develop a clear understanding of how schools can effectively work with local industry

- Developing co-ordinated network of local career and enterprise advisers and helping schools to navigate the range of possible employer interactions
- Better marketing of local career opportunities in world class local businesses
- Use the bondholders to encourage a wider group of employers to work with schools or the college to help them enhance the education sector's careers, enterprise and employer engagement strategies

Help LCC to reduce the number of NEETs

- Support the expansion of digital apprenticeships
- Use contacts with business to encourage them to spend their levy funds on recruiting apprentices and training existing staff before their funds expire and are reallocated elsewhere in the system
- Develop proposals for a NEET internship and soft skills programme (see proposal C below)

New proposals for future funding bids

a. Booster classes

Children learn and progress at different rates and children experience periods of time when they need further, more specific support in order to continue making progress. Some children will benefit from targeted support in addition to their learning in class to enable them achieve their full potential.

Funding to support Booster classes (extra classes) in English and maths will improve results and increase pupils confidence and motivation. Schools will be targeted based on KS2 results and children who need extra support to secure the expected level. Booster classes would be in addition to normal classes (i.e. not taking children out of core class).

Developed in partnership with schools who will be asked to identify a target group in years 5 and 6, delivery will be flexible using a range of approaches depending on school's circumstances and those of the children and families being supported, with a mix of in school and out of school hours provision. Funding could be used to release the class teacher or bring in an additional teacher or private tutors etc.

The project will test whether parental involvement can help give an extra "boost" to the effectiveness of the extra teaching time. Parents are a child's primary educator and key to their child's learning and development. However many parents do not have the language, skills or confidence to do this.

The project will work with the parents of the children selected for booster sessions, before the boost sessions begin. The support and involvement of parents is important, not just in securing attendance where classes take place outside the school day, but in keeping children motivated and giving them opportunities to practise at home what they have learnt.

Therefore the project will help equip parents with the skills to support the children with their learning. Family learning is designed to give parents and other family members the skills and confidence they need to support their children's learning. A range of family English, maths and language courses designed for parents who wish to improve their maths or English skills and for families where English is not the primary language at home. These programmes aim to improve the skills of parents and their ability to help their children with learning and include Keeping up with the children – English or Maths; Family English and Maths and Family ESOL.

Is there evidence that this will work?

Evidence reported by the Education Endowment Foundation indicates that one to one tuition can be effective, on average accelerating learning by approximately five additional months' progress.

Short, regular sessions (about 30 minutes, 3-5 times a week) over a set period of time (6-12 weeks) appear to result in optimum impact. Evidence also suggests tuition should be additional to, but explicitly linked with, normal teaching, and that teachers should monitor progress to ensure the tutoring is beneficial. Studies comparing one to one with small group tuition show mixed results. In some cases one to one tuition has led to greater improvement, while in others tuition in groups of two or three has been equally or even more effective compared to one to one. The variability in findings may suggest that the quality of teaching in one to one tuition or small groups is more important than the group size, emphasising the value of professional development for teachers.

Programmes involving teaching assistants or volunteers also have a valuable impact, but tend to be less effective than those using experienced and specifically trained teachers, which have nearly twice the effect on average.

Where tuition is delivered by volunteers or teaching assistants there is evidence that training and the use of a structured programme is beneficial.

Although parental involvement is consistently associated with pupils' success at school, the evidence about how to increase involvement to improve attainment is mixed and much less conclusive. This is particularly the case for disadvantaged families. The project will therefore be designed to add to the evidence base.

b. Building resilience through educational psychology services⁴

Baseline assessments would be undertaken to personalise interventions for pupils who may be at risk of vulnerability for under achievement through key stage 3. This would be carried out at the beginning of year 6. The assessments would focus upon internal working models of resilience, measures of executive function (A measure of a pupil's ability to plan ahead and delay gratification / rewards.) and aspiration. Measures would also be taken of parental involvement and aspiration for their child.

Based upon the assessment data pupils / parents would engage with psychologists to build resilience, executive function and develop parent's skills to support their child's development. Support would be provided to build internal working models of resilience in the pupils and input would be provided to parents / carers to foster 'Growth Mind-set' language and systems to create a positive / proactive engagement in the Secondary School environment.

A psychologist will be allocated to (a) primary school(s) identified within the project. They will liaise with the secondary school with the aim of bridging the pupils' transition from primary to secondary school.

Key staff in the secondary schools will be identified to support the pupils' transition and will continue the intervention with pupils and parents. (Each pupil should have a number of adults within school that they can turn to when in need). The success of these adults and the psychologist's involvement with the pupil and parents will be significant in the outcomes for the pupil. The psychologist will support the pupil and family throughout this with regular interventions.

At this point the psychologist will work in small teams in the secondary schools coaching and training school staff to understand and implement strategies to continue to promote resilience and executive functioning. This will be reviewed on a regular basis by the psychologist and school staff.

The psychologist will continue to provide input to support the pupils with their resilience and executive function and the parents with their engagement.

Is there evidence that this will work?

According to the Educational Endowment Foundation, a number of systematic reviews and meta-analyses have consistently found high levels of impact for strategies related to meta-cognition and self-regulation. Most studies have looked at the impact on English or mathematics, though there is some evidence from other subject areas like science, suggesting that the approach is likely to be widely applicable.

In the UK, four recent studies indicate that programmes that seek to improve learning to learn skills can effectively improve academic outcomes. In 2015, evaluations of an intervention based on 'Growth Mindsets' research, Philosophy for Children, and a programme called Thinking, Doing, Talking Science found gains of between two and five additional months' progress. In three projects there were indications that the programmes were particularly beneficial for pupils from low income families.

⁴ From EEF application, developed with Acorn

c. NEET Internship Programme Options

1. A small number of opportunities created for those at highest risk; i.e. they have left school with no GCSEs .
2. Each participant to get 1 weeks work experience with 4 businesses, so a month in total.
3. Interns would receive pre-start coaching
4. The project could consider making the internship paid work to encourage NEET engagement. The interns would therefore have “worker” status. The Council could potentially make a contribution to the wage to make it more attractive to local SMEs
5. A public sector partner could manage the recruitment, employment contracts, and payroll to reduce transaction costs for the local business.
6. The business would commit to provide a mentor. The mentor could receive coaching training from the Council. The mentor would be expected to very hands on in their support; i.e. knocking on their door in the morning if the intern hasn't turned up for work.
7. Soft skill training is shared between the business and the Council (e.g. the Council could offer its Internal Trainers or Liberata could offer as part of its volunteer programme staff time for sharing knowledge, or could provide places on external onsite training courses, e.g. for IT or group apprenticeship training).
8. After each week, interns receive post placement feedback
9. After the fourth placement, the participants get a day of coaching and are sign posted to next opportunity.
10. The project would measure success of long term NEET status of participants, against a control group.
11. If successful, explore possibilities for longer term funding, e.g. social impact bond investment.

Is there evidence that this will work?

A report by the charity Education and Employers and the Barclays LifeSkills programme suggests that if young people have 4 or more positive contacts with businesses it can decrease the risk of remaining long-term NEET. The proposal above is based on giving participants paid work plus additional support. This means each stakeholder has a proper stake in making the experience a positive one.

Resourcing the strategy

The Burnley and Pendle Children's Partnership Board is an information sharing group come from the full range of agencies involved in children and education services. Together with Lancashire County Council, the Council funds the post of Children's Partnership Coordinator. Delivery of this strategy is dependent on agencies working together and prioritizing existing budgets around this agenda. The post holder is pivotal in making this happen, working through the Partnership Board.

Lancashire County Council organises a NEET strategy group. This group could take operational responsibility for any Burnley Council investment in reducing NEETs.

Burnley Council organises the Making it in Burnley group. Members include Mark Crabtree MBE, Susan Scurlock CEO of Primary and Secondary Engineer, and the Chief Executive of Burnley Council. This group is tasked with overall oversight of this strategy. The Council is already committed to funding to the Primary and Secondary Engineer Programme to 2018. The group also supports the work of the Careers and Enterprise Company, which thanks to funding by the Lancashire Local Enterprise Partnership and the UK Government has employed a coordinator who will work with schools and businesses improving links between local businesses and schools.

Burnley Council and Burnley FC in the Community have committed funding for the Children's University.

Delivery of new proposals set out in this strategy are subject to external funding being made available to the Council.

Action Plan

The Council will work in through the following partnerships to deliver this strategy.

Reference	Objective	Action	Strategic Oversight	Owner
1	Increase parental engagement			
1.1		Develop partnerships and engage other agencies in family learning to increase provision of family learning opportunities through a wider range of services in different settings	Burnley and Pendle Children's Partnership Board	Children's Partnership Coordinator
1.2		Raising awareness and increased involvement in community based learning opportunities such as World book day, National Bookstart week and the Lancashire reading trail and journey.	Burnley and Pendle Children's Partnership Board	Children's Partnership Coordinator
1.3		Support the Children's University to support children's learning outside of the school curriculum.	Making it in Burnley Group	Children's Partnership Coordinator
1.4		Seeking funding and develop a proposal for providing targeted booster sessions for young children which also engages parents.	Burnley Council	Children's Partnership Coordinator
2	Support schools and building resilient learners			
2.1		Contribute £165k between 2016-2018 in the Primary and secondary engineer programme	Making it in Burnley Group	Children's Partnership Co-ordinator
2.2		Support summer fun activities that promote resilience and wellbeing in school transition years	Burnley Council	Children's Partnership Co-ordinator
2.3		Contribute up to £20k to establish the Burnley Children's University	Burnley Council	Children's Partnership Co-ordinator
2.4		Support local school leadership through CEO membership of Burnley Learning Partnership and AP governing body	Burnley Council	Chief Executive
2.5		Work to establish a cross sector Commission including representation from education, health and business to	Burnley Council	Chief Executive

	drive improvements in educational performance in Pennine Lancashire and seek inclusion in the Northern Powerhouse Schools Strategy to implement a programme aimed at delivering a step change in educational attainment		
2.6	Seek funding and develop a programme for building resilience amongst our most at risk young people.	Burnley Council	Corporate Policy and Projects Manager
3	Encourage a greater proportion of pupils to aspire towards degree level qualifications		
3.1	Recruit local undergraduates and postgraduates to give talks about their university experience/career	Making it in Burnley Group	Children's Partnership Co-ordinator
3.2	Provide funding for disadvantaged pupils and their family to visit a university	Making it in Burnley Group	Children's Partnership Co-ordinator
3.3	Support UCLAN expansion	Burnley Council	Chief Executive
4	To engage with employers and local businesses to develop a clear understanding of how schools can effectively work with local industry		
	Develop a co-ordinated network of local career and enterprise advisers and helping schools to navigate the range of possible employer interactions	Burnley and Pendle Children's Partnership Board	Children's Partnership Coordinator
	Better marketing of local career opportunities in world class local businesses	Making it in Burnley Group	Chief Executive
	Use the bondholders to encourage a wider group of employers to work with schools or the college to help them enhance the education sector's careers, enterprise and employer engagement strategies	Making it in Burnley Group	Chief Executive

5	Help LCC to reduce the number of NEETs			
5.1		Support the expansion of digital apprenticeships	Making it in Burnley Group	Chief Executive
5.2		Use contacts with business to encourage them to spend their levy funds on recruiting apprentices and training existing staff before their funds expire and are reallocated elsewhere in the system	Making it in Burnley Group	Chief Executive
5.3		Seek funding and develop proposals for a NEET internship and soft skills programme	Burnley Council	Corporate Policy and Projects Manager