PORTFOLIO: EDUCATION AND LIFELONG LEARNING

Reason for this Report

1. In order to deliver aspirations and commitments within the Corporate Plan 2013-17 regarding unemployment, addressing the NEETS agenda, corporate parenting responsibilities and generally helping citizens to develop the skills which will allow them to become work ready and access jobs in the City, a transparent framework within which the Council can provide and support a variety of co-ordinated work placements is required.

2. The specifics within the corporate plan include commitments concerning the development of Corporate Apprenticeship and Traineeship programmes, increasing the promotion and provision of work experience placements, development and employment opportunities within Cardiff Council for all young people, including those who are NEET and establishing a graduate programme relevant to the Council’s needs. The proposed framework and the attached Appendices will support delivery of the Administration’s ambition to ensure that every young person has the opportunity to be engaged in education, employment and training.

3. Following the Welsh Governments strategy on Increasing the Engagement and Progression of Young People 11-24, this proposed framework also links to the Council’s proposed “Engagement, Progression and Transition Strategy for Young People 11-24 in Cardiff” which is to support young people and reduce the number of people not in education employment and training. The Council is committed to this agenda and evidence shows that early identification of those at risk of not being in education, employment or training benefit most from a wide range of opportunities and programs that can positively influence career choice. Such a corporate framework would also assist in supporting the Council’s Workforce planning agenda and forms part of the Council’s Peer Review action plan.
4. Legislation continues to impose new and stronger duties on local authorities to support young people including looked after children. Legislation includes:

- The Children (Leaving Care) Act 2000 imposes new and stronger duties on local authorities to support young people in their pursuit of education, training and employment
- The Children Act 2004 (Section 25) amends Section 22 of the 1989 Act to place a positive duty on responsible authorities to promote the educational achievements of looked after children.
- The *Towards a Stable Life and Brighter Future* Guidance and Regulations of 2007 builds on the approaches and guidance set out in the National Assembly for Wales Circular2/2001: Guidance on the Education of Children Looked After by Local Authorities

5. The Corporate Plan includes a clear commitment to “put corporate parenting at the heart of what we do” and reinforces that all service areas will need to consider how they can contribute to the development and support for Looked After Children through a more joined up approach to education, training and work placements.

6. The Administration has outlined its vision in *Leading Cardiff – Building Communities*, and expanded this vision in its Corporate Plan 2013-2017. The Administration’s three key priorities are:

- Economic development as the driver for growth and jobs
- Education and skills for people of all ages to fulfil their potential and be well prepared for employment in the Cardiff economy and beyond;
- Supporting vulnerable adults, children and young people

7. The recent Peer Review stated that in working towards establishing sustainable jobs and opportunities, we want to ensure that there is a job-ready workforce to take advantage of local employment options; this will mean focussing on improving education and skills; to create a work-ready population among young people and to offer ways for adults to continue to learn, develop and adapt to a changing work place.

**Background**

8. In Wales, the number of 16 to 24 year-olds claiming Jobseeker’s Allowance (JSA) for 12 months or longer has recently hit a 14 year high. Research undertaken by the Princes Trust shows that young people with few qualifications have been hit particularly hard by the recession with more than a quarter of young men with few qualifications now being unemployed.

9. Across the UK recent research demonstrates:

- Nearly one million young people have no direct experience of work;
- More than 260,000 under-16s are growing up in homes where no one has ever worked;
• A further 600,000 young people between the ages of 16-24 have never worked since leaving school or further education;
• Graduate unemployment in Wales is currently running at 20%\(^1\); and
• Long term unemployment (12 months or more) amongst 16-25 year olds has increased nearly four-fold in the last 12 months\(^2\).

10. Focussing specifically within Cardiff\(^3\):
• The number of working age people who are claiming Job Seeker’s Allowance (Aug 2012) is 10,801 or 4.6% of the total working age population.
• The number of people aged 17-24 who are claiming Job Seeker’s Allowance (Aug 2012) is 3,220 or 29.8% of the total number of JSA claimants.
• The percentage of working age people who are economically active is 72.1% (73% Wales) (Mar 2012 Qtr).
• The percentage of economically active people who are unemployed is 9.4% (8.6% Wales) (Mar 2012 Qtr).
• The percentage of working age people who are economically inactive but want a job is 23.5% (22.8% Wales) (Mar 2012 Qtr).

11. As the largest employer in the area there is a clear socio-economic driver to identify ways in which the Council can provide a range of opportunities to our communities to equip them with the skills, knowledge and experience they need to gain employment. Improving the general level of skills of individuals within the Council can have a significant positive social impact in terms of improving income levels, reducing unemployment, and improving physical and mental well-being.

12. In addition to this, it is estimated by the Audit Commission that in 2011 in Local Government:
• 34% of the Local Government workforce will be over 50;
• 43% of Senior Managers will have reached retirement age; and
• There will be 1 million more 65-74 years olds than 35-44 year olds;
• Currently in Cardiff Council only 4.3% of our workforce are aged between 16-24 years old and 19% of our workforce are over 55.

This may present risk in future years as the Council may be exposed to skills gaps across the organisation unless the decision is taken to ‘grow our own’ and create career opportunities and pathways to progression and forms part of the Council’s Workforce Plan.

13. The Cabinet’s White Paper on “Building Communities: A New Approach to Neighbourhood Working” – White Paper, explores opportunities for creating a ‘structured way of bringing people, service providers and decision makers closer together to develop tailored solutions for the local

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\(^1\) “Welsh graduates ‘may move to find employment’”, David Williamson, Western Mail, 16 February 2011
\(^2\) “Welsh youngsters on long-term dole up four fold in a year”, BBC News, 12 September 2012
\(^3\) InfoBaseCymru
community’ and ‘improving collaborative arrangements to build capacity of local people’.

14. Consequently, the proposed framework is designed to address a range of issues raised above by the Education team, Local Training & Enterprise and the Looked-After Children team (LAC) in Children’s Services. Whilst each area is focussed on particular elements of these issues, all have agreed that a consistent corporate approach will reduce elements of duplication of effort or working at cross purposes and will deliver on the Council’s aspirations in these areas. It is key that all stakeholders work together within this corporate framework to secure the required outcomes.

Current Position

15. The Council has an established record of directly providing a variety of work placement opportunities to its citizens, including for example:

- Active engagement in providing a range of short-term placements for the previous Future Job Fund participants (600 x 6 month placements).
- Dedicated co-ordination of Careers Wales work experience placements (some 1,000 p.a.)
- Small number of Trade apprenticeships in horticulture and property maintenance including plumbing and electrical trades in our Parks and Community Maintenance Service directorates
- Support for practical work placements to Further and Higher Education students such as teacher training and social care placements
- Places provided through Jobs Growth Wales Initiative at the Cardiff International White Water Centre
- Graduate and Post Graduate Placements in HR People Services supporting Go Wales Initiatives
- Channel View pilot

16. Within the construction sector, the Council is also looking to support the ‘Y Prentis’ shared apprenticeship scheme, a part of the CITB-Construction Skills shared apprenticeship network. The scheme guarantees young people a two-year apprenticeship programme with the flexibility to move between employers in order to complete a full apprenticeship. Further, by allowing employers to offer a proportion of an apprenticeship without having to commit to the full term, the new scheme is suited to the increasing number of short term construction projects and contracts, which currently are unable to offer the appropriate training and work experience that are central to an apprenticeship. The traditional cost of recruitment, managing and mentoring of the young people is met by the ‘Y Prentis’ scheme and the wages of the young people are met by the construction companies where the placements take place. 30 placements are currently being supported in this way through contracts the Council has awarded.
17. In line with the Council's aspirations and commitments; economic, social and environmental wellbeing is a key focus of the Council’s Commissioning & Procurement Strategy 2011-2015. The adoption of a category management approach to commissioning and procurement has seen the Council start utilising its procurements creatively so as to deliver economic benefit to the citizens of Cardiff. One element is through employment and training.

18. An example of where a recent procurement activity has been utilised creatively, resulting in employment and training opportunities, is the Council’s building maintenance procurement. In August 2013, a key provider on the Council’s new framework (which started in June 2013) reported that as a direct result of the Council’s new arrangement, the following appointments had been made:

- Appointments to 3 new permanent positions within its administration teams,
- Appointment of 5 trainee surveyors; and
- Appointment of 7 apprentices

19. The volume of requests for placement support has risen sharply in the last 2 years due, in the main to the rise in unemployment due to the recession and a move in academia to introduce an element of practical application of studies via work placement.

20. The Council introduced a Work Experience policy in 2008 which included the central coordination of all work placement requests supported by the organisation. While many placements are requested via HR People Services, there still exists a culture of service teams dealing directly with individual candidates and institutions.

21. This has created a number of challenges:
- Inconsistent approach to supporting candidates
- Lack of visibility of who is being supported by the Council
- Varying quality of experience to the candidate
- Inaccurate Management Information for reporting purposes
- Potential safeguarding issues
- Health and Safety

**The Corporate Framework**

22. The Council can assist in increasing the employability skills of the Cardiff population and therefore helping to increase the opportunities to engage with education, employment and training within the city. As a major employer in Cardiff, a significant impact can be made by the Council when hosting and supporting meaningful work placements.

23. In order to engage with people at all levels and provide a programme of support that will address their needs as well as provide benefit to the organisation, it is necessary to provide a robust and transparent framework that allows people of all academic standards and experience
to access a suitable level that supports their individual development needs and reduces any barriers to engagement that they may face.

24. A structured framework with central coordination, monitoring and support for all work placements programmes will simplify access to the Council’s provision by promoting a “one route in” approach. Cardiff Council Academy has a key role to play in the development and support of each level and is well placed to guide service areas in the development of well-structured and valued placements. The diagram below outlines schematically the corporate framework being put forward. It is not intended to replace current schemes which work well. It is intended to provide a broader framework within which those schemes can continue to operate whilst being more visible.

25. The Framework proposed by the Council will include a number of levels, all of which will need to be visible and closely monitored to ensure they are appropriate and of the necessary quality to meet the needs of the placement, the trainee and the provider.

26. Currently there are a number of schemes in place across the council that provide opportunities for young people however there is a range of additional opportunities that can be accessed that will enable the council to provide opportunities at all levels of the framework. Appendix 1 illustrates the existing and potential schemes available.
Level 1: Work Experience

27. Historically, this has taken the form of school pupils undertaking an annual week placement during school term with local employers. However, it is becoming important for all ages, from school leavers, graduates, and long term unemployed to those who have been made redundant due to the economic downturn. An offering of over 120-week long opportunities aimed at providing students of school age (years 10 through 13) an insight into the world of work and directly contributes to the Council supporting the Careers and the World of Work element of the national curriculum as well as directly supporting the Corporate Plan requirements to provide 1000 work experience placements per year.

28. The Council receives in excess of 1400 requests per annum for placement support and successfully supports approximately 1,000 students per year. These placements are offered via our partner Careers Wales, who vet and advertise the placements via an online database that facilitates a booking system, ensuring one single communication channel into the Council and providing equality of opportunity to all students of school age.

Level 2: Work Placements

29. There are work placements similar in nature to the schools work experience program but focussed at supporting adults, college students, those not in employment, education or training, Job Seekers and people considering a career change who would like some first-hand experience before making a final decision. This level supports programmes such as Jobs Growth Wales and the Looked After Children Traineeship. Placements can be any length from 1 day upwards and can be in block form of 1-2 weeks or spread over a longer period of time and will be discussed with each candidate on a case by case basis depending on their requirements and the ability of a Service Area to support.

Level 3 Apprenticeships/Traineeships

30. High on the national agenda and a recognised way of developing talent for the long-term, traineeship and apprenticeship programmes are a joint venture with shared responsibility for learning between a business, a learning provider and the trainee/apprentice.

31. Trade and National Apprenticeships offer individuals the opportunity to work within the organisation for the duration of their training within their chosen sector. During the learning period, they will be employed by the organisation and receive a salary in line with the national minimum wage requirements. The duration of each traineeship/apprenticeship will be determined by the specific programme undertaken, but is expected to be approximately 12 months.

32. National Apprenticeships are nationally recognised programmes designed by the Sector Skills Councils and can be studied at a number of levels from Foundation Stage, Advanced and Higher Level. Each level is
aligned to the Curriculum and Qualifications Framework to ensure a consistent approach to development and to provide credibility to the outcomes of each programme. See Appendix 2.

1: Foundation Apprenticeship (Traineeship)
This programme involves a level 2 CQFW programme, functional skills and knowledge based qualification.

2: Advanced Apprenticeships
This programme involves a level 3 CQFW programme, functional skills and knowledge based qualification.

3: Higher Apprenticeships
This programme involves a level 4 CQFW programme, functional skills assessment and knowledge based qualification, which could be a foundation degree.

33. In all cases, the apprentice/trainee is employed by the organisation on a limited term contract and will be placed on a formal learning programme with a training provider. This will involve off the job learning activities relating to the area of work and associated behavioural and technical competency development. It is recommended that the options available to the Council are considered in terms of the Apprentice model it would wish to pursue.

Level 4: Graduate Scheme (including Interns)

34. The Corporate Plan identifies a need to develop a scheme for graduates to work within the Council. Previously, Cardiff Council has administered a successful Corporate Graduate Scheme as well as supporting Service area specific schemes in Accountancy, Planning and Law. Further work needs to be undertaken to redefine a corporate scheme to meet current and future requirements.

35. Roles exist in the Council where a formal high level academic qualification is required such as Town and County Planners, Accountants, Social Workers and Lawyers. In the same vein as other programs, a range of opportunities could be created to employ graduates on fixed term contract. This will offer them the opportunity to put into practice learning and gain valuable real world experience.

36. Where a future resource need has been identified through the Work Force Planning agenda, the Council could engage with Universities across the City Region who offer the academic qualifications identified through the Technical Competency Framework.

37. There are a wide range of work experience needs in both the undergraduate and post graduate field. There is a mixture of individuals who require work placements as part of their studies to enhance their employability, for example through the GO Wales Scheme, and those who have completed their studies and wish to enhance their employment opportunities.
38. Within the higher education sector, many undergraduate and postgraduate qualifications include a component of on-the-job training. This is likely to take the form of sandwich placements or extended work placement projects. A sandwich placement is typically one year of a four year course where the student is either working within their chosen setting or studying at another institution (or a mixture of both). Students gain real experience, work within their chosen field, earn money (for working paid placements students can typically expect to earn upwards of £12,500) and develop their employability skills.

39. Another type of graduate scheme is where Work Placement projects require students to attend the workplace on average 2-3 days per month to undertake a work place project as part of their studies (for example undertaking a piece of research work and reporting back to the employer) – these placements are unpaid.

40. It should be acknowledge that there are directorates across the Council that have forged links with departments of local higher education providers such as the Environmental Health team and in previous years, the planning department. In the past 12 months, Cardiff Council Academy has developed links with the GO Wales programme and have supported a number of candidates across Wales to support project work. There are however, many opportunities that could be explored with the Cardiff University, Cardiff Metropolitan University and the University of South Wales to provide high quality placements for undergraduates and post graduates across the wider business.

**Way Forward**

41. The key to the success of any placement is ensuring a consistent approach is taken to:
   - The structure of the placement
   - The development opportunities available
   - Assessment and measuring of competence
   - Provision of technical, behavioural and pastoral development of the trainee/apprentice

42. The intention of the framework is to provide a structure within which the diverse areas of the Council can provide development opportunities and work placements flexibly to suit the individual service needs whilst maintaining a robust, measureable and consistent approach which allows all stakeholders to benefit in some way. The proposed framework also allows visibility and measurability of the support being provided by the Council to those requiring work placement experiences through a variety of recognised schemes.

43. The success of the placement provision also relies on the contribution from key stakeholders who are clear about their respective roles and responsibilities. Key Stakeholders would include:
   - All Service Areas
44. It is imperative that all stakeholders are committed to;
   - Structured, meaningful work placements
   - Appropriate development opportunities through Cardiff Council Academy
   - Quality Induction
   - Behavioural and Technical Competency Frameworks
   - Assessment
   - Feedback and Evaluation
   - Coaching support through the internal coaching network
   - Access to support via a Mentor Scheme
   - Regular placement reviews

45. Following approval of the corporate framework, stakeholder’s roles and responsibilities would be discussed, clarified and communicated so that everyone’s contribution to the overall objective is understood. Attached as Appendix 1 is a summary of existing provision and providers as well as identifying areas where further work needs to be undertaken.

**Reasons for Recommendations**

46. The new corporate framework proposed here will enable the Cabinet to progress its commitments and ambitions within the Corporate Plan concerning the need to address unemployment in the City, the engagement in employment, education and training agenda and generally supporting citizens to become more work ready.

**Legal Implications**

47. Some of the opportunities to be offered will create a contractual employment relationship between the individual and the Council and others will not.

48. The legal rights of the individual will vary according to whether they are an employee or not, and also according to the duration of the arrangement. In all cases the Council will have responsibilities under Equalities legislation and also Health and Safety legislation.

49. In the case of apprenticeships or traineeships the Council may be contractually obliged to provide an adequate level of training.

**Financial Implications**

50. The costs associated with the initiatives set out in this report will depend on the number and type of placements made. The apprenticeship
scheme can be funded over a three year period from resources set aside in the Council's earmarked reserves. Other placements will be managed and funded by directorates from within existing resources.

**HR Implications**

51. HR support to service areas to ensure placements are effective and meaningful will be important. There is a need to assess development needs of placement providers and ensure they can access appropriate mentor support. There is also a need to provide on-going monitoring and evaluation of the placement provision and the various programmes available to ensure we are providing options suitable to meet the need of the young people, the wider community and the Council.

52. Where it is recognised that the overall placement provision across the council will be managed within the service areas, there is a need to quality assure the provision to measure its effectiveness and ensure a balanced provision is available across services. This function can be done centrally through the role of partnership coordinator within HR People Services.

53. Some placement programmes will require closer coordination and it is recommended that HR oversee these programmes to ensure quality provision for all stakeholders.

**Trade Union comments**

54. The Trade Unions have been consulted and in general support the proposed approach.

**Recommendations**

Cabinet is recommended to:

1. Agree the proposed corporate framework for Work Experience, Work Placements, Traineeships, Apprenticeships and Graduates.

2. Commit through the implementation of this framework to providing opportunities to all sections of the community including the fulfilment of legislative requirements concerning the education, employment and training of young people.

3. Ensure full corporate support for work programs by agreeing that:
   - Level 1: mandated to all directorates
   - Level 2: directorates are encouraged to support placements
   - Level 3: directorates are mandated to support a minimum of 2 apprenticeship placements per year

4. Delegate authority to the Corporate Director Resources in consultation with the Cabinet Member (Education & Lifelong Learning) to determine in the short term the appropriate Apprenticeship scheme and in the longer
term the graduate/intern schemes for the Council, taking into account financial and legislative requirements for the Council to pursue.

5. Delegate authority to the Director Children’s Services) in consultation with the Cabinet Member (Education & Lifelong Learning) and the Cabinet Member (Children’s services) to determine an appropriate scheme to support the Looked After Children leaving care.

ANDREW KERR
Corporate Director Operations
1 November 2013

*The following Appendices are attached*

Appendix 1 – Current and Proposed Schemes
Appendix 2 – Credit and Qualifications Framework for Wales
## Appendix 1

### Current and Proposed Schemes

<table>
<thead>
<tr>
<th>Level</th>
<th>Scheme</th>
<th>Target Group</th>
<th>Funding Arrangements</th>
<th>Duration</th>
<th>Partners</th>
<th>Currently in place</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Work Experience</td>
<td>Years 10 and 11</td>
<td>No cost</td>
<td>1-2 weeks</td>
<td>Career Wales</td>
<td>Yes</td>
</tr>
<tr>
<td>1</td>
<td>Go Wales Work Taster</td>
<td>HE student or graduate equivalent</td>
<td>No cost</td>
<td>3-10 days</td>
<td>Go Wales</td>
<td>No</td>
</tr>
<tr>
<td>2</td>
<td>Work Placements</td>
<td>adults, youth, students, job seekers, NEET,</td>
<td>Various, usually national minimum wage. Subsidies available from some stakeholders</td>
<td>1-26 weeks depending on the scheme</td>
<td>Career Wales, Job Centre Plus, Go Wales, Colleges Training Providers</td>
<td>Some are in place but low numbers</td>
</tr>
<tr>
<td>2</td>
<td>Jobs Growth Wales</td>
<td>16-24 year olds</td>
<td>Council funded National minimum wage</td>
<td>26 weeks</td>
<td>Career Wales, Training Provider</td>
<td>Yes</td>
</tr>
<tr>
<td>2</td>
<td>Go Wales Graduate Academy</td>
<td>HE student or graduate equivalent</td>
<td>No cost</td>
<td>3.5 weeks</td>
<td>Go Wales</td>
<td>Yes</td>
</tr>
<tr>
<td>2</td>
<td>Go Wales Work Placement</td>
<td>HE student or graduate equivalent</td>
<td>£100 per week subsidised by Go Wales for a £250 wage Council funded</td>
<td>10 weeks</td>
<td>Go Wales</td>
<td>Yes</td>
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<tr>
<td>2</td>
<td>Traineeship for Looked After Children</td>
<td>Looked After children</td>
<td>Council Funded, progressive for each stage of the programme £30pw EMA</td>
<td>52 weeks-option to progress apprenticeship scheme</td>
<td>Looked After Children Service Training Provider</td>
<td>Proposed</td>
</tr>
<tr>
<td>3</td>
<td>Cardiff Council Apprenticeship Scheme</td>
<td>16-24 year olds</td>
<td>Council funded-national minimum wage, progressive throughout the scheme</td>
<td>24 months</td>
<td>Career Wales, Training Providers</td>
<td>Proposed</td>
</tr>
<tr>
<td>Service Area</td>
<td>Trade/Profession</td>
<td>Target Group</td>
<td>Funding</td>
<td>Duration</td>
<td>Partners</td>
<td></td>
</tr>
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</tr>
<tr>
<td>Parks</td>
<td>Horticulture</td>
<td>Internal and external 18-25 year olds, Open age</td>
<td>Internal-council funded by service area, External-part funded 18-25s part funded</td>
<td>24 months</td>
<td>Heritage Skills Scheme, Historical gardens bursary scheme, Welsh government</td>
<td></td>
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<tr>
<td>Construction</td>
<td>Y Prentis Scheme - Shared Apprenticeship</td>
<td>18-24 year olds</td>
<td>Shared funding from council and other businesses</td>
<td>24 months</td>
<td>CITB Private Businesses</td>
<td></td>
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<tr>
<td>CMS</td>
<td>Maintenance Trades</td>
<td>18-24 year olds</td>
<td>Service Area</td>
<td>24 – 36 months</td>
<td>Local colleges</td>
<td></td>
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<tr>
<td>CTS</td>
<td>Mechanic</td>
<td>16-24 year olds looking at Auto Electrician and Mechanic Apprentices</td>
<td>Council Funded by service area</td>
<td>24-36 months</td>
<td>Local colleges</td>
<td></td>
</tr>
</tbody>
</table>
The Credit and Qualifications Framework for Wales (CQFW) was introduced in 2003 as a fully inclusive learning framework. The levels capture all learning from the very initial stages (Entry) to the most advanced (Level 8). The Fan diagram illustrates the levels and examples of qualifications and learning provision that are included in it.

For further details contact the CQFW Secretariat:
Tel: 01443 663 663
Fax: 01443 663 663
E-mail: info@cqfw.net
Visit: www.cqfw.net

The Credit and Qualifications Framework for Wales

Learning and Progression Routes

The Credit and Qualifications Framework for Wales

Policy drive
- Welsh Assembly Government
- Sectoral funding bodies
- Other policy makers
- UK
- EU

Understanding
- Learners
- Providers of education and training
- Curriculum developers
- Policy makers
- Education marketing

Types of qualifications and learning opportunities

Support
- Funding
- Technological
- Quality assurance and enhancement
- Knowledge management

Framework for Higher Education Qualifications FHEQ
Quality Assured Learning Learning QALT
National Qualifications Framework NQF
Qualifications and Credit Framework QCF
Scottish Credit and Qualifications Framework SCQF

Adaptability
- Flexibility
- Advice and guidance
- Progression
- Achievement record

Learning opportunities and standards are quality assured by

Portability
- In UK
- EU
- Other

Learning and qualifications are organised into frameworks

Principles
- Features
- Results
- Application
- Transferability

Higher education
- Degree
- Masters
- Postgraduate studies
- Doctorates

Lifelong learning
- Adult and community learning
- Company training
- Voluntary sector
- Older learner

Education and training
- GCSE
- A Levels
- Skills
- Welsh Baccalaureate

Recognition
- Learners
- Employees
- Parents
- Society

GMA
CGFW
DCSLLS, CfA, CGA and SOGQ partnership