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PROJECT BG051PO001-7.0.07-0048-C0001

“Without Borders in Employment”

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UK EXPERIENCE IN THE FIELD OF ACTIVE INVOLVEMENT IN EMPLOYMENT OF YOUNG PEOPLE UNDER AGE OF 29

(Unlocking the Vice of being NEET)

Opening doors for Young People in the UK not in Employment, Education or Training

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Chapter 1:

Historical context of youth unemployment in the United Kingdom

A Brief History of policy and legislation up to 1979

From a historical viewpoint, the UK has been creating youth employment policies from the earliest days of our modern liberal democracy, the first of these being the 1833 **Factories Act**. This act was specifically designed to protect the youngest and poorest children from exploitive work, especially in dangerous places such as mills & factories. The 1871 **Pedlars Act**, which is still in force, made it a criminal offence to employ any child under 17 for selling door-to-door. Then in 1878 the **Factories and Workshop Acts**, complemented school attendance requirements by raising the minimum age of employment to 10 years. It also restricted the hours children under the age of 14 could work where they were allowed to do half the normal working day completed by adult workers.

However, the basis of the current regulatory system of child employment was established in the 1933 **Children and Young Persons Act** together with the 1920 **Employment of Women, Young Persons and Children Act**. These acts impose general restrictions on the employment of children and enable a local authority to make bye-laws further regulating the employment of children. The regulations apply to all children of compulsory school age (i.e. up to age 16), but draw a distinction between younger (13 & 14 year old) and older (15 & 16 year old) children. Children are not allowed to work prior to the age of 13, except in certain theatrical or other performances, or to work on an occasional basis for their parents in light agricultural or horticultural work. All young people who work must first obtain an employment permit (signed by school and a medical officer) which should ensure that the job a child wishes to do will not have a detrimental effect on their development. Employers have a legal duty to inform their Local Education Authority that they have employed a school age child. Children may work for a maximum of 2 hours on schooldays and 2 hours on Sundays, 5 hours (for 13 & 14 year-olds) or 8 hours (for 15 & 16 year-olds) on Saturdays and a maximum of 12 hours each week. During school holidays children may work for up to 5 hours per day (13 & 14) or 8 hours (15 & 16 year-olds) on weekdays subject to a maximum weekly of 25 hours or 35 hours respectively. Children may not work for more than an hour before school, during school hours, before 7am or after 7pm, or for more than 4 hours without a break of more than one hour in any industrial setting (e.g. Factory or building site), or in any occupations prohibited by local bye-laws or other legislation (e.g. pubs, betting shops, or in any work that may be harmful to their health, well being or education).



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A range of tasks are prohibited, including work in factories, garages, warehouses, working from moving vehicles, ice-cream making, and generally performing tasks which are deemed to hinder the child's educational and social development. Those allowed to work (13-15 year olds) are prohibited from working between 7pm and 7am. On school days and Sundays they can work for no more than 2 hours, but on Saturdays and school holidays this is increased to 5 hours (for 13/14 year-olds) and 8 hours (for 15 year-olds), up to a weekly maximum of 25 or 34 hours respectively.

The 1961 **Factories Act** superseded earlier Factories Acts 1937-1959, dealing with health and safety in the workplace. It placed restrictions on the employment of young persons in relation to dangerous machinery, restricting the employment of young people in certain trades and processes. It also restricted the working hours of 15 & 16 year-olds and set out the days of employment allowed. The Act also provided for rules in relation to the employment of young people in processes involving lead, and specified the duration of meal breaks and rest-intervals. Many provisions are now repealed by subordinate legislation made under Health and Safety at Work etc. Act 1974 and the Employment Act 1989.

1974 Health and Safety at Work Act. Set up one comprehensive and integrated system of law dealing with the health, safety and welfare of workers and the health and safety of the public as affected by work activities. Also established a Health and Safety Commission and Executive that is responsible for administering the relevant statutory provisions under the Factories Act 1961 and the Offices, Shops and Railway Premises Act 1963.

It's very clear that all the proceeding legislation has been for the protection of children in certain trades and to restrict the type and amount of work children and allowed to perform under law.

The move away from the previous thrust of legislation to stop certain type of work and move to encouraging youth into employment came in 1975 with the **Job Creation Programme** which was introduced to create 15,000 temporary jobs for young people.

Following swiftly on from this in 1975 the Department of Employment introduced the **Recruitment Subsidy for School Leavers** (RSSL) which offered employers £5 per week for recruiting an unemployed school-leaver.

In 1976 the **Youth Employment Subsidy** replaced the Recruitment Subsidy for School Leavers and paid £10 per week to those employing any young person under 20 years of age who had been unemployed for more than 6 months. In the same year the **Work Experience Programme** was established to supplement the Job Creation Programme, and offered work experience to the under-19s, for which they received a training allowance instead of benefit.



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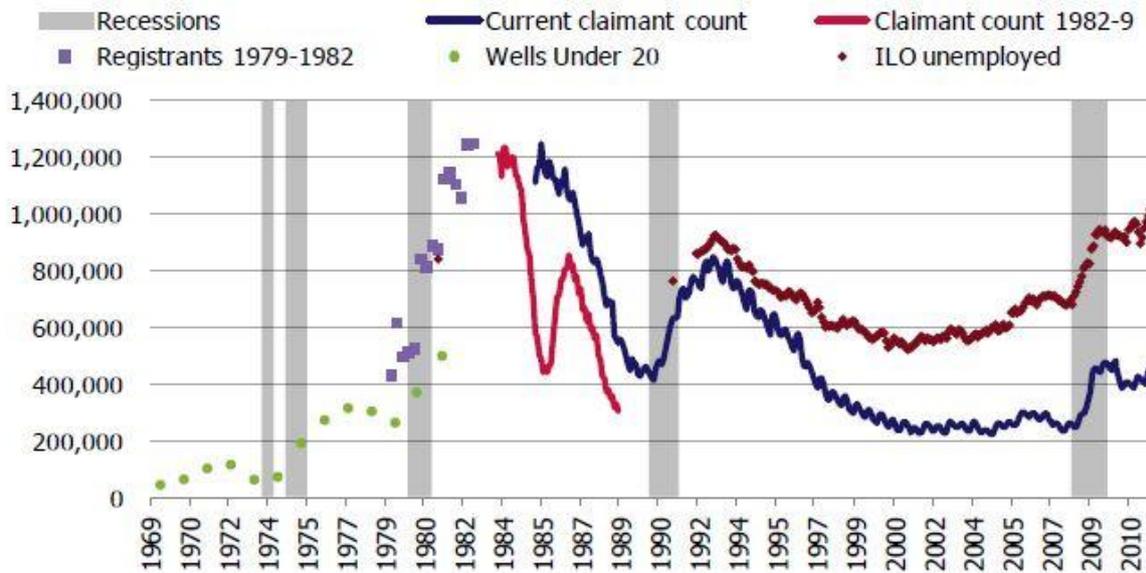
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In 1977, the International Labour Office report ‘Young People and their Working Environment’ was published. This highlighted the employment conditions of young workers, their low pay relative to adults, their poor career prospects, their experience of monotonous and menial jobs and their vulnerability to accidents in the workplace.

The final significant legislation prior to the election of the 1979 Conservative Government was the 1978 Employment Protection (Consolidation) Act, consolidating the majority of enactments made so far relating to the rights of employees. The exclusion of part-time workers from some employment rights was repealed in 1995 by Statutory Instrument (SI).

Policy and legislation immediately following 4 May 1979

As the graph below clearly illustrates, recessions have a direct and negative impact on unemployment figures, with substantial rises in unemployment and claimant counts.



Sources: Claimant Count, Jobcentre Plus Administrative System/ONS; Labour Force Survey, ONS; historical statistics, ONS.

However recessions are particularly hard on youth. The previous graph shows all unemployment on a downward trend and not reaching its lowest point until late 2007 with the start of the 2008 recession. The following graph highlights the more structural problem that youth unemployment has, showing a steady and inexorable rise since the late 1980s.



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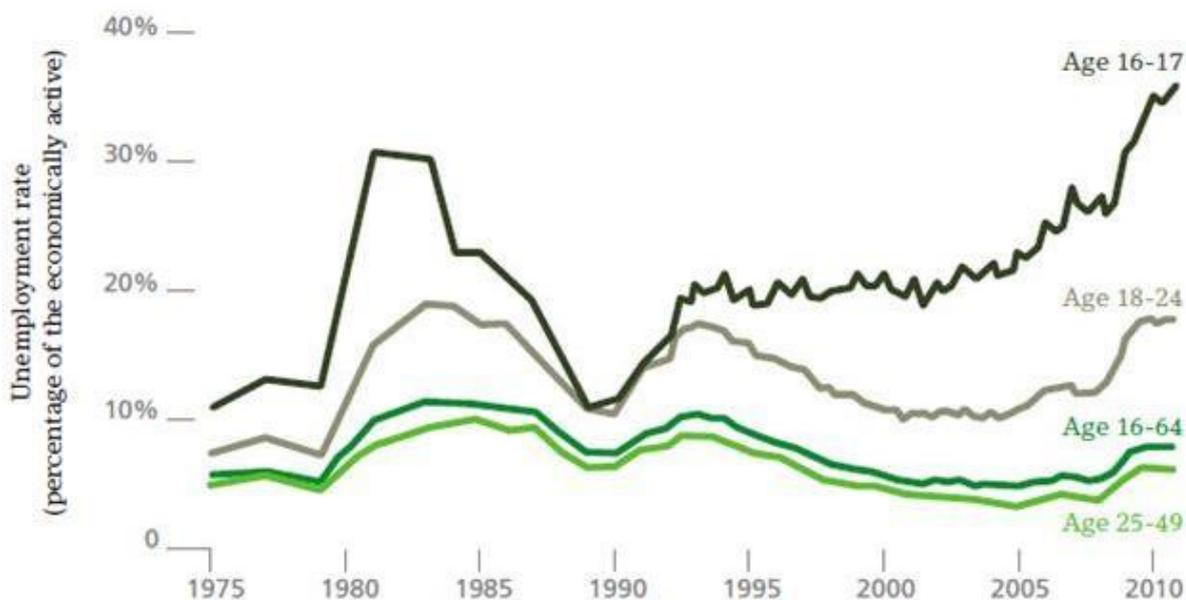
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GRAPH: UK Youth Unemployment 1975 to 2010

In fact recovery from recession in all of these periods has changed the youth labour market: the UK has not returned to the early 1970s norm of young people leaving school at 16 and immediately getting a job. Unemployment among 16-19-year-olds rose from less than 10 per cent prior to 1978 to 27 per cent by 1984. While the figure did fall to around 12 per cent by 1990 it has steadily climbed ever since. The improvement in the 1990s has not been associated with increasing employment for this age group but rather with a growing level of participation in government training schemes.

Education Policy under Thatcher’s Conservative Government

On 4 May 1979, a new Conservative Government was elected which, under Margaret Thatcher’s leadership, would start to make many radical changes to UK social policy, with ideology in the Conservative Party moving significantly to the right of the political spectrum. As with just about every other feature of the political environment, the ways in which education and youth unemployment was both thought about and tackled in the UK underwent revolutionary upheaval. Thatcher famously claimed ‘there was no such thing as society’: based on thinkers like Hayek and Friedman, the Thatcher policies towards social and economic welfare services revolved around markets and privatisation.

The Conservative Government employment policies of the 1980s hinged upon deregulation, flexibility of labour markets, and enabling the market to work freely. Unemployment levels, already high due to the rapid restructuring of the UK’s ageing industries, soared. More state attention was paid to youth unemployment with programmes such as YTS (Youth Training Scheme), and YOP (Youth Opportunities Programme).



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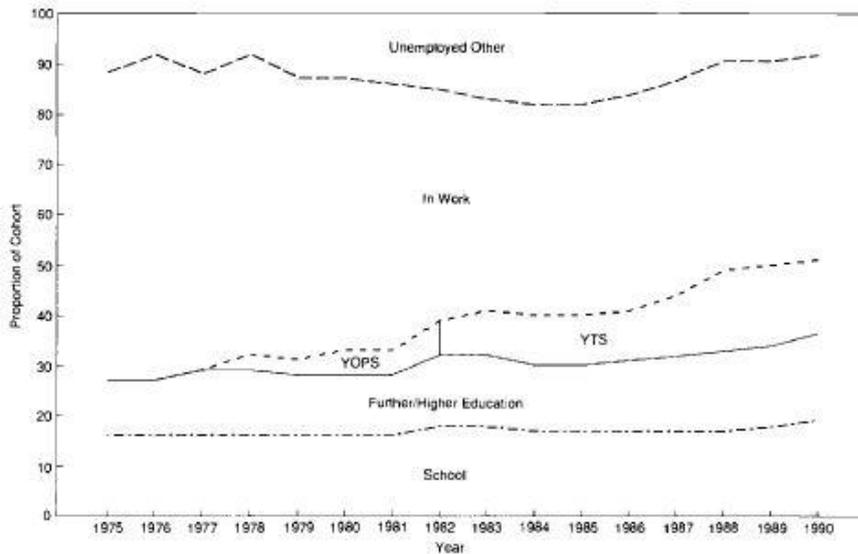


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When the Conservatives had been in opposition during the 1970s, the privatising of education based on the ideas of the right-wing ‘Black Papers’ pressure group had served as a key plank in their manifesto. Once in power, their 1988 Education Reform Act proved as radical as its 1944 predecessor. Its goal was to reinforce hierarchical schooling by subjecting it to market forces in addition to central government control.

Youth Employment Programs

In the 1980s, all young people from the age of 16 were within the scope of programmes run by the Department of Employment, including the Youth Opportunities Programmes and later the Youth Training Scheme (YTS). From the late 1980s, 16–17 year olds were moved out of eligibility for unemployment-related benefits and provided with a replacement guarantee of a training place (YTS or similar), which paid a training allowance. Entry to this system became managed by Careers Services, and was in place during the 1990s recession.



Economic activity of 16-18 year-olds, 1975-89

Source: Education Statistics for the UK (London HMSO)

The first major push of the 1980s to directly reduce youth unemployment came in 1982 when the Government introduced the **Young Workers Scheme**. This provided financial incentives (lasting one year) to employers to recruit unemployed young people less than 18 years of age. The subsidy was £15 per week if employers paid a wage of £40 to a young worker, but was halved where the rate of pay was between £40 and £45 per week.

The Careers Service role was replaced by Connexions in 2000 following the **Learning and Skills Act**. During the 1990s, the dominant feature of the youth labour market was a large expansion of learning participation among 16-17-year-olds. Employment programmes for 16–17-year-olds had disappeared. For those aged 18–24 the **New Deal for Young People**



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was introduced in 1998 with a commitment that those entering the later stages of the programme would have access to either full-time training and education or training combined with various types of work experience. Over the life of the New Deal, the training element reduced.

The current government has replaced the employment programmes for young people with the single Work Programme. The Work Programme builds on the last government's approach, but also allows access to training funded by other parts of government, such as through FE colleges and learning providers, which has not always been the case in the past. So while education and employment services have become increasingly linked, they remain separate for 18–24-year-olds. In contrast, support for 16–17-year-olds now focuses almost exclusively on education provision and remains separate to services for older young people.

Education policy under New Labour

In 1997, the newly elected Labour Prime Minister, Tony Blair, pronounced that ‘education, education, education’ was the core of the Government's social policy. However, ‘New Labour’ failed to deliver a real challenge to the Tories’ pre-occupation with standards, performance, measurement and testing. Labour kept the model of an array of schools, including trust schools, and the marginalisation of Local Education Authorities. In terms of higher education, Labour created a target of getting more students into university but created tuition fees in order to do this. UK government programmes aimed at helping young people into or towards the labour market have historically been characterised by a sharp divide between learning programmes (through the further education system) and employment programmes (which are contracted by the Department of Work and Pensions). Before the introduction of a national minimum wage in 1999, however, there were a number of changes to ‘low pay’ legislation that had direct consequences on youth employment. In the 2010 Institute for Government poll of 159 political experts, all agreed that the minimum wage was the most successful government policy in the past 30 years.

The Wage Councils & Low pay policy as a minimum wage reference point

One of the first of these measures was to change the existing mechanisms for collective bargaining and the minimum wage in low-paid industrial sectors. While this was not directly aimed at youth unemployment this change had far reaching consequences for them. The Government's reasoning for this type of change has generally been that greater wage flexibility in industry would lead to higher employment overall. Since 1909, the Wage Councils had been authorized to set a minimum hourly wage and terms of paid leave, which was extended in 1975 to include all basic terms of and conditions of employment in an



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industrial sector. The Government's **Wages Councils Act** of 1979 removed many of the 60 or so Wage Councils in existence, leaving only 26 at the time of their final abolition in 1993.

However, in 1980 the Department of Employment research paper ('Youth Unemployment', P. Makeham) found no relationship between youth unemployment and youth wages levels.

In 1981 the Government suggested that it was undesirable that school leavers should continue to have an independent entitlement to Supplementary Benefit and in 1982 indicated its intention to remove young workers from Wages Council protection.

By 1983 the Department of Employment research paper ('The Relative Pay and Employment of Young People', Wells) argued that relatively high youth wages were discouraging employers from recruiting young people. Followed eventually in 1986 by the **Wages Act**.

This repealed the 1979 Wages Councils Act, so under-21s were removed from Wages Councils' protection.

The 1989 Employment Act removed most of the restrictions on the hours worked by 16–18 year-olds in factories, mines and quarries, previously regulated by the Factories Act 1961, the Shops Act 1950, and the Mines and Quarries Act 1954. Rules regulating the employment of young people working night shifts were lifted even though this contravened the European Union (EU) Social Charter.

The UK finally adopted a National Minimum Wage Act in 1998 and established the Low Pay Commission (LPC) as an independent body in the same year, to advise Government on the national minimum wage.



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Chapter 2:

The Key Government Initiatives

Analysis of Government Schemes & Policy Response

Responsibility for youth learning and employment is at the borderline of three government departments in England – with the Department for Education (DfE) responsible for policy for 14-19 year olds in education and for those not in education or employment, while the Department for Business, Innovation and Skills (BIS) is responsible for training offered to those aged 18 and over; and the Department for Work and Pensions (DWP) responsible for those out of work and aged over 18.

Youth Opportunity Programme (YOP) 1978 - 1983

The aim of the **Youth Opportunity Programme (YOP)** was to offer unemployed 16 to 18 year olds opportunities of training and work experience that improve their prospects of obtaining a satisfactory permanent job at the earliest possible moment, providing a real and constructive alternative to unemployment.

School-leavers between 16-18 years old were identified as the principle target group. Any young person who was experiencing a year of unemployment would be offered a place under the YOP scheme. The YOP programme comprised several components: work experience on the employers' premises, project based work experience, training workshops, community service, employment induction courses, short training courses and remedial courses.

YOP intended to fight an increasing unemployment rate among school-leavers throughout the 1970s

Youth Training Scheme (YTS) 1983 - 1994

The YTD was a development towards all young people under 18 years of age being able to either continue on to further education or enter a period of planned work experience and training. The idea was to create transferable or general skills in the hope of creating a more highly skilled workforce.

Although essentially a training measure that subsidised the employment of 16–18-year-olds on condition that employers provided a minimum period of off-the-job training, one of the



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explicit aims of the scheme was to make young people more attractive to employers by lowering the wage expectations and, therefore, the wages of participants.

When the Youth Training Scheme was introduced in 1983, it was with the clear intention that it should function as a manpower programme, serving to enhance the training and employability of young labour market entrants. Great emphasis was laid on the acquisition of transferable skills, and each trainee was required to receive a minimum of three months' off-the-job training or relevant further education.

Initially, YTS involved one year of foundation training for school-leavers. A guaranteed place was available to all unemployed statutory school-leavers. In addition to work experience, preferably gained with more than one employer, there was a compulsory three months off-the-job training at a local college of further education or suitable training workshop. The emphasis was on the creation of transferable or general skills in the hope of creating a more highly skilled workforce. YTS2 was introduced in April 1986 and all 16-year olds were guaranteed two years of training whereas 17-year olds received only one year, and the off-the-job training component was increased from 15 to 20 weeks. The funding arrangements for YTS2 were also changed.

A funding mechanism was designed to encourage employers, typically larger firms with big annual intakes of school-leavers, to use YTS as a recruitment method for long-term trainees (i.e. apprentices). For example, for every two long-term trainees recruited through YTS, who were usually of employed status and to all intents and purposes on the first year of an apprentice-training programme, the employer could recruit another three additional YTS trainees.

As reported in 1995 by Bradley, The Youth Training Scheme (YTS), now the Youth Training (YT) programme, was in existence for 11 years.

Modern Apprenticeships

Britain has a very long tradition of apprenticeships, which actually came with the professional Guilds back in the Middle Ages. Since the mid-1990s, governments have been rebuilding the programme in an adjusted economic and institutional context. This has required state support, as has been the case in almost all countries with a sizeable apprenticeship programme. The level of state intervention has varied over recent decades, from levy-funded programmes via the industrial training boards in the 1960s and 1970s, to no support or intervention at all in the early 1990s. In response to concerns about skills shortages, especially at intermediate levels, in 1993 the Government announced plans for a new Apprenticeship scheme at Level 3 – Modern Apprenticeships: Level 2 Apprenticeships were



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introduced in 2000. The Modern Apprenticeship was focused almost entirely on occupational competence, and did not require specific technical learning.

Since 1997 a number of the programme elements have been reformed. The technical certificate was introduced in 2003/04 to explicitly require theoretical knowledge from Apprentices (and, implicitly, structured off-workstation training).

The Apprenticeships family was re-branded in 2004. The Apprenticeships blueprint was introduced in 2005 to provide updated guidance for Sector Skills Councils on how to define their Apprenticeship frameworks.

The result of these changes, coupled with the increased investment made by the Government since 1997, has been a major improvement in the number of Apprentices and in the quality of Apprenticeships. There were 279,700 Apprenticeship starts in the 2009/10 academic year in England, compared to 239,900 in 2008/09. Completion rates – which once indicated severe problems with recruitment practice and quality – have been transformed. 171,500 people successfully completed an Apprenticeship in 2009/10 compared to just 143,400 in 2008/09; completion rates were 74% in 2009/10 compared to only 37% in 2004/05.

In January 2008 a new organisation, the National Apprenticeship Service (NAS), was announced and officially launched in April 2009. The service was created to bring about a significant growth in the number of employers offering Apprenticeships.

The NAS has total start-to-finish responsibility for the delivery of Apprenticeships that includes: Employer Services; Learner Services; and a web-based vacancy matching system (Apprenticeship vacancies). This online system enables individuals to search and apply for live vacancies and allows employers, and their training providers to advertise their vacancies to a wide range of interested applicants.

New Deal For The Young Unemployed 1998-2002

After 6 months of unemployment, 18–24 years olds are mandated to enter a "Gateway period" where they are given extensive job search assistance. If they are unable to obtain an unsubsidised job, then they can enter one of four new deal options. One of these is a job subsidy (employer' option), the others involve full-time education and training, government provided employment (environmental task force) or voluntary work.

The programme is comprises several parts, with different options offered to different groups of the unemployed. The new deal for young people is compulsory for all those aged 18-24 who have been receiving the jobseekers allowance for more than six months. Initially,



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individuals enter a "Gateway" period, where they are assigned a personal adviser who gives them extensive assistance with job search. If the unemployed person is still on Job Seeker's Allowance (JSA) at the end of the gateway period (formally a period of four months), they are offered four options:

- i) entry into full-time education or training for up to 12 months for those without basic qualifications (with no loss benefits);
- ii) a job for six months with a voluntary sector employer (a wage or allowance is paid that is at least equal to social assistance plus £400 spread over six months);
- iii) a job on the environmental task force (a wage or allowance is paid that is at least equal to social assistance plus £400 spread over six months);
- iv) a subsidy to a prospective employer for six months, with training for at least one day a week (£60 per week is paid plus an additional £750 training subsidy spread over six months).

If an option is refused, the claimant is liable to suffer a benefits sanction. Initially, sanctions take the form of withdrawal of benefit for two weeks, and further refusal may result in repeated four-weekly withdrawals. Individuals returning to unemployment within thirteen weeks after leaving an option go onto the follow-through program of job assistance, which is essentially the same as gateway.

Working Neighbourhoods Fund

In response to the onset of the recession, the Labour Government created the Working Neighbourhoods Fund (WNF), which aimed to streamline funding to the most deprived parts of the country. The WNF approach increased the scope for local authorities to deliver youth employment services, by implementing strategic targets in a more joined up manner. Through Area Based Grants, local authorities and partners were given the flexibility to allocate funding resources to whichever scheme it prioritised. Nonetheless, one criticism of the WNF's approach was that youth unemployment had to compete with other priorities, which often meant that youth unemployment was not always the top priority.

Future Jobs Fund

In 2009, the Labour Government launched The Future Jobs Fund (FJF), as part of the Young Person's Guarantee. The FJF aimed to provide around 150,000 six-month work experience contracts for young people with predominantly local authorities and voluntary and community sector organisations. The FJF represented a shift in emphasis towards a demand-side approach by targeting those between the ages of 18–24 who had been on JSA



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for at least six months. On the whole, out of the 105,222 participants on the FJF programme (between 2009 and 2011), 43% of participants obtained a job outcome after FJF, the majority of cases being with the same employer.

The ‘Work Program’

‘Work Choice’ - October 2010

Work Choice is a specialist employment programme for people living with disability who need more help to find and keep a job. It was introduced in October 2010, as a specialist employment programme for people with disability who need more help to find and keep a job. Government provides money through the ‘Access to Work’ scheme towards the extra costs that will help a person with disability do their job, beyond what it is reasonable for their employer to meet.

‘Special Educational Needs’ is an umbrella term for an aspect of UK school education focusing on students primarily with learning difficulties and/or disability. In school documents, it is abbreviated to ‘SEN’ / ‘SEND’ - it is also commonly interchangeable with ‘Inclusion’ and ‘Narrowing the Gap’ as broad terminology. The term covers specific learning difficulties such as dyslexia and ADHD, pervasive disorders such as autism and physical disability such as visual impairment and hearing impairment.

Across the UK school education systems, provision for SEN is widely varied with a ‘mixed economy’ of ‘learning support’ teams based in mainstream schools, specialist schools offering permanent placements and pupil referral units offering temporary placements for students subject to formal exclusion and requiring further assessment.

All schools are legally obliged to maintain a Special Educational Needs Coordinator post or equivalent position. It is the only mandatory position other than the head-teacher / principal position. There is also an SEN Code of Practice, originally published in 2001, that provides non-binding guidance on how provision should be shaped and maintained.

Employment and Training Policies for Youth with Disabilities

On 9 June 2011 the Chief Executive of RADAR, the UK’s largest disability campaigning organisation, completed an independent review of the government’s specialist disability employment programmes, published in ‘Getting in, staying in and getting on’. The review examined how more people with disability could be helped into work within the available funding.



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Youth Contract April 2012

This new programme is focused on the most disengaged 16 and 17 year olds by getting them back to school or college, onto an apprenticeship scheme, or into a job with training. It included extra funding for apprenticeships through a £50 million programme to help persistently NEET 16 and 17-year-olds

The Youth Contract is open to all businesses, including those that already employ large numbers of young people (like retail and construction) and emerging sectors (like the green economy, creative industries and ICT).

The nature of Political Failure in Initiatives to address Youth Unemployment

There is a number of areas where there has been pronounced Government activity over the last 34 years since the accession of the Conservative Party to power in April of 1979, and youth unemployment is certainly one of these. Even when the baseline figures are coming down when economic growth is prevalent, in the UK this has also gone hand in hand with a widening gap between people at the top and bottom of the economic scale. This has made an impact on the employment prospects for those with young people that have not succeeded in education and so there is always a challenge to address unemployment for those under the age of 29 and with few prospects that have been increasingly detached from the economic mainstream.

Whenever a new initiative is made like the ones mentioned in this paper, there appear to be factors beyond the control of that initiative – though not necessarily beyond the control of the politicians. Often, time is a primary factor in this.

Political opposition will always try to get a message across through policies that are not delivering results, and the figures for youth unemployment are often poor, especially in relation to the overall economy. The published figures can be an ‘easy target’ for politicians opposing the Government of the day. The media can often reinforce this with photographs of disaffected young people and stories that paint powerful images of a ‘wasted generation’.

The UK media also have a role to play in the expression of expectations that come with new initiatives. The media use emotion to present stories: the Government of the day will also present initiatives in a way that implies the new policy is a ‘key’ to unlock the problem. This leads to heightened expectations that are likely to be impossible to meet and could doom an initiative to ‘failure’ on these grounds alone.



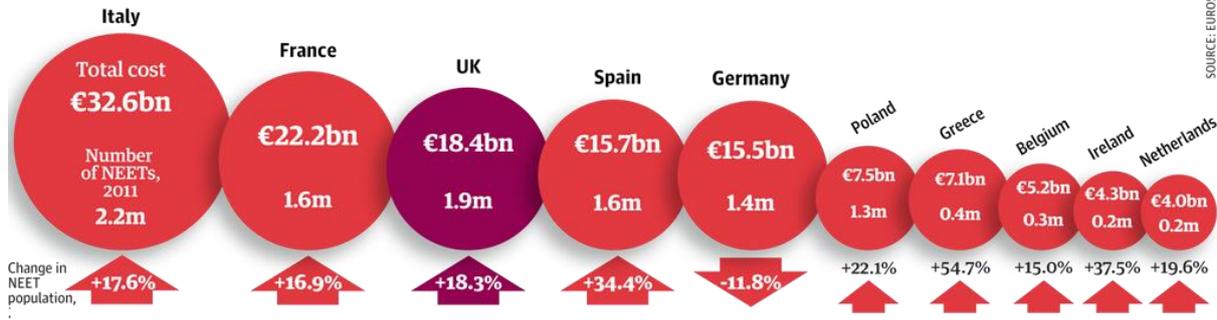
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Young people not in employment, education or training

The total cost and number of Neets in 2011 plus the change in Neet population from 2008



Governments are also aware of the cost of youth unemployment, and are often desperate to bring these costs down. The table above shows the EUROSTAT figures from 2008 when it was estimated that young people who were not in employment education or training cost the Treasury €18,400 million over the year. This is a very high figure, even if the figures were higher for Italy and France, which both have similar levels of population as the UK. The figure was also increasing at a rate of 18.3%, so it was destined to get worse, and indeed had been getting worse for the previous five years.

This leads to pressure on a Government to act – possibly in haste – before the current initiative has had time to be established. It is this Government haste and impatience that is often documented by stakeholders as being a curse on addressing youth unemployment.

One of those stakeholders, the UK Commission on Education and Skills, have created a graphic to represent the number of initiatives launched at around the same time. Their research indicates that these bury employers in complicated options and simply do not help. Employers have complained that branding and rebranding exercises are far too common in practice, and they appear to usually sow confusion rather than enlightenment. Schemes can be changed and withdrawn without prior notice, and this damages employer goodwill.



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2009

2010

2011

Apprenticeships – A priority for the last Government and continues to be a priority for this Government. The offer of support includes coverage of full training costs for 16 to 18 year olds, 50 per cent coverage for those older and vacancy filling support

Apprenticeships Grant for Employers - £2,500 per apprentice

Now ended, this was a short term project that took place between Jan and Mar 2010

Routes into Work – sector specific pre-employment training. Began in November 2009 and will be built on by forthcoming ‘Service Academies’

Graduate Talent Pool – a UK wide online clearing house that matches internship vacancies with appropriate graduates.

Backing Young Britain – Non-graduate internships delivered by Reed in Partnership. Has been rebranded as.....

.....the ‘Work Experience Programme’. Contracts are due to end July 2011 but a new offer has recently been announced

Graduate internships – Supported by HEFCE in England and other funding bodies in the devolved nations and local areas. HEFCE funding is due to end in March 2011 whereas schemes in Scotland and other areas will continue.

Future Jobs Fund – An intermediate Labour Market Programme

Due to End in March

Recruitment Subsidies – Once part of the six month offer

Cancelled in July 2010

Flexible New Deal and New Deal for Young People – Active labour market programmes offering training, advice and support. Will be replaced by the.....

Work Programme roll out summer 2011

Local Employment Partnerships - Jobcentre Plus form a partnership with local employers offering a steady stream of job ready candidates

....have been ‘mainstreamed’ into standard JC+ practice



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UKCES are clear that their research indicates employers seek simplicity as the key to employer belief in government initiatives. Because of the many different offers on the table, indicated in the Table above, some containing several elements, and the fact that some offers were withdrawn or changed without much notice, it is very hard for employers to keep track of the initiatives available.

For instance, the withdrawal of the Government's Recruitment Subsidy over the summer of 2010 with little or no communication was a case in point. The branding and re-branding of 'Backing Young Britain' into the 'Work Experience Programme' was another. 'Backing Young Britain' was a term that referred to an overall publicity campaign and pledging activity where employers would sign up to offer jobs, work experience or apprenticeship places. However, 'Backing Young Britain' also referred to a specific work experience programme that was rebranded as the 'Work Experience Programme'. The changes brought considerable confusion so just a handful of civil servants were sure of what was happening.

The 'Backing Young Britain' website contained a simple summary of the three offers available: (a) Apprenticeships, (b) Work experience internships, and c) Job-ready candidates. The sub-elements were available beneath these three headings, so this was positive engagement with a simple visible interface. However, the 'Backing Young Britain' website, a strong asset for this reason, was taken down as a part of the re-branding, so there was no single place where employers could find the total support available to them when recruiting, whether it be for apprenticeships, work experience, or full-time jobs.

So, the initial offer was complex with multiple strands: this was bad enough, but these complex strands also changed, multiplying the complexity throughout the (relatively short) lifetime of the offer.

Employers who are aware of the support available generally feel that it is comprehensive, but that there are many different elements and probably too many organisations involved. Employers are also disengaged by bureaucracy, whether it is perceived or real, around the many different initiatives.

The haste in drawing up initiatives, and more especially in amending them, reflects another weakness that can lead to failure, one that this report returns to several times, and that is the lack of frameworks for effective coordination. Obviously, making the transition from school to work can be difficult for many young people, and particularly so for those most likely to experience long-term unemployment. However, as the Work Foundation in the UK point out, no one agency is responsible for young people over this period. While there is often support



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available, it is too frequently poorly coordinated with inadequate directions for users.

Furthermore, the failure of co-ordination happens at both national and local levels.

At the national level, no agency tracks or has responsibility for young people as they leave the remit of the Department for Education and either enter work, further or higher education, where it is one Ministry, or unemployment and possible inactivity, where it is the remit of the Department for Work and Pensions. This means policy is not sufficiently joined up nationally as this framework means there is no minister with a remit for youth employment.

Achieving coordinated policy can be difficult. Departments are often unwilling to give up responsibility, and there are concerns that putting in place new structures will risk destabilising those parts of the current system that work well. That concern is fair, but there are models in other areas of government that are seen to be successful as coordinated initiatives.

The Cities Policy Unit, for instance, resides in the Cabinet Office. The Unit is charged with negotiating deals between cities in the UK and central government offices. To do so, it has to strike deals between several government departments – a process that often requires them to give up powers. It is led by an established politician who already held the remit for decentralisation before adding cities to the responsibility. So far, the Unit has been successful in negotiating quite a few deals with a number of UK cities.

So, it is possible to develop coordinated initiatives at the higher levels of government, and many stakeholders in the youth unemployment debate here in the UK, including employers, strongly believe that this is necessary for their area of concern as well.



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Chapter 3:

The factors required for successful Government initiatives addressing youth unemployment

Making the Labour market the Key Priority

In August 2011, the government launched a new initiative that invited providers in the further education and skills sector to prioritise the labour market - focused training that will engage more people who are out of work and help them develop skills that will support their progression into employment. The subsequent assessment and report by OFSTED; ‘Skills for employment July 2012’ discovered:

Two thirds of the providers involved identified that direct marketing to Jobcentre Plus was the key to increasing referrals to their provision for the unemployed. However, the time and resources required to attend their offices and work with Jobcentre Plus staff were not always rewarded with a higher number of referrals. The quantity and the appropriateness of the referrals to specific courses that would meet participants’ needs often varied considerably between different Jobcentre-Plus offices.

Providers generally used labour market information well to identify local need, often in collaboration with Jobcentre Plus. The most common vocational areas selected were retailing, customer service, hospitality, care, construction, stewarding and security. The characteristics of the particularly effective provision seen included:

- The development of close working partnerships with Jobcentre Plus to increase referrals, especially referrals to short vocational courses
- The capacity to respond quickly to requests for short provision from employers and other partners
- The effective use of the qualifications credit framework to develop accredited vocational training especially at level 2, often in subject areas new to participants
- The development of short vocational courses, especially when linked to an employer’s specific recruitment drive, that developed participants’ basic vocational skills to good industry standards
- Purposeful work experience that enabled participants to develop their skills in a real work environment and gave them an opportunity to show the employers their skills and potential
- Collaboration with employers to design training in job-search skills focusing on CV writing, interview skills and using websites to identify relevant job vacancies
- Community-based outreach work to increase access to provision for those in greatest need, such as developing links with housing associations, probation trusts and other



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specialist agencies, creating high street ‘drop-in’ venues and providing buses to transport participants from rural or other isolated areas.

According to the data available, between August 2011 and April 2012, progression to employment had a rate of 27% on bespoke programmes linked with individual companies looking to recruit staff. The most successful provision in getting people into jobs involved bespoke programmes set up in collaboration with Jobcentre Plus, local authorities, Work Programme providers or employers. Short vocational training programmes typically led to either a work trial or guaranteed interviews linked to specific vacancies.

The balance of evidence from the Department for Innovation & Skills report: **Youth Unemployment: Review of Training for Young People with Low Qualifications** does enable us to identify those factors that appear to be particularly important in successful provision:

Provision should be tightly targeted by:

- Qualification level – specifically, those with qualifications below Level 2
- Time spent out of work or learning – caution is advised against arbitrary qualifying periods, but would suggest targeting those who have been outside learning and work for at least three to six months
- Age – as benefits may be greater for those in their twenties than in their teens

Provision must have a strong focus on supporting transitions to employment. Specifically, this means that:

- Training should as far as possible be workplace, rather than classroom, based.
- It should reflect local labour market needs. There may be a role for Local Enterprise Partnerships, Employment and Skills Boards (where they exist) and local Chambers of Commerce in specifying these.
- Employers should as far as possible play a role in the design and delivery of provision.
- Support to make the transition into work should be built in (and aligned to other available sources of support).
- It should include support for building key employability skills – including time management, confidence building, as well as addressing literacy and numeracy needs.
- In particular, the Department should consider how training for this group could be used as a stepping-stone to an apprenticeship.
- The Department should also consider greater use of ‘payment by results’ to ensure that providers are rewarded for achieving key outcomes.

Provision should as far as possible be small in scale

- It should be designed and commissioned locally
- Time spent on provision should be limited – the recommended length of intervention is considered alongside the risks of participants being “locked in” to provision
- Where appropriate provision should address wider barriers to employment

Linked to this, training for this group must be joined up with other available support.

Providers have a key role in ensuring that participants are directed towards, and encouraged to engage in wider specialist support. Provision should also include an assessment of wider



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needs early on, and a process for ensuring with local partners that these needs can be met. For those with multiple needs, this should include ensuring that there is always an assigned case manager to co-ordinate additional support.

As far as possible the rolling out of any provision is timed for any recovery in economic prospects. Should there be an appetite for testing approaches, the provision for this should be made in 2014 given the current economic indicators.

Lastly, any approach should be designed to allow full evaluation of impacts. Critically, this also means ensuring that impacts are measured over the medium to long-term.

Securing a Supply of effective Information, Advice and Guidance

Coordination is a theme that reappears often in any analysis of employment services for young people, and improvements in coordination as a policy aim have proved to be significant for skill training institutions when they are wishing to provide information, advice and guidance to young people under their charge. Good quality information, advice and guidance as a practical means of support for young people has been widely recognised as an important factor in stopping individuals from becoming – and ceasing individuals from being – not in employment, education or training.

While it has sometimes in the past been a way of finding a way through the next transition or crisis point, for longer-term unemployed in particular, it can be more highly effective when it is embedded in broad programmes of support in skills and training institutions. Practitioners in colleges can benefit from re-developing strategies for outreach and providing continuing professional development support for tutors. Now that there are systematic opportunities to develop the professional practice of the sector, and a stronger focus on ‘learning about the ways that learners *develop*’ in teacher training programmes, the government can rightly feel that there is less need for perpetually taking initiatives.

Robust strategies for providing information, advice and guidance can open the door to earlier work on prevention, to help children develop a ‘sense of where they are going’. Family and intergenerational learning is recognised as an important strategy, along with monitoring young people’s experiences with transition when they were at school. These probably took place between infant and junior, as well as between primary/middle and secondary schools: it would be interesting to know how these transitions might be impacting on their resilience when making transitions at 16 years of age. One suggestion for further research has been raised to explore whether the number of moves during school years brings different impact levels when young people go through transitions at the age of 16.

There is also a significant transition when a young person reaches 18 years of age regarding the information, advice and guidance they receive as they potentially move from being a part of Connexions to registering with Jobcentre Plus. Their approaches can be significantly different as Jobcentre Plus is oriented towards adult young people, and data sharing between the two services as



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a way to facilitate the transition has not always worked very well.

connexions

The best start in life for every young person

Research carried out by the Learning and Skills Improvement Service on coordination between skill training institutions and both of the employment service agencies, Connexions and Jobcentre Plus, indicated that this could be an important issue for the institutions: they stated a high degree of benefit from the services of both agencies, and are motivated to be ever more clear about the precise nature of the services provided by each agency, actively seeking more information for themselves and clearer advice on how to apply the services in the context of their institution.

When duplication of effort between the agencies has been identified in tracking and working independently with the colleges, proposals have been swiftly developed, such as one in Worcestershire to establish a single commissioning process for services for 16–24 year olds. It has been estimated that the single process could result in 20% administrative efficiencies and 10% efficiencies across the costs of the whole programme.

In another example, a single employment programme has already been developed for unemployed people in Lewisham in which all national, regional and local funding streams have been pooled to enable local needs to be effectively targeted and met. This work suggests that an increased focus on incapacity benefit claimants in this local area could achieve savings of several million pounds.

There is scope to learn and share the practice from these examples more widely to inform the design of more integrated approaches to the provision of information, advice and guidance for people who are not in employment, education or training.



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As can be seen from the images provided here, there has been a great deal of effort made to present Connexions in a youthful, vibrant and upbeat way that may attract young people. This is a crucial element in making the communication work with the beneficiaries of the Connexions scheme. There is less scope to make such a focused marketing strategy for Jobcentre Plus as this agency service applies equally to adults as much as it does to young people, and this may need some thought.



Does the lack of capacity to market to young people make Jobcentre Plus seem more remote, or does the work of Connexions already ease the way for transition to Jobcentre Plus? The evidence is not clear yet, though there is a hypothesis that says for many young people the work of Connexions eases the path. However, for young people who are hardest to reach and are more likely to be not in employment, education or training, the transition is a real barrier that needs attention with steady information, advice and guidance.



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Chapter 4:

The importance of local implementation and political cooperation

Local Government and Local Public Bodies

Context

The Coalition Government has set out to tackle the UK's economic deficit through a mixture of cuts to public finances, and incentives for growth and job creation. The bulk of government policy has had these dual themes at their heart. The welfare reform agenda seeks to reduce the costs associated with welfare and move people from welfare into work. The cities agenda, as highlighted in the City Deals, seeks to enable growth, competitiveness and job creation through decentralising powers to city governments. The agenda for economic incentives, as provided through Local Enterprise Partnerships, Enterprise Zones, and the Regional Growth Fund, seeks to pave the way for growth through tax breaks and other incentives for the private sector.

The approach of the Coalition Government (in place since May 2010) to regeneration and economic development differs markedly from that of the previous Labour administration. Where the previous focus of policy was upon geographical areas of disadvantage and deprivation, the emerging focus is one of people and growth. The emphasis on regeneration, a term that in itself has lost significant credibility, has shifted from an area-based focus with special funding to narrow gaps in economic and social inequality towards one where the emphasis is on providing incentives and flexibilities to maintain and stimulate growth. Politicians and policymakers would argue that both approaches have negative aspects to them. The area-based approach did not have that much success in attracting jobs and growth opportunity to the most deprived localities; it certainly did not reduce gaps in economic output between different parts of the UK. The growth and people-based approach may simply exacerbate inequality, as those localities with the ability to mobilise their communities and apply the growth that already exists, are the ones most likely to take advantage of incentives for private-sector development.

A key consequence of recession and the emphasis placed upon rebalancing, whether intended or unintended, has been the significant growth in unemployment particularly amongst young people aged 16–24. As the deficit has deepened, the private sector has ultimately not been able to grow rapidly enough to supply the jobs required by the increase



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in demand. Intervention to tackle unemployment has come in the form of providing incentives predominantly for the private sector to secure job outcomes. Operating on a payment by results basis, the flagship Work Programme pays prime contractors to move people usually from Jobseekers Allowance (JSA) into work. This has been followed by the Youth Contract, another means of providing the private sector with incentives to create jobs, this time for young people. The growth agenda, and the Work Programme in particular, is a stimulus-driven approach to economic development. In many ways, it goes against the grain of the localism agenda by offering centrally driven approaches to tackling unemployment. The initiatives are not necessarily reflecting local need and individual circumstances, and have a heavy emphasis on the private sector as the driver of growth.

Addressing the challenge of youth unemployment in particular, there is a need for a much more effective balance between centralised policy that is directed towards growth, and facilitating localised intervention that reflects the local economic base through the skills and knowledge of those in local government and other public authorities.

Localised Intervention

There are provisions within the **Localism Act** around powers for cities to promote economic growth, such as City Deals and through the introduction of Local Enterprise Partnerships who have a remit to create employment opportunity. However, there seems to be very little connected thinking between these localised approaches when applying demand-focused programmes such as the Work Programme.

Reflecting on the historical path towards contemporary youth unemployment policy highlights an interesting dynamic. Under both Labour (1997–2010) and Coalition (2010–) Governments, there has been an emphasis placed upon top-down and centrally driven intervention, with a degree of local authority involvement as facilitators of grants, and voluntary/community organisations as providers of specific support to claimants. The driver of policy has often been the Department for Work and Pensions in conjunction with Jobcentre Plus with an increase in the involvement of the private-sector as employment brokers as policy has moved towards more of a payment by results basis and a demand-side basis. This shift is reflected in the illustration below:



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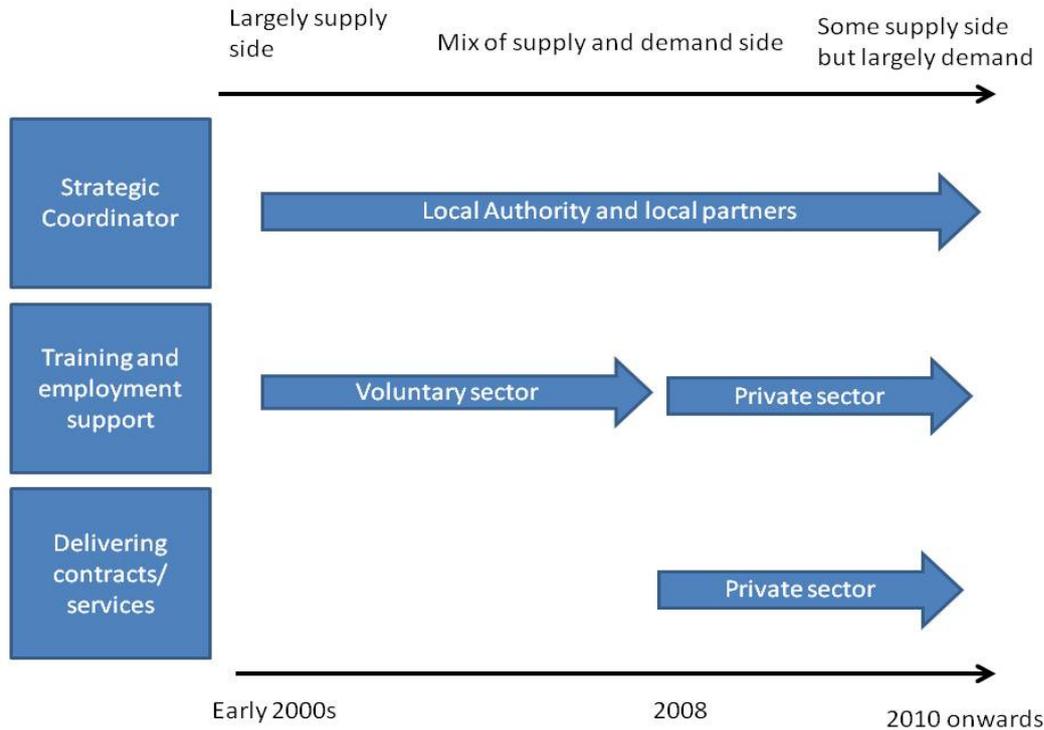
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The changing nature of youth unemployment intervention



This highlights that the gradual shift in the youth unemployment policy landscape, from supply side towards demand side intervention, has had a significant effect upon the role of key policy organisations. Overall, the role of the local authority has remained static, whereas the private sector has taken over the voluntary and community sector’s role in providing targeting and training. Furthermore, the direction of the arrows indicates a change in their relationship, emphasising a shift from a ‘supply side’ towards a ‘demand side’ approach. This is underpinned by a change in the macro-economic policy being adopted by Labour and Coalition Governments, as exercised through the relative degrees of faith in markets to lead the economy out of recession.

Local Authority Supply-side interventions:

Working in Partnership, Local authorities are generally working in partnership with private, voluntary and community-sector as their prime contractors and sub-contractors, to ensure that employment support delivery is framed within local priorities and strategy. They also provide strategic advice and directives on the types of tailored support specific client groups require through Work Programme delivery. This helps to ensure that young unemployed people receive the right level of support and services.

Integrated services: Local authorities are tackling youth unemployment by providing informal youth employment support services, such as job searches and CV clinics, through



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existing provision (e.g. they are bolting employment support onto the activities of ‘one-stop shops’, sitting alongside wider advice around revenues, and providing direction towards wider support such as training.

A major barrier towards tackling youth unemployment is long-term intergenerational worklessness. In response, local authorities are tackling this problem by working with parents as part of community budgeting and other integrated service initiatives. By involving parents in the journey young people take towards finding employment, young people are able to receive internal support from family networks, which reinforces the formal advice provided by youth unemployment services, support and training.

Raising aspiration and the value of work: It is important that the minimum wage for apprenticeships provides a greater incentive than the existing level of support provided by the Jobseekers Allowance. To resolve this inconsistency, one response by local government has been to educate young people about the future financial rewards that apprenticeships and entering the labour market in the long term has to offer.

Demand-side interventions

Employer engagement: Employer engagement is an essential aspect of demand-side policy responses to youth unemployment, since the private sector is a direct source of jobs and can also provide training. Local authorities have therefore had a role in developing strategy around employer engagement and supporting the link between claimants and Work Programme providers.

Apprenticeship subsidies: An additional demand-side response from local government has been to directly subsidise apprenticeships for young people. This approach often involves the local authority paying half the wages of an apprentice, with the private sector providing the other half. In some localities, through procurement frameworks, the subsidy has been met in full on occasion. This has usually been met by suppliers that seek to create apprenticeship schemes able to maximise the local economic benefit of construction.

Linking young people to growth: Local authorities are seeking to address youth unemployment by capitalising upon potential employment growth opportunities provided through Enterprise Zones. As part of employer engagement strategies, local authorities have a role as a conduit between growing business, apprentices and young people.

Supply/demand interventions

Through regeneration initiatives Involving young unemployed people in major regeneration projects has worked well in some local authority areas; this has largely come through the



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implementation of training and recruitment agreements negotiated with a developer. A similar mechanism involves adapting procurement law to exercise community benefit clauses that create future opportunities, subject to conditions of awarding public contracts.

The Voluntary Sector in the United Kingdom

The role of the UK Voluntary Sector in implementing social and economic policy

Context

Long before the welfare state came in 1948, the voluntary and community sectors (VCS) had been delivering critical services to the public. The history of the VCS role in the delivery of public services, has been seen as pivotal, if complex, in shaping ideologies, values and institutional structures. The role has been shifted by the advent of the welfare state, and how the VCS have subsequently moved to deliver either different services, or 'public services' under grants or contracts from statutory commissioning authorities. Their role in some spheres - schools, health, social housing, employment support - is now highly influenced by the public sector, influences that continue to change with each passing government.

Increasingly, government and public-sector services are outsourced to private companies or the voluntary and community sector to deliver. There are private companies running prisons, or voluntary organisations like Age UK running day centres. These are public services that are now delivered by a mix of private, voluntary and public sector organisations. This is called a 'publicly funded market', changing the role of statutory agencies from being providers of services to being commissioners. This market is then managed through a mix of incentives and funds to enable competition and collaboration.

Compact: The New Labour years heralded a substantial increase in public service funding of the VCS. This change was levered in through a surge in contract income to the sector throughout the three Labour Governments between 1997 and 2010. At the same time, a decrease in grant-making took hold as relationships became subject to procurement competition and greater formality. A new role for the VCS was outlined within the Compact agreement between VCS and the state, agreeing a code of behaviour for their relationships. The Compact was established to redress the asymmetry of power between funder and provider, and made clear that there was a strong and vital role for the VCS as a provider of services, and as a partner in the commissioning cycle. Alongside the Compact came new funding initiatives to encourage innovation, and build skills and infrastructure in the sector - recognising it as an important part of the nation's economy and social fabric.



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Commissioning: In 2006 two significant Bills were brought in: The Charities Act 2006 and the Public Service Contract Regulations 2006 (since updated in 2009). Central Government increased the presence of the VCS in central policy by the advent of the Office of the Third Sector (now the Office for Civil Society) - replete with its own minister - within the Cabinet Office. At the time, a Government spokesperson said: “The emergence of the Office of the Third Sector, bringing together responsibilities then held in the Home Office and Department for Trade and Industry, has both crystallised the development of government policy, and encouraged us to engage with that process of policy development’.

By 2009/10 (the most recent data available from charity accounts, presented in the 2012 Civil Society Almanac, published by the National Council of voluntary Organisations [NCVO]), the VCS were delivering £13.9 billion of public services. This income was received in the form of £10.9 billion worth of contracts, and £3.0 billion worth of grant funding, it is expected to decrease over the length of the current spending review (lasting until 2015), This income from statutory sources accounts for about a third of all income into the VCS.

In this era of commissioning and the Compact, ambitions of 'partnerships', 'intelligent commissioning', and 'user-involvement' all fed into the personalisation agenda. This is intended to create vastly improved outcomes for users by empowering them to a greater role in choosing and enabling their own care and support, and the outcomes it should seek to achieve. This has shifted the emphasis to ‘commissioning services from the sector’, as opposed to ‘simply procuring services or providing funding to be used by organisations at their discretion’.

These phrases and ambitions reflected an understanding that:

1. Public services were relatively inefficient, and increasingly stagnant (the Office for National Statistics quotes a 20-30% rise in private-sector efficiency between 1997 and 2007; at the same time, public sector efficiency decreased by over 3%);
2. A plurality of expertise in users, families and carers, providers and communities is applicable for creating better public services. This continues the trend away from the public sector as both the governing and delivering body of public services.

The development of the Voluntary Sector activity in addressing youth unemployment

The argument for involving the private and third sector in the delivery of employment services to young people is that the public employment services do not have a monopoly of wisdom and particular groups may have specific problems (mental health conditions, drug and alcohol problems) where the private and third sectors have special expertise. In one



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sense the approach is determinedly non-ideological, ‘what matters is what works’, although many critics have seen the policy as straightforward privatisation driven by a commitment to market fundamentalism.

The **Community Enterprise Programme (CEP)**, which became the **Community Programme** in 1982, offered up to 60,000 places for the unemployed aged 19–24, with a total target of 130,000 jobs by 1984 for both programmes. The principal objective, as with the earlier schemes, was to provide temporary employment of “community benefit” to people aged 18 or over. More precisely, the scheme was focused on those aged 18-24 who had been unemployed for six of the last nine months and those aged over 25 who had been unemployed for 12 of the last 15 months. Delivery of the programme was through agents at both national and local level. Some third-sector organisations adopted a national approach, identifying opportunities across the full range of their activities. Many local authorities were participants too, tailoring the employment opportunities to the needs of their area. What is most striking perhaps is the wide range of jobs created in a variety of sectors – social services, health, education, environmental protection, the arts and creative industries. The programme was so popular that it risked spending beyond the budget in 1984; the resources available were expanded in the 1985 and 1986 budgets. By the spring of 1987 around 250,000 people were participating in the Community Programme. Almost half of the jobs created were provided by the third sector.

This showed the very best of the voluntary sector: on the one hand, there are large organisations able to support and advise because of high-profile national fundraising, on the other, there are myriad local services, supported by individuals and groups in an area. These elements are illustrated below:



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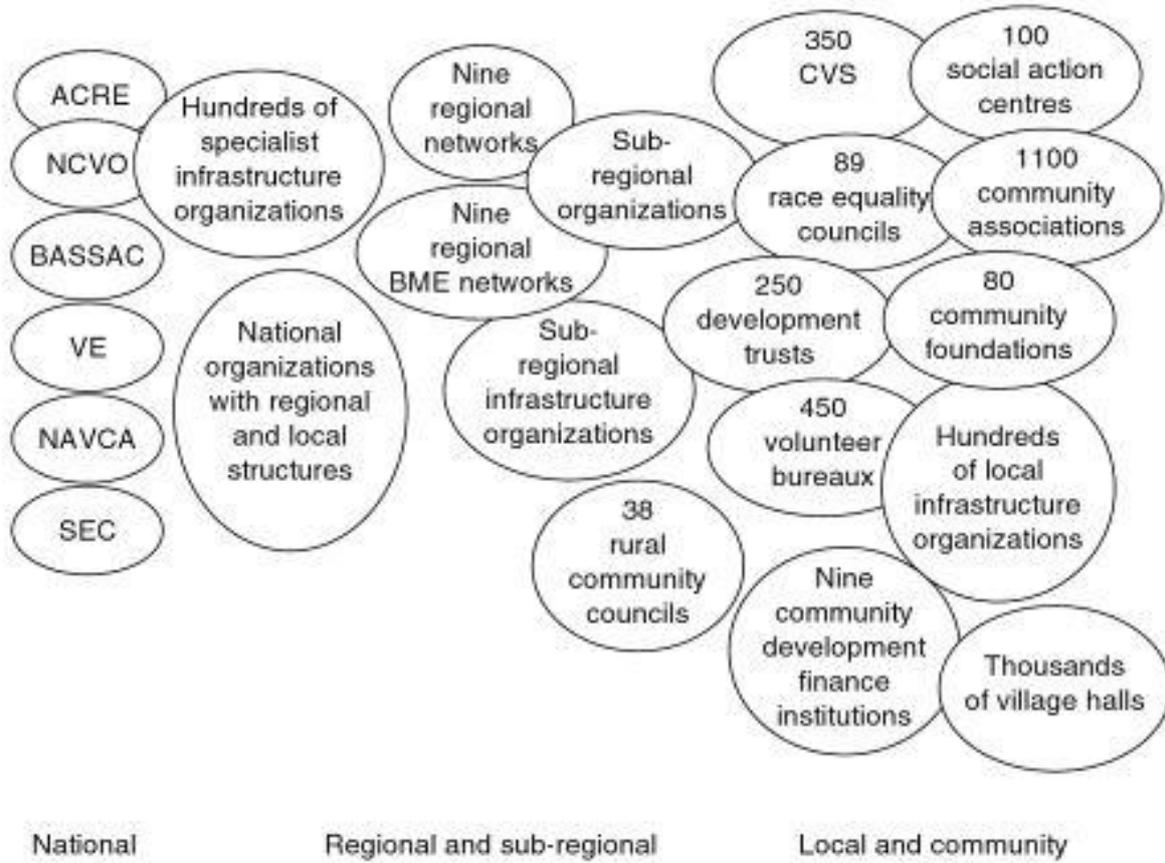
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Overview of third sector 'infrastructure organisations' in England, adapted from ODPM (2004)



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Chapter 5:

Current approaches in the development of youth employment in the United Kingdom

Context

Tackling youth unemployment is a top priority for the government. In May 2013, statistics released by Parliament indicated that in the first quarter of 2013, there were 958,000 unemployed young people aged 16-24 in the UK.

National policy on support for youth employment

In order to take steps towards tackling youth unemployment, the £1 billion Youth Contract was announced in April 2012, which aimed to provide nearly half a million new opportunities for 18-24 year olds. In addition to this, in February 2013 the government announced £126 million investment to tackle the number of 16-17 year olds not in employment, education or training.

The strategic priorities – Current Government Employment Policy

“To boost the number of jobs and create a flexible labour market, the government is modernising employment law while protecting employee rights. To increase the number of people in employment, we need to support them into work through the benefits system and job search support.”

Source: <https://www.gov.uk/government/topics/employment>

Making the labour market more flexible, efficient and fair

Businesses say current employment laws are difficult to cope with and put them off taking on staff. This slows the growth of businesses and the economy. Simpler, more flexible employment laws will make it easier for companies to hire and manage staff, while protecting basic workers’ rights. This should encourage employers to create new jobs, supporting enterprise and growth.

Helping employers make safer recruiting decisions

Employers need to identify candidates who may be unsuitable for certain jobs, especially work that involves vulnerable groups including children. The government needs to make sure there are effective and secure ways for employers to do this.



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Helping people to find and stay in work

Long-term unemployment is damaging to individuals and communities, it affects mental and physical health, and holds back economic growth. We want to help people into work and make sure that work pays. In return, people on out-of-work benefits need to take the opportunities available to them to move off benefits and into work. Out of work older people can find it more difficult to get a job and they are more likely than younger people to remain unemployed for longer.

Simplifying the welfare system and making sure work pays

Many people on benefits believe that the financial risks of moving into work are too great. For some, the gains from work, particularly if they work part-time, are small, and any gain can easily be cancelled out by costs such as transport. The government believes that the current system is too complex and there are insufficient incentives to encourage people on benefits to start paid work or increase their hours. We are aiming to make the benefit system fairer and more affordable to help reduce poverty, worklessness and welfare dependency and to reduce levels of fraud and error.

In November 2011 the Deputy Prime Minister Nick Clegg outlined a £1 billion pound Youth Contract to tackle youth unemployment. Starting April 2011, the Youth Contract aims to provide at least 410,000 new work places for 18–24 year olds. This will be over a three-year period. This includes wage subsidies worth £2,275 handed to employers to take on 160,000 18 to 24-year-olds. Nick Clegg said:

“The aim of the Youth Contract is to get every unemployed young person earning or learning again before long term damage is done. This is a £1bn package and what’s different about it is it gets young people into proper, lasting jobs in the private sector. But it’s a contract, a two-way street: if you sign up for the job, they’ll be no signing on for the dole. You have to stick with it.”

Youth Contract

The new programme will help the most disengaged 16–17 year olds by getting them back to school or college, onto an apprenticeship or into a job with training. Extra funding for apprenticeships and a £50 million programme to help persistently 16 and 17-year-olds who are NEET will be on offer too.

The Youth Contract is open to all businesses, including those that already employ large numbers of young people (like retail and construction) and emerging sectors (like the green economy, creative industries and ICT).



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George Osborne’s announcement of the new ‘Help to Work’ scheme has been met with passionate responses from both its supporters and its detractors. Despite the flurry of interest, the idea behind the scheme is not particularly new. The government has been looking into this policy for some time – first under the guise of the Community Action Plan and more lately under the slightly more cumbersome name ‘Support for the Very Long Term Unemployed’ (or SVLTU). The assessment¹ of the trailblazer pilot was actually published back in 2012, with the equality impact assessment² published even earlier, in 2011. It is designed to help people who have been helped by the Work Programme, most of whom will have been unemployed for three or more years. The Institute for Public Policy Research (IPPR) point out that this group is a very small proportion of overall jobseekers, around 5%.

Whilst Help to Work will offer claimants three options – a long term mandatory work placement, high-intensity Job Centre Plus (JCP) Support, or an education or training placement – SVLTU provided either a work placement, or intense JCP support. The SVLTU assessment tested these interventions by comparing them to the outcomes achieved through the standard JCP package.

Firstly, and most importantly, the SVLTU trailblazer assessment found that the intervention had little impact on job outcomes at the end of the six-month placement, with the percentage of people entering work (15-17%) not differing significantly from the control group. It is probable that this is at least in part the result of a ‘locking in’ effect, which also occurred in Australia’s ‘Work for the Dole’, where the scheme actually had an adverse effect on youth unemployment in some case. Moreover, given the negligible impact of the Mandatory Work Activity scheme, it is perhaps no surprise that the placement element is ineffective.

There were however some ‘softer’ benefits in both schemes, with individuals on the placement and those receiving intensive support experiencing a positive shift in terms of how close they felt that they were to the labour market, and the amount of work-related activity they were participating in. It is possible that these changes in behaviour might lead to improved job outcomes in the months after the scheme ends.

The relationship of employment policy to welfare and training

There is an extensive body of literature that demonstrates the central importance of qualifications on labour market outcomes. Young people with an education level below

The Work Foundation-¹ <http://www.theworkfoundation.com/blog/1391/assessment>

² <http://www.theworkfoundation.com/blog/1391/equality%20impact%20assessment>



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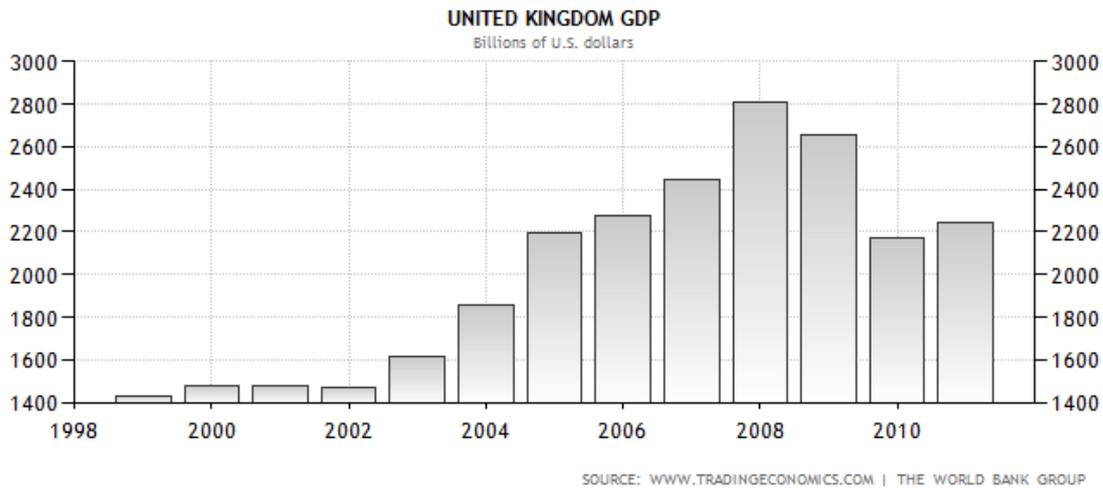


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tertiary are more likely to be passed over by employers in favour of their more highly educated peers. Research with young people also finds relatively low levels of qualifications, though in many cases young people themselves do not feel this is a major barrier to them finding work. In the longer-term the raising of the participation age should help support better qualification outcomes – but in the short-term this remains a problem

The framework for policy approach during financial austerity.

The events of 2008 have made an impact all across Europe, but the impact of those events still need to be considered in the context of different countries across the continent and the specific circumstances of those political economies as there is no uniformity when looking at the consequences of the crisis.



The graph above dramatically shows the moment that recession hit the UK, putting the economy into reverse with diminishing GDP in 2009 and 2010 with only the most modest levels of growth since hitting the bottom in 2010. From 2002–2008, growth was steady and even considerable in 2005 and 2008 when the crisis hit.



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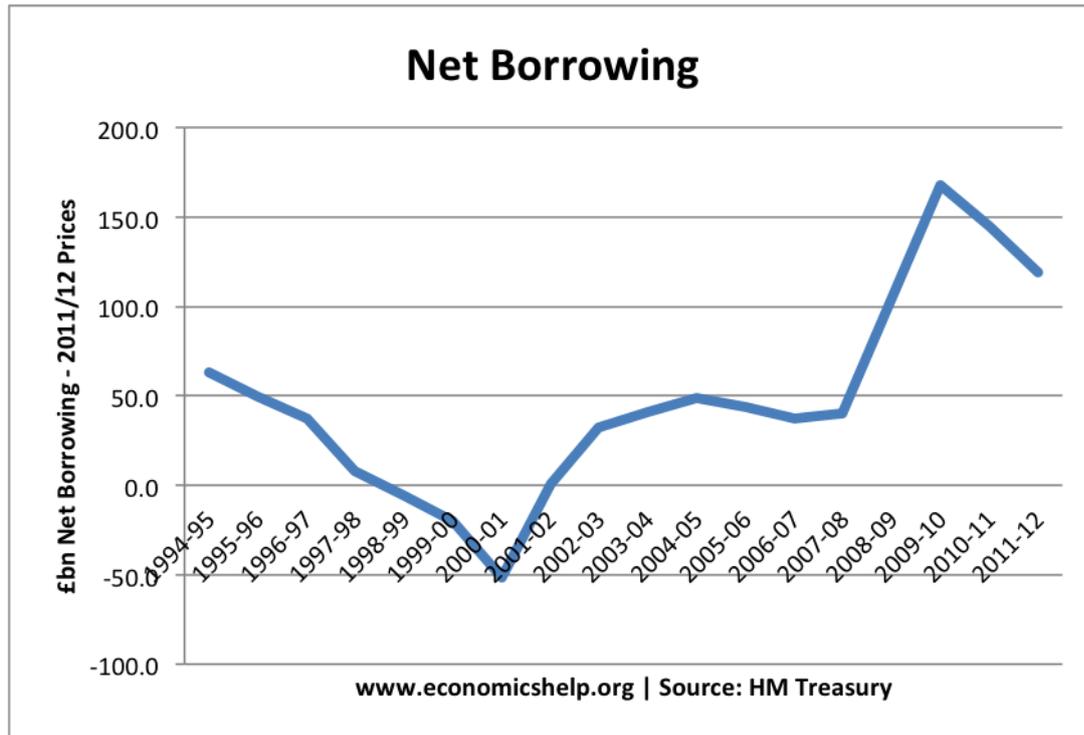
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These figures for GDP can be seen against Net Borrowing. From 2002–2005, UK borrowing increased substantially, even as there was substantial growth being generated. The UK borrowed against its growth figures and its growth forecasts based on these figures, simply because it could. These high levels of borrowing levelled off until 2008 but were not reduced. As the money borrowed was spent, in 2008, the government were forced to increase levels of borrowing at an even faster rate than 2002-2008 to stop the economy going into depression. This was avoided, and in 2010 there was a need to assess the damage from the crippling levels of debt that had been incurred.

The British public saw the need for a change of government, and elected one that was committed to austerity as a means to redress the debt that sat in the UK balance sheet. Austerity has been the process of the last three years – not an austerity forced by the EU or IMF, but one taken, in the Government’s view for the long-term interest of the UK economy. This austerity is reflected in the sharp fall in net borrowing that took place from 2010-2012.

This report presents these developments as they set up a vital question when seeking to address youth unemployment: how does a government prioritise investment spending as a means to maintain and enhance the physical and social infrastructure as the conditions allow for recovery during a time of austerity?



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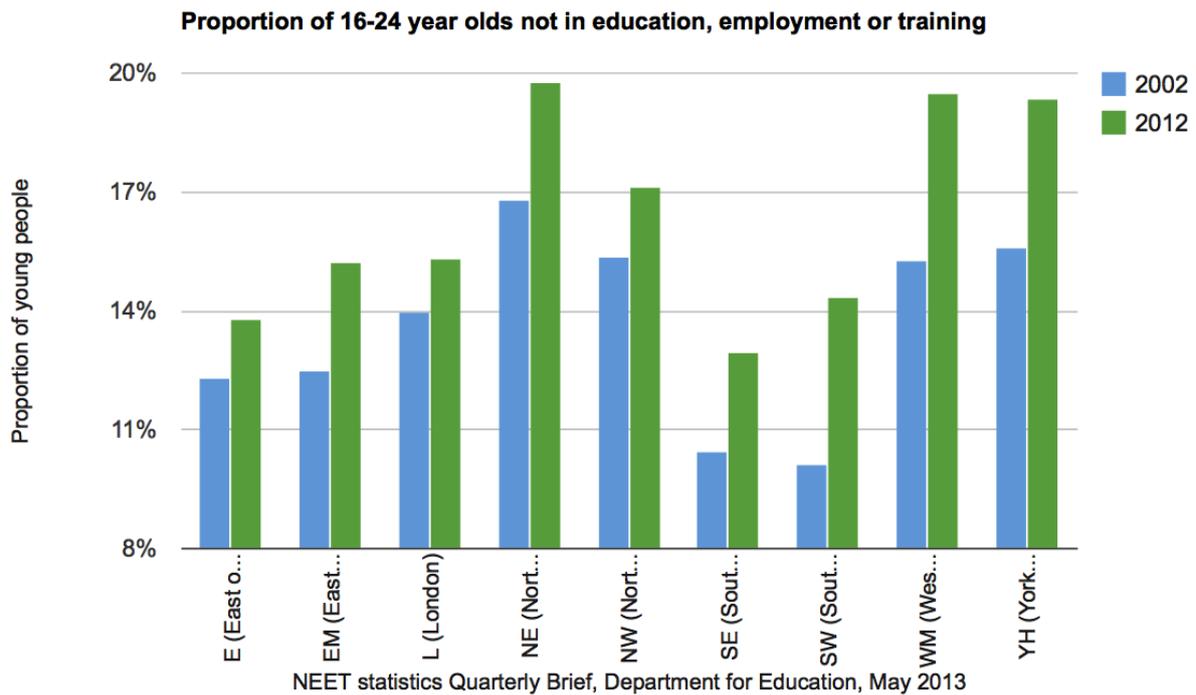
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The question is broad and unfocused, covering many areas of government, but it still allows us to create a focus on youth unemployment and especially regarding the young people who are not in employment, education or training. The graph above shows the noticeable change that has taken place in the 10 years from 2002 to 2012, with every area of England showing an increase in the numbers of young people not in education, employment or training.

It is possible to look at this picture as a whole and see it as a separate ‘crisis’, one connected to ever increasing difference in resources for those ‘at the top’ and those ‘at the bottom’ of the economic scale and no noticeable reductions in poverty, both being consistent factors in economic analysis since 1980, regardless of how well the economy is doing.

While political economies seek ways to lay the ground for future development through skills, training, education, work experience and the like, could this time of austerity also be a moment that begs for consideration of a more profound and fundamental issue such as addressing poverty?



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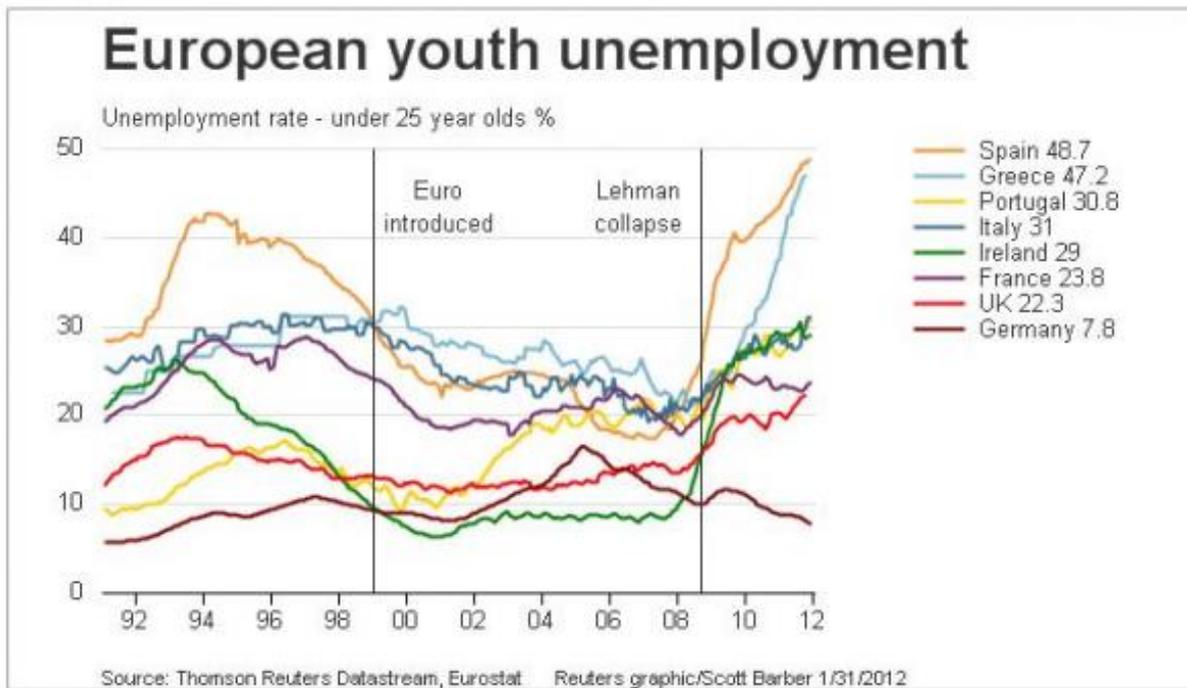
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However, it is not the case that this has only come as a result of changes since 2008. The red line in the graph above shows that there was indeed a sharp rise following the events of 2008, but the line had been rising since 2002 – against a background from 2002-2008 of considerable growth and rising levels of borrowing when one would think that the level of the numbers for young people being not in employment education or training would be falling.

This indicates that there are other factors playing a role, and it is the contention of some UK economists that structural factors that lead to counter-intuitive outcomes, like rising levels of people being not in employment education or training (NEET) when there is growth and high levels of borrowing, should be addressed at this time of austerity. Indeed, there may be no better time to consider the role of factors like poverty in dragging back emergence from economic stagnation given that when growth returns it will surely intoxicate decision-makers once more and be seen as the cure for all ills – including poverty – though this ‘cure’ has never emerged in the past.

There is a direct connection between the likelihood of being NEET for a sustained length of time and relative poverty. The phrase ‘poverty trap’ is often used in the context of welfare frameworks that do not build in economic incentives to work as welfare payments lost can be close to the levels of wages earned from work, but any ‘trap’ can be much more than this, bringing with it a vice-like grip that can strangle the kinds of aspiration and self-belief that is normal in most parts of society. There is an insidious exclusion that comes from not being able to contribute to the social economy of a peer group, from not being able to participate and contribute by buying a wedding present or a paying for a round of drinks. This kind of



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hurt can bring despair rather than determination in the context of any vice-like grip that the poverty may have.

In many ways, poverty has its own economic structure. There is a higher likelihood of extra spending on health and disability, and the hierarchies of need are simply different for those living with poverty – for instance, poor housing needs more heating, proximity to crime is dramatically increased for people that live in poverty, and this makes extra demands on security. Civic engagement, even when local authorities have gone out of their way to provide forums for such engagement, is a constant battle for people in poverty whose authority in their own lives has been stripped away by the daily humiliations that come with poverty. It is simply impossible for most employers and politicians to understand what this feels like, even with high levels of empathy, unless they have experienced it: very few employers or politicians, who by definition live with extraordinarily high levels of authority, have experienced it.

There is no more unity on the priority of this issue among economists than on any other issue that they cover and assess. Some economists consider this to be a social and moral challenge that has to be weighed against the economic cost of subsidizing the poor and distorting economic incentives by imposing a redistributive tax system, Others, such as the Nobel-prize winning Amartya Sen, would define poverty not just in terms of lack of money but in a lack of capabilities. Also, it can be seen in terms of a lack of capacity – a lack of capacity to draw on the capabilities people in poverty have already, enhance them and gain new capabilities as resources to build economic and social engagements for themselves.

There is a potential role for Government to take on the role of challenging the ‘poverty of capacity’ by embedding a range of capabilities. Naturally, some of these are identified by what is learned in skills training, including the soft skills connected to good communication and personal engagement, capabilities that many trainees and learners take on with ease, but a significant number, especially those who may have been NEET for a long time, do not. For these people, the shortfall in the possession of capabilities is more fundamental, and this shortfall is a significant factor in perpetuating poverty through generations when social mobility is becoming more difficult and more of a challenge than at any time in the last 70 years

Economic development can be translated into the reality of the people actually available to work in the UK economy. Young people who are poor have fewer skills and capabilities for many different reasons but one of these is that parents in families on low incomes are far less likely to facilitate education and study, by designating space in the home, for instance. This significantly hinders young people’s ability to reach a high level of attainment, or even to



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reach a level that allows easy access to tertiary level education. This is all about ‘capacity’ and ‘capability’, in this case possibly a capacity to see beyond their own direct experience of education that may well have failed them in the past, or even a capacity to successfully encourage their children to engage with what education can offer them.

Poverty is in many ways a waste of potential resources. In an economy where it is hard to escape the vice-like grip of the poverty trap, where inequality is high and social mobility low, many people can be discouraged to the point of stasis from investing time and effort to acquire higher education or to be entrepreneurial. Poverty is also costly in terms of the social security budget. This is almost a fifth of the UK’s raw human capital that is not being used to its full economic potential.

These issues are embedded in an analysis of poverty, and they are fundamental for any Government in the UK as fertile ground for initiating policy development. In this way, it becomes increasingly important that a connection is made between poverty reduction and having all young people engaged and active, where spells they may have as NEET are both functional and relatively short. UK Governments are desperate to ensure routes for young people to learn new skills successfully and include themselves in a culture of lifelong learning: there can be no better time than now to consider this approach, during austerity – a time when everything is being prioritised because the economic constraints mean that previous priorities have to be re-created.

An economy without poverty, however idealistic that may sound, would be one whose entire workforce has the capacity to seek out and engage with their own development, gaining the skills and capabilities necessary for high-value industries to thrive and for innovation to occur. So the conventional wisdom that says faster economic growth will reduce poverty has the analysis back-to-front – it is reducing poverty that is a primary force in increasing economic growth in a form that can have an impact on youth engagement and activity in the labour market as opposed to what happened during the growth of 2002–2008.

A country without poverty would be using its most important resource, human capital, to best effect. Economies can grow without raw materials, but there is no development without human capital.

Recommended and best practice by the range of agencies

The lessons learned from experience as they apply to 2013–20

While the introduction of the Youth Contract is a positive step, there is a broad consensus among Third Sector and voluntary organisations, as well as many research institutes with an



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interest in employment practices, that government policy for long-term youth unemployment remains inadequate to the scale of the challenge. If the Government is to do more, as many feel they should, policy may focus on six key areas to address the issues the UK will face for the remainder of the decade.

- 1) **Improve national coordination.** This could include establishing a new Youth Employment Unit to work across government departments, with youth employment becoming a specified ministerial responsibility. A national minister could have this added to their portfolio, with responsibility for co-ordinating policy between government departments, business and other stakeholders.
- 2) **Facilitate coordination at a local level.** Local services for young people are often fragmented. More can be done locally to link these services. Key stakeholders in local areas should be working in partnership with each other, and with employers, to develop youth employment strategies that maximise opportunities for the long-term unemployed
- 3) **Guarantee part-time jobs.** The wage subsidy of the Youth Contract is to be welcomed, but it can also be improved: a part-time job guarantee for all long-term unemployed jobseekers has a number of clear advantages, in particular around having time to spend on job search and the support to do this.
- 4) **Draw in young people who are inactive.** Given the significant proportion of the young unemployed who are not claiming benefit, more needs to be done to bring these young people into the system. The voluntary sector has an important role here and effective provision must be financially supported and energised.
- 5) **Address transport barriers.** For some young jobseekers, the cost of transport is a major barrier to work. Greater leverage can be applied in contract and subsidy negotiations with transport providers to ensure this barrier is removed.
- 6) **Focus on growth.** The sustainable long-term solution is through an economy that can provide consistent employment growth as this is the only way to enable the long-term unemployed to capitalise on the employability benefits of short-term schemes.

Leadership and Coordination of strategies to secure effective implementation

Strategies at transition points to assist young people who are NEET

Transitions can be simple, straightforward and welcome for people with self-confidence seeking to make the most of new opportunities. For a young person who has been NEET for some time, it could be a polar opposite, where a point of transition is intimidating, difficult, and filled with trepidation. Ensuring that young people have the ‘capability’ to handle transition is essential. By definition, a person who is NEET has to deal with a transition if they are to stop being NEET: if they are not yet NEET, a failed transition may well mean that the young person becomes NEET.

As support before and during precarious transition periods is critical for any strategy to prevent vulnerable young people from becoming NEET, action needs to be taken before and during the transition point from school to work.

– To reduce the numbers indicating those who are NEET, agencies need to support young people – in some cases, very intensively – into their first job or into further learning. Where young people fail to make this transition or subsequently leave after transition, there will be a



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need for reintegration services. The extra £126 million pounds within the Youth Contract, which has been specifically allocated for the special needs of young people who become NEET at some point, can support this.

Action is needed at all transition points for those who may be NEET as this is a period when they are likely to be particularly vulnerable. Some young people who go on to become NEET do so following a period of post-school learning or training. Policy development can recognise this and embed support to access employment for those who need it at each potential transition point from learning to work.

The Education Act 2011 represents a reform to the ways in which young people will receive careers advice and guidance. As the Government seek to clarify new institutional arrangements and the nature of the links between careers advice for young people and the new National Careers Service, there is a broad recognition of the need to avoid any confusion as this would lead to the most vulnerable young people entering a difficult labour market without the levels of information, advice and guidance that they require. There is a strong case for minimum standards in the levels of information, advice and guidance to be delivered in schools, establishing a high degree of consistency in the support.

– To support young people in these areas at key transition points for them, coordination needs to be increasingly effective at both local and national levels. A shortfall at either one is likely to have a significant effect on the quality of implementation. At the national level, effective inter-departmental working is required around improving transitions from school to work. These include providing simple, clear, routes into work for those who do not go down an academic path, coordinated through a youth employment strategy that cuts across departmental boundaries.

At a local level, there needs to be strong coordination to ensure young people are connected to the support they require to find employment, further education or training after leaving school. Addressing high numbers of those who are NEET locally requires effective working between local government, schools, employers, Jobcentres, employment and skills providers, and the third sector.

The duty for this coordination sits with the Local Authority, although how it is delivered in practice may – and indeed should – vary. In some places, it would be led by schools and at other places by the voluntary sector. This coordination role also involves support for those locally embedded voluntary sector organisations that have developed social capital and so are best placed to positively engage with young people and the locally sensitive issues they face.



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Leading in response to information for high returns from programmes

– As young people who are NEET make a diverse, heterogeneous group, policy needs to reflect this diversity, and be flexible enough to adapt to different local circumstances.

Responses such as the new payment designed to cover childcare and travel related costs for those under 20 and learning, seem to indicate that the government have been listening to the agencies working on the ground and recognise this diversity.

– Policy needs to reflect a changing labour market that has placed a premium on work experience and the ‘soft skills’ that are necessary to help young people enter work. The first step into work is becoming harder than ever as the number of young people not in employment, education or training who have not even made the transition from education into a first job is increasing year on year. It is therefore important that education and training providers are encouraged to focus on supporting young people in making links into work. Meaningful work experience must involve a variety of tasks: it is good practice that those undertaking work experience are assigned a mentor and are properly supervised throughout their placement.

– Upgrading and improving the employment experience in sectors that are growing is critical in effectively linking more young people to the labour market, as is ensuring the skills provision reflects the changing demands of that market. Agencies need to support routes into growing occupations and sound progression within these.

Vocational routes into the workplace work well and are embedded in a number of sectors, in particular manufacturing, which has historically operated an apprenticeship model. However these routes are much less defined in parts of the service sector, and it is this sector that is expanding for young people finding their way into work for the first time. Apprenticeships are now more visible in sectors like retail and hospitality than they were, though they have not reached the levels found in manufacturing. Well-constructed apprenticeships that are regularly monitored can offer true vocational routes for young people, with rounded training, employment and career progression.



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Chapter 6:

Conclusions

More than one million young people in the UK are looking for work and the number has grown in good times and bad. However, there is a particular policy challenge around long-term youth unemployment – those who have been out of work for more than a year. There are now more than a quarter of a million long-term unemployed young people. The concern is that many of these young people will suffer the legacy of this time spent out of work extending far into their lives.

Many young people are struggling to get an initial foothold in the labour market. The barriers to work preventing this include lack of experience, poor qualifications and having few suitable local opportunities. This leaves many young people in a Catch-22 situation – they have no work experience but cannot access employment to gain this experience.

Many young people are trying very hard to find employment: they have realistic job goals, but are still struggling. Critically, a significant proportion of the unemployed are also not claiming benefits and may therefore be outside of any support system to help find work.

It is imperative that we tackle the problem of long-term youth unemployment. Recent Government policies, in particular the Youth Contract, are a step in the right direction but are insufficient to address the scale of the problem.

The Work Foundation's 2012 report *Short Term Crisis, Long Term Problem* introduces a six-point plan which they believe will be required, above and beyond what the Government is already doing if a significant impact is going to be made on the current levels of long term youth unemployment. This Report is included as Appendix 1 as it is particularly pertinent to the issues that this Government – and future Governments – need to address.

In order to address our conclusions, it is valuable to consider a case of vital importance to addressing the issues raised by youth unemployment – the role of private-sector employers as addressing the responsibility they have in confronting the challenges arising from this are both significant and current.

The characteristics identifying how young people have suffered disproportionately in the labour market downturn since 2008 can be seen – to some extent – in the large number of young people currently unemployed and not in education, employment or training (NEET).



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However, as stated earlier, youth unemployment was high and began rising in 2005, well before the recession. This suggests that there are structural causes that go beyond the current shortfall in demand for workers, a point made by the UK Commission for Employment and Skills in their 2011 *Youth Inquiry: Employers perspectives on tackling youth unemployment*.

This UKCES Youth Inquiry report presents the latest evidence from surveys of UK employers, looking in depth at the structural issues, in particular transitions from education into work and how they are changing for young people. The way in which recruitment works in the UK is a significant part of the story. Finding work through informal methods, such as recommendations from contacts, is still a major way for people to find work. These informal connections tend to be built up over time and through experience of work, so young people are far less likely to have them.

Recruiters place significant emphasis on experience when recruiting, with 29% citing it as ‘critical’. But despite the importance of experience of work, young people are leaving education increasingly less experienced. The share of learners who combine work with their studies has been declining for around 15 years or so. The emphasis on experience results in the ‘Catch-22’ for young people: they can’t get work because they have no experience and they cannot gain experience because they cannot find work.

Young people’s ‘work readiness’, or lack of it, is a persistent theme when discussing youth employment, but there is a risk that it is overstated. The UK Commission’s comprehensive evidence shows that only a minority of employers have recruited from education in the last two to three years. Overall, this minority tend to find their young recruits well prepared; where they do not, they put this down to the lack of experience brought by the ‘Catch-22’ identified above. Added to this, the labour market for young people is changing in two important ways that need consideration.

The first trend lies in the changing nature of the jobs that young people tend to do. Young people tend to be employed in either sales or elementary occupations. These have both been in decline over the last twelve years or so and have also been hit particularly hard by the recession. Furthermore, there is a forecast that there will be little or no growth in these occupations up to 2020. By contrast, the growth occupations are managers, professionals and associate professionals. These are the most highly skilled and highly paid occupations that are less likely to be filled by young people, and especially unlikely to be filled by young people that are not graduates.



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The second trend is the rise of small business. Between 1998 and 2010, the share of private sector employment in the largest businesses (250+employees) fell from 50% to 40%. For the smallest (1 to 4 employees) it increased from 11% to 22%. Small companies are more likely to emphasise the importance of experience when recruiting as well as use informal recruitment methods.

The conclusion from all of the above is that the labour market has not only changed for young people but it will continue to do so in these ways for the foreseeable future. This matters, because if youth unemployment continues at current rates, by 2022, costs to the Treasury and lost output to the economy are estimated at £28 billion on top of the human and social costs.

Transitions into work for young people, particularly non-graduates, need to be analysed and possibly reinvented. Work experience, in its broadest sense, remains one of the key elements in successful transitions: it has a significant impact on young people’s employment chances. However, the UK also needs to move beyond thinking of work experience as a one or two-week spell at age 14-16 to a broad, varied and sustained series of engagements over 1-2 years. These can include workplace visits, mentoring, mock interviews, competitions, project activity and careers advice.

Some employers have responded to the changing youth labour market and are reflecting this in recruitment practices and job design, but this is not widespread as yet. To achieve a step change will require UK employers of every size to adopt a ‘youth policy’ – embedding the development of young talent into the business culture of the UK.

There is a clear economic and social case for businesses to see themselves as being more responsible for creating a higher number of entry points and progression routes for young people. For employers, this means changing recruitment practices to be more inclusive of non-graduates and relying less on informal or word-of-mouth recruitment. It also means building in to business planning some form of commitment to support young people into work. This can range from offering apprenticeships providing certified training, through committed, high-quality work experience, to less formal engagement activity, no matter how small according to an employer’s means and status.

Deepening Agency Engagement and Policy Development

Traditionally, this kind of conclusion can give rise to a hastily conceived policy initiative that creates tax incentives for employers to do just this. A relatively one-dimensional reaction to address a significant structural issue with a policy that employers will know can easily be swung into reverse with a change of government.



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This report has drawn out the sheer number of the policy initiatives that have been made. Too often, these have come in reaction to events or to significant data being uncovered that may or may not have received the analysis required to draw out valuable policy development. The term ‘development’ is seen here to be one that draws on the experiences of a complete economic cycle and has the vision to consider the economic cycle ahead, not just the much shorter political cycle.

The case study on employers above was used to make a point about the structural nature of the problem, one that the United Kingdom needs to address holistically. An holistic approach would be one where any stakeholder, including private-sector employers, can be reminded of the contribution they may need to make as well as being informed about the bigger picture and given a sense of long-term development. This way, agency stakeholders can see the long-term consequences of making changes that need to be made, and have a stronger sense of partnership with other agency stakeholders.

Even though the employer case study above concludes that there is a need for employers to draw up youth policies for their organisations that deepen commitments to work experience, this need not, indeed should not, be seen as a responsibility that solely lies with employers of all shapes and sizes to implement in isolation from other sectors and each other. That is a road that leads to partial, inconsistent implementation and gross ineffectiveness.

The value of this case study is that it begs a key question:

What is required to ensure accountability across the stakeholder sectors in their responsibilities so that the private-sector employers as a sector will meet theirs?

Employers know well that they are not solely responsible for meeting the challenge of youth unemployment. They cannot do it alone, and they are right to state that. There cannot be a single demand for employers across the board, big and small, to draw up youth policies in isolation that increase their commitment to apprenticeships and meaningful work experience. There needs to be support, cross-sector involvement, flexibility and cooperation even on implementing a policy such as this that is clearly led by one sector. When the sector leadership is less clear, the need for these elements is even stronger.

A Strategic Approach

With this in mind, this report concludes that policy development to address youth unemployment in the UK, and probably elsewhere in Europe, needs to endorse a complete and strategic approach: we conclude that the following are required for the strategy to succeed.



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1. Government Departments must consult and cross-reference work with one another

All initiatives need to be structured and developed in the context of the broad philosophy of government, and especially work in related departments such as those that direct school-based education, lifelong learning, workplace democracy, degrees of economic inequality, and so on. Otherwise the impact will be minimal, and there is a danger that the issue is marginalised as being based on initiatives without strong foundations, many doomed to have little or no effect before they start.

2. Policymakers must secure their awareness of the interdependency between the agencies when designing implementation.

None of the identified sectors can be missing from the implementation as the process would be too challenging otherwise. In the past, policies have often focused on a limited number of sectors – sometimes just one. This denies the interdependency, and policymakers need to address this to challenge their own thinking on policy implementation.

3. A requirement for flexible cooperation between the sectors needs to be embedded in the methodology.

Flexible cooperation can only be achieved with mutual respect and trust. To maximise the potential for this, there must be both transparency and accountability set into the implementation process so that the trust and respect can be sustained and cooperation enabled. While agency stakeholders are expected to take ownership and responsibility for their own roles in implementation, this also needs to take place without hubris and in the light of a sensible humility that comes with transparency and being held to account for a necessary willingness to maintain mutual respect and trust between the stakeholders.

4. Government needs to encourage early intervention

There is broad recognition that young people are on a path towards being NEET in their early adulthood for many years before they get there – it can be a ‘tragedy waiting to happen’ based on a childhood without either parent working, low value given to education, low expectations of achievement, and – crucially – a peer group with members that have exactly the same. Breaking this cycle is the first step on the ladder to addressing youth unemployment. It is not the source of every issue as this report has made clear, but it is highly significant. School-age education matters, but it is not just an issue for the schools. It covers all the dimensions of social exclusion and so there must be a multi-agency approach.



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5. The Third Sector is needed for delivery to those who are the most difficult to reach

Third Sector and voluntary organisations tend to be the ones that are in closest contact with those young people that are hardest to reach – and hence to support, even through the most well-meaning policies. The reason for the existence of a voluntary organisation can sometimes be to make sure that young people who are especially disaffected do not fall victim to a level of social exclusion that is almost impossible to reverse. No group of bodies understands the issues from the point of view of the young people better than they do. Their experience in developing bonds of trust is crucial when it comes to implementing policies as they can use information strategies that relate to young people and motivate them. The public sector cannot manage the engagement process effectively without this experience.

6. Policy needs to allow for variations in local delivery.

The consultation and cross-referencing extends to regional local and municipal government. Building capacity for delivery variations are based on the inevitability of specific circumstances that are almost impossible to identify from a central, national location, and just as hard to track and follow as they develop unless local agencies are entrusted with responsibility to do this.

7. Policy development to bring substantial reductions in poverty are essential

While poverty is certainly a matter of income and consumption, it also includes the levels of capacity to draw on ones own human capital and the degree to which a person possesses the capabilities to apply as human capital. Poverty comes from those capabilities being both at a lower level than for most people, and less accessible. Governments need to address poverty reduction through enhancing capability for the poorest in society – as a means to economic recovery and enabling its more direct plans for challenging youth unemployment.

8. Effective management of transition points will bring multiple benefits

Points of transition for the most vulnerable are usually not seen as opportunities, but are difficult and intimidating. Being unsuccessful at negotiating a transition can bring on an inherent sense of failure and so scar a young person substantially towards fatalism where they cannot direct their own destiny in any way. Effective support before, during and after transition can make the difference and potentially bring with it renewed self-confidence that positive change is possible, leading to enhanced autonomy for the future. It is essential that all agencies are enabled to address these points of transition through effective leadership and coordination among the participant agencies and organisations.



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Appendices

Appendix 1: Report

An extract from *Short-term crisis - long-term problem? Addressing the youth employment challenge* (The Work Foundation: June 2012)

6.2 What Government needs to do now – a six-point plan to tackle long-term youth unemployment

We now provide details of what the policy response should look like to the growing long-term youth unemployment problem. These are measures that seek to address both the short-term problem of high long-term unemployment, and the longer-term needs to move to lower levels of long-term youth unemployment.

- 1) **Improved national coordination** – better coordination of services is crucial to addressing long-term youth unemployment. It is now clear that youth unemployment should be placed at the heart of government. We recommend this happens through two measures:
 - a. **A Youth Employment Unit.** We argue that a cross-departmental unit is needed to monitor and coordinate policy for youth unemployment. This unit would work across the core Central Government Departments concerned with youth unemployment – the Department for Education, Department for Work and Pensions, Department for Business Innovation and Skills, and the Department for Communities and Local Government. Building on the model of the Cities Policy Unit, it should be based in the Cabinet Office – this is where the recent youth unemployment initiative, the Youth Contract, originated. The unit should have two aims – in the short-term it should aim to develop policy focused on ensuring the long-term unemployed are integrated rapidly into work, education or meaningful training. In the longer-term it needs to focus more broadly on smoothing transitions into work among those at greatest risk of unemployment. Part of the remit of the Unit would be to work closely with employers to open up more opportunities for the long-term unemployed, for example by working with companies HR departments to look at recruitment policies and adoption of apprenticeship programmes At a local level, the body will need to engage with all relevant third sector bodies and representatives of local government.
 - b. **Responsibility for youth employment at a ministerial level.** We recommend that youth employment becomes a specified ministerial responsibility. Successful cross-departmental ministers need to have real powers and be an established, respected politician. One of the national ministers needs to have responsibility for long-term youth transitions added to their portfolio. The Minister needs to work across departments on the issue of transitions from education to work, ensuring policy is joined up and that pathways into work are coordinated and clear. The Minister also needs to engage strongly with representatives of major employers in the UK, education institutions and the third sector to help facilitate long-term improvements in the transition from education to work for young people.
- 2) **Better local coordination** – The remit for youth unemployment needs to be extended beyond Whitehall. Local service providers, educators and employers have a critical role to play in bringing down youth unemployment.
 - a. **Mapping provision.** There is significant complexity (and often some duplication) of services for young people locally. Local areas with high rates of youth unemployment need to ensure



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that local employment and skills services are adequately mapped and understood, and ensure that these are effectively linked. Local authorities are best placed to perform a strategic coordination role of service provision. This strategic coordination may also be supplemented locally through work (for example with the third sector) to provide mentoring or ‘supercoach’ services to support young people to access the relevant support. More generally, within the provision landscape it is important that the right services are available (and provided consistently) to support young people making the first, and hardest, step into work.

- b. **A local employment strategy.** Local areas with high rates of youth unemployment should draft a locally specific youth employment strategy, and work intensively with employers and providers to maximise opportunities for the long-term unemployed (to participate in education and skills provision, apprenticeships, work experience, subsidised and unsubsidised employment). The body with the responsibility for drafting this strategy may vary locally, for example it could be led by the locally authority or the Local Enterprise Partnership (LEP), however the strategy would need the input of all key local stakeholders including local authorities, Work Programme providers, Jobcentre Plus, schools, education and skills providers, and representatives from the private sector and the Third Sector. The lead organisation for the strategy could also act as a link to Central Government through the Youth Employment Unit which we propose.
- 3) **Guarantee part-time jobs** – The Government’s response to youth unemployment through the Youth Contract is a welcome recognition of the scale of the problem. The provision of wage subsidies to the longer-term unemployed will be of direct benefit to those unable to find work. However, the model which has been adopted can be improved. We recommend the Government instead provides a part-time jobs guarantee as advocated by ACEVO. This offers the benefits of wider coverage as well the time and support to find unsupported employment.
- 4) **Bring more young people into the system** – Given almost a third of young people who are unemployed are not claiming unemployment benefit, large-scale reductions are unlikely to be made solely by public and private employment agencies. The role of the voluntary sector is crucial here, and it should be acknowledged. In areas with high rates of youth unemployment strong performing local organisations must be identified and supported financially to work intensively, and to ramp up the scale of their provision for the long-term unemployed. There is also a case for incentivising more young people to engage with education and employment service providers to bring them into contact with a system which supports them to find work. One suggestion has been for the establishment of a Youth Credit, a regular payment conditional on participation in education or job-seeking.
- 5) **Tackle transport barriers** – The high costs of transport leave some young people trapped looking for work in high unemployment/low vacancy areas. For some young people this is the single biggest barrier to work. Given the large costs of long-term youth unemployment, providing travel subsidies or concessions to long-term jobseekers and those beginning work is a cost effective step that addresses an important barrier to work. Greater leverage should be asserted on transport companies in contract and subsidy negotiations to secure a better deal for the long-term unemployed which removes this barrier to finding work.
- 6) **Focus on growth** – Subsidised jobs can play an important role for young people in gaining work experience and skills. Ultimately however the long-term solution is boosting aggregate demand and growth in the labour market. Government policy must prioritise economic and employment growth to allow the long-term unemployed to capitalise on the employability benefits of short-term programmes. We have highlighted previously some of the steps that we feel need to be taken - these include – increased investment in infrastructure, provision of finance to firms with high growth potential, unleashing the power of places through additional powers and financing instruments, and supporting innovative networks and the digital economy. It is only through a comprehensive plan for growth that we will really begin to bring down the numbers.



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Appendix 2:

Policy and Research Seminar Report – 5 July 2010

Understanding NEETs – lessons for policy and practice



Policy and Research Seminar – 5 July 2010

In February 2010, National Institute of Adult Continuing Education (NIACE) was invited by Learning and Skills Improvement Service (LSIS) to develop a national research project involving colleges and other learning providers, to look at attitudes and experiences of adults and young people who are currently, or have recent experience of, not being engaged in education, employment or training (NEET).

The aims of the research were to improve understanding of young people and adults not in education, employment or training, allow providers to gather first-hand evidence to improve their own understanding of the issues at a local and institutional level, and inform provider-level and national-level strategies and policy development.

NIACE was commissioned to achieve these aims by supporting providers to collate a range of research evidence from young people and adults who are not engaged in education, employment or training, as well as on effective practice in engaging with people in these circumstances.

The participants in the seminar comprised a selection of the 124 learning providers and other agencies that had carried out the fieldwork for the NIACE research, members of the LSIS Board and Council and representatives of sector bodies.

A report was subsequently produced to summarise the presentations and discussion at an LSIS seminar with the Minister of State for Further Education, Skills and Lifelong Learning present. This seminar discussed the findings and implications of the research project. Its key objectives included: providing an opportunity for dialogue about emerging policy; developing practice in relation to young people not in education, employment or training; learning about research evidence gathered first hand from the sector; considering the implications of the research on practice; and considering the implications of the research findings for future policy, as well as for the improvement services offered by LSIS.



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The challenge set for seminar participants

A challenge was set down for LSIS as an organization and participants in the seminar to identify areas where current systems get in the way of effective practice and where greater professional freedoms are needed to optimise services. From the presentations and the discussion described above, the following areas were identified:

- 1. Funding should recognise the additional costs of working with those at risk of disengagement.*
- 2. Performance systems should not deter providers from transferring learners to more appropriate provision or suspending participation while learners are dealing with health, family or other personal issues.*
- 3. Learners who leave their studies to progress to sustainable employment should be defined as a positive outcome rather than as a ... negative outcome.*
- 4. A credit-based system should allow learners to bank all achievement in order to be able to build progressively on achievement even when study patterns are disrupted. (This would enable providers to ensure that all learners leaving their programmes early receive credit for their achievements up to that point and are informed of opportunities for re-entry.)*
- 5. Performance measures should recognise that maintaining positive engagement and closeness to learning can be a successful outcome for some at-risk learners and that qualification-bearing programmes are not always the most suitable option.*
- 6. Many learners would benefit from a pause button after their compulsory education to ensure that they take up their precious entitlement post-16 when they are ready to take full advantage.*
- 7. A strategic approach to working with young people who are NEET should view the years between 16 and 25 as a coherent single phase. It should offer a range of flexible opportunities for extended initial formation as young people explore different pathways to adulthood. (This would enable the design of more integrated services pre- and post-18, including between BIS and DWP.)*
- 8. Reconsideration is needed about sharing information between providers – for example, when young learners are in care or living away from home.*
- 9. Consideration should be given to making IAG [information advice and guidance] a major focus of [school] inspections. People at risk of disengagement need multiple agencies to work together – for example, social services, mental health, and justice – in a co-ordinated manner, sharing resources and managing transitions and information appropriately.*



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Appendix 3:

Summary of Relevant Green & White papers and other consultations informing the UK Legislation

The Importance of Teaching – The Schools White Paper 2010

The Department for Education

Published 2010 November, 95 pages, White Paper

Referred to by **Education Act 2011**

Sets out a reform programme for the schools system, with schools freed from the constraints of central Government direction and teachers placed firmly at the heart of school improvement. Drawing heavily on evidence from the world’s best education systems, it outlines how the prestige of the teaching profession will be raised, and how the quality of initial training and continuing professional development will be transformed. The White Paper also set out:

- powers for teachers to improve discipline, and trialling a new approach to exclusions
- a vision for a transformed school curriculum supported by rigorous assessment and qualifications
- more academies and free schools and a strong strategic role for local authorities
- changes to school performance tables, Ofsted inspections and governance
- a fairer funding system including a pupil premium to channel more money to the most deprived children
- school-led school improvement replacing top-down initiatives.

Raising Expectations: Enabling the System to Deliver

The Department for Children, Schools and Families and the Department for Innovation, Universities and Skills

Published 2008 June, 98 pages, White Paper (3)

Referred to by **Apprenticeships, Skills, Children and Learning Act 2009**

The Government sets out the details of a transfer of £7 billion to local authorities to help colleges and sixth forms deliver the reforms needed to raise the education and training leaving age to 18. Directing £4 billion a year through a new agency to provide training and skills for adults, transforming the system to be responsive and demand-led. The plans will mean the dissolution of the Learning and Skills Council (LSC) in 2010 and making local authorities responsible for offering all young people in their area a full menu of choices - both the new Diplomas and Apprenticeships alongside GCSEs and A levels.

World Class Skills: Implementing the Leitch Review of Skills in England

Department for Innovation, Universities and Skills

Published 2007, 79 pages, Independent Review Reported to Parliament

Referred to by **Education and Skills Act 2008 - Duty to participate in education or training:**

The Leitch Review of Skills, published in December 2006, covers a government-commissioned investigation into the UK skills deficit. The investigation began in 2004 and was led by Lord Sandy Leitch. Key recommendations in his report included the need to develop a world class skills system by setting higher targets; routing public adult education funding through the 'train to gain' scheme and learner accounts (for more on these see [The FE curriculum](#)); transferring responsibility for qualifications to sector skills councils and creating a single information, advice and guidance service covering young people and adults. Leitch's recommendations have influenced the government's education and skills policy.



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Raising Expectations: Staying in Education and Training post-16

Department for Children, Schools & Families

Published 2007, 32 pages, Green Paper

Indirectly referred to by ***Education and Skills Act 2008 - Duty to participate in education or training: England***

Launched on 22 March 2007, this Green Paper sets out proposals to require all young people to remain in education or training until their 18th birthday from 2013, as part of efforts to increase post-16 participation in education.

Raising Expectations: Staying in Education and Training post-16 (Policy to Legislation)

Department for Children, Schools & Families

Published 2007, 31 pages, Supplement to Green Paper

Indirectly referred to by ***Education and Skills Act 2008 - Duty to participate in education or training: England***

Further Education: Raising Skills, Improving Life Chances'

Department for Education & Skills

Published March 2006, 99 pages, White Paper

Referred to by ***Further Education and Training Act 2007***

Following a fundamental review of further education set up by the secretary of state for education and skills and conducted by Sir Andrew Foster ([see Foster](#)).

The white paper proposed that the main purpose of education and training provision for 14- to 19-year-olds and adults run by further education colleges should be to meet the needs of the economy. However, it did also recognise the importance of the other purposes that colleges might have, such as delivering higher education, widening participation and delivering general education programmes.

Calling for each college to have at least one specialist area, the white paper launched a new phase of development through the establishment of 'centres for vocational excellence'. It described a system where funding and delivery would be driven by users and focused particularly on the needs of employers and learners. It did propose a new entitlement to Level 3 qualifications for those up to the age of 26 and the continuing development of new specialist diplomas for 14- to 19-year-olds (see [The FE curriculum](#)).

The white paper foresaw that adult learning would become much more 'demand-led', outlining that it should be delivered through employers on employers' premises through 'Train to gain' programmes (see [The FE curriculum](#)). Despite outlining a system of further education where outright failure was rare, the white paper nevertheless launched a new drive on quality, introducing the concept of 'coasting colleges', proposing that those colleges and areas of work that were poor could be subject to 'contestability' (see [Quality in FE](#)). The white paper also contained sections on workforce development and looked forward to a fully qualified workforce by 2010. In addition, it announced the government's intention to require all lecturers to undertake 30 hours of professional development per year.



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Skills: Getting on in Business, Getting on at Work [Parts 1 and 2]

The Department for Education and Skills

Published March 2005, White Paper.

Indirectly referred to by ***Further Education and Training Act 2007***

This White Paper builds on the Government's first national Skills Strategy, published in July 2003. This White Paper develops the strategy for ensuring that employers have the right skills to support the success of their businesses. It also helps individuals gain the skills they need to be employable and personally fulfilled. And for the first time, from 14-19 to adult skills, are included in a more coherent lifelong learning strategy to tackle the skill needs of our nation. The White Paper sets out proposals and reforms designed to:

- Put employers' needs centre stage in the design and delivery of training. Employers' needs will be met through the delivery of a new National Employer Training Programme (NETP).
There will be a package of free training in the workplace in basic skills and Level 2, designed for employers and delivered to suit their operational needs. NETP will be linked to the full range of business support services including a national network of brokers.
- Skills for Sectors:
Sector Skills Agreements will bring together employers and training provision to meet the future skill needs of the nation – the first 4 Agreements were launched on alongside the White Paper.
- Skills Academies will be the employer-led linchpin of a new network of specialist colleges and training providers.
They will prepare young people and adults for successful employment in each major sector of the economy.
- Support individuals in gaining the skills and qualifications they need to achieve the quality of life they want
- Skills for adult learners will be promoted by a clear, attractive ladder of progression which challenges and encourages people to achieve at every level.
It will stimulate people's aspirations to progress and fulfil their potential.
- From 2006/7 there will be a national entitlement to free tuition for a first full Level 2 qualification and new extensive support for learning at Level 3.
- Adults will be helped to make decisions about their careers and training needs by a new one-stop telephone and on-line advice service.
- Reform of supply: Build the capacity of colleges and other training providers to deliver benefits for employers and individuals.
The QCA's proposed Framework for Achievement – a clear, simple qualification structure for individuals and employers – will be developed so that it supports the 14-19 and adult reforms.



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***21st Century Skills: Realising our potential [through]
Individuals, Employers, Nation***

Department for Education and Skills

Published July 2003, 148 pages, White Paper

Indirectly referred to by ***Further Education and Training Act 2007***

Presented to Parliament by the Secretary of State for Education and Skills on 9 July, setting out the national skills strategy. The strategy aims to ensure that employers have the right skills to support the success of their businesses, and individuals have the skills they need be both employable and personally fulfilled. In order to do this the White Paper proposes to build a new skills alliance where every employer, employee and citizen plays their part.

Selected points:

- numeracy is identified as one of the "skills gaps" in "basic skills for employability"; mathematics is also identified as a "skills gap"(p12);
- ICT is identified as "a third basic skill alongside literacy and numeracy in our Skills for Life programme" (p13);
- adults without a good foundation of employability skills to be guaranteed free tuition to enable them to achieve a level 2 qualification (p13);
- a new form of adult learning grant, providing weekly financial support for adults studying full-time for their first level 2 qualification to be piloted (p13);
- the qualifications framework to be reformed (p14);
- The Learning and Skills Council is to lead the delivery of the National Skills Strategy announced in the White Paper.

Learning To Succeed: A New Framework for post-16 Learning

Department for Education and Employment

1999-June, 82 Pages, White Paper

Referred to by ***Learning & Skills Act 2000***

This white paper outlines a proposed framework for post-16 learning in England. Chapter 1 discusses the principles underpinning the new policy, which are as follows: investing in learning to benefit everyone; lifting barriers to learning; putting people first; sharing responsibility with employers, employees, and the community; achieving world class standards and value for money; and considering the key to success to be working together to drive forward. The rationale for the proposed changes is explained in Chapter 2.

Chapter 3 provides details about a proposed Learning and Skills Council to drive forward improvements in standards and to bring greater coherence and responsiveness to all post-16 education and training (excluding higher education) in England.

The following are among the topics examined in chapters 4-10: a framework for success beyond age 16; improving quality; education and training of young people; supporting adult learners; encouraging learning businesses; transitional arrangements and a timetable for implementing the proposals; and related issues on which interested parties are invited to comment. Appended are the following: discussion of the proposed policy's implications for Scotland, Wales, and Northern Ireland; information for monitoring and evaluation; and current inspection and quality assurance arrangements.



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The Learning Age

Department for Education and Employment, London (England)

1998-Feb, 21 Pages, Green Paper

Indirectly referred to by ***Learning & Skills Act 2000***

This document presents the British government's response to the report "Learning Works," which was written by a committee charged with identifying ways of engaging individuals who have traditionally not taken advantage of educational opportunities. Chapter 1 outlines the following steps that the government proposes to take to promote lifelong learning: extend learning opportunities; make education and training more flexible and accessible; remove barriers to learning; invest in young people; improve the quality, responsiveness, and local accountability of further education colleges; secure improvements in information on learning; and rebalance the partnership for investment in learning.

The following government strategies for promoting lifelong learning are discussed in chapters 2-7: widen participation in lifelong learning based on increasing access to learning and providing opportunities for success and progression; form strong partnerships to develop efficient local strategies for learning; factor the need to widen post-16 learning into the Comprehensive Spending Review; develop more equitable mechanisms for financing further education; promote and encourage good practice in widening participation and keep the qualifications framework for post-16 under close review; and stimulate the demand for learning through a coherent system of information, advice, and guidance. (MN)



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Appendix 4:

Summaries of Key Pieces of Legislation

While legislation is often seen as a very blunt instrument, it can have far reaching consequences for good or bad on groups and individuals who were not the original intended target. An example of this would be the ‘*Carers (Recognition and Services) Act 1995*’, which made provision for carers of disabled people to receive financial compensation from the state. How many of these newly paid carers were under 29 is hard to establish, but it is certain that many within this age range could now choose to stay at home and look after a relative rather than actively seek work.

Therefore, given the wide scope of some UK legislation, any list that *could* have impact on a particular group, even in as narrow a field of study as the disadvantaged youth up to the age of 29, would be unmanageably long.

To this extent, the following is a consideration of some key legislation that has had the biggest and most direct impact on disadvantaged youth employment since 2000, with identification of accompanying research, policy and impact where appropriate & available. The list is in chronological order with the most recent first.



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1. Jobseekers (Back to Work Schemes) Act 2013

Address: <http://www.legislation.gov.uk/ukpga/2013/17/introduction>

Introduction:

An Act to make provision about the effect of certain provisions relating to participation in a scheme designed to assist persons to obtain employment and about notices relating to participation in such a scheme.

Summary & Background

Building on the Job Seekers act of 1995 which made provision for the “jobseekers allowance” and a payment, known as the “back to work bonus”. The 1995 Act stated “An Act to provide for a jobseeker’s allowance and to make other provision to promote the employment of the unemployed and the assistance of persons without a settled way of life”

Underpinning Policy, research & Impact

Unavailable

2. Education Act 2011

Address: <http://www.legislation.gov.uk/ukpga/2011/21/part/7> (Post 16)

Introduction:

An Act to make provision about education, childcare, apprenticeships and training; to make provision about schools and the school workforce, institutions within the further education sector and Academies; to abolish the General Teaching Council for England, the Training and Development Agency for Schools, the School Support Staff Negotiating Body, the Qualifications and Curriculum Development Agency and the Young People's Learning Agency for England; to make provision about the Office of Qualifications and Examinations Regulation and the Chief Executive of Skills Funding; to make provision about student loans and fees; and for connected purposes.

Summary & Background

The Act removes duties on schools and local authorities to give them greater freedom to decide how to fulfil their functions. The Academies programme will be extended, with Academies for 16 to 19 year olds and alternative provision Academies.

Part 7: Post-16 education and training

Part 7 retains the commencement of raising the participation age legislation in 2013 (to age 17) and 2015 (to age 18) whilst removing the requirement to commence enforcement procedures on young people, parents and employers in relation to raising the participation age on a certain date.

Underpinning Policy & research

The Education Act is founded on the principles and proposals in the Department for Education November 2010 White Paper, The Importance of Teaching (CM-7980)



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3. Apprenticeships, Skills, Children and Learning Act 2009

Address: <http://www.legislation.gov.uk/ukpga/2009/22/contents>

Introduction:

An Act to make provision about apprenticeships, education, training and children's services; to amend the Employment Rights Act 1996; to establish the Young People's Learning Agency for England, the office of Chief Executive of Skills Funding, the Office of Qualifications and Examinations Regulation and the School Support Staff Negotiating Body and to make provision about those bodies and that office; to make provision about the Qualifications and Curriculum Authority; to make provision about schools and institutions within the further education sector; to make provision about student loans; and for connected purposes.

Summary & Relevant Background

A key element of the Act is the continued reform of 14 to 19 education and training. This builds on the Education and Skills Act 2008, which raised the age of participation in education or training to 18 for all young people from 2015.

The Act transfers responsibility for funding education and training for young people over compulsory school age but under 19 from the Learning and Skills Council to local education authorities. Local education authorities will also take on responsibility for the education of young people in custodial establishments, and for the education and training of certain learners with learning difficulties or disabilities up to the age of 25.

The Act creates the Young People's Learning Agency for England (the YPLA), which will support local education authorities in their new role. It also creates the office of Chief Executive of Skills Funding. The holder of this office will head the Skills Funding Agency (the SFA), which will be established by administrative means. The Chief Executive of Skills Funding will be responsible for establishing and leading a new, demand-led system of skills provision for adults.

The Act also establishes the Office of Qualifications and Examinations Regulation (Ofqual) as a new independent regulator of qualifications and assessments, while the Qualifications and Curriculum Authority (the QCA) will continue to exercise its non-regulatory role under the new name of the Qualifications and Curriculum Development Agency (the QCDA).

Underpinning Policy & research

In line with proposals originally included in the March 2008 White Paper *Raising Expectations: Enabling the system to deliver*, the Act puts in place the underpinning legislation required to deliver this policy.



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4. Education and Skills Act 2008 - Duty to participate in education or training: England

Address: <http://www.legislation.gov.uk/ukpga/2008/25/part/1#text%3Dyouth>

Introduction:

An Act to make provision about education and training; and for connected purposes.

Summary & Background

The purpose of the Act is, first, to change the statutory framework to put a duty on all young people in England to participate in education or training until the age of 18, with corresponding duties on local education authorities and employers to enable and support participation. Second, it amends legislation about the provision of adult education and training, and support for young people. Third, the Act changes the regulatory framework for inspection of independent educational institutions, non-maintained special schools and providers of initial teacher training. Fourth, the Act makes changes to the legislative competence of the National Assembly for Wales in the field of education and training. The Act also includes a number of miscellaneous provisions in relation to admissions, behaviour, National Curriculum assessment arrangements, considering the views of children, the Qualifications and Curriculum Authority (QCA) and schools forums.

Underpinning Policy & research

July 2007, World Class Skills: Implementing the Leitch Review of Skills in England accessed at <http://www.dius.gov.uk/publications/leitch.html> This document set out the Government’s plans to improve the skill levels of young people and adults.

March 2007, The Green Paper Raising Expectations: staying in education and training post-16, published in March 2007, dealt specifically with young people and set out, for consultation, proposals to raise to 18 the age until which young people must remain in education or training. The Green Paper and a summary of the responses can be found at:

<http://www.dcsf.gov.uk/publications/raisingexpectations/index.shtml>. More detailed legislative proposals drawn up following the consultation were set out in November 2007 in the publication, Raising Expectations: staying in education and training post-16 – from policy to legislation, which can be found at <http://www.dcsf.gov.uk/14-19/documents/Raising%20Expectations.pdf>



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5. Further Education and Training Act 2007

Address: <http://www.legislation.gov.uk/ukpga/2007/25/introduction>

Introduction:

An Act to make provision about the Learning and Skills Council for England; to make provision about institutions within the further education sector; to make provision with respect to industrial training levies; to make provision about the formation of, and investment in, companies and charitable incorporated organisations by higher education corporations; to enable the making of Assembly Measures in relation to the field of education and training; and for connected purposes.

Summary & Background

The Act also places new duties on the LSC in relation to encouraging diversity and increasing choice in education and training, consulting employers and learners and carrying out specified functions in accordance with strategies formulated by (i) bodies specified by the Secretary of State, and (ii) a body chaired by the Mayor of London the establishment of which the Secretary of State will be under a duty to provide for by making regulations.

Proposals in the Act extend the powers of the LSC to design, develop and operate support services for persons and bodies involved in education or training and for educational institutions

Underpinning Policy & research

The Act implements proposals contained in the White Paper 'Further Education: Raising Skills, Improving Life Chances' (Cm 6768: published on 27 March 2006).



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6. Learning & Skills Act 2000

Address: <http://www.legislation.gov.uk/ukpga/2000/21/introduction#text%3Dyouth>

Introduction:

An Act to establish the Learning and Skills Council for England and the National Council for Education and Training for Wales, to make other provision about education and training, and for connected purposes.

Summary & Background

For persons aged 16 to 19. The core of the Act is the establishment of a new non-departmental public body, the Learning and Skills Council for England (LSC) which will be responsible for post-16 learning, other than higher education. It will take over functions performed by the Further Education Funding Council for England (FEFCE) and the functions currently contracted by the Secretary of State to TECs. The LSC will operate through a network of 47 local councils. It will take on from Local Education Authorities (LEAs) their duties in respect of adult and community learning. The divisions between the responsibilities for the provision of further education in colleges, work-based training and adult and community learning will be removed.

Underpinning Policy & research

In June 1999, the Government published a White Paper, *Learning to Succeed*, on its proposals for post-16 learning. It proposed reforms to modernise and simplify arrangements for the planning, funding, delivery and quality assurance of post-16 education and training (other than higher education). It sought to improve coherence with secondary education. It also sought to bring together other bodies responsible for learning opportunities and the development of skills in the workforce.

The White Paper built on the principles first set out in the Government's Green Paper, *The Learning Age*, and two consultation exercises launched in July 1998 and March 1999 on, respectively, a review of Training and Enterprise Councils (TECs) and on the structures for post-16 education and training. Linked with the White Paper were further consultation exercises: the first, on the funding of school sixth forms and the second, on proposals for a new support service for young people recommended by the Social Exclusion Unit (SEU).

The Secretary of State for Education and Employment published his conclusions following those consultation exercises and set out his proposals for how the new post-16 structure would work at national and local level in the *Learning and Skills Council Prospectus*, published on 14 December 1999. His conclusions on the new youth support service (the Connexions Service) were published in a document called *Connexions - the best start in life for every young person* on 3 February 2000.



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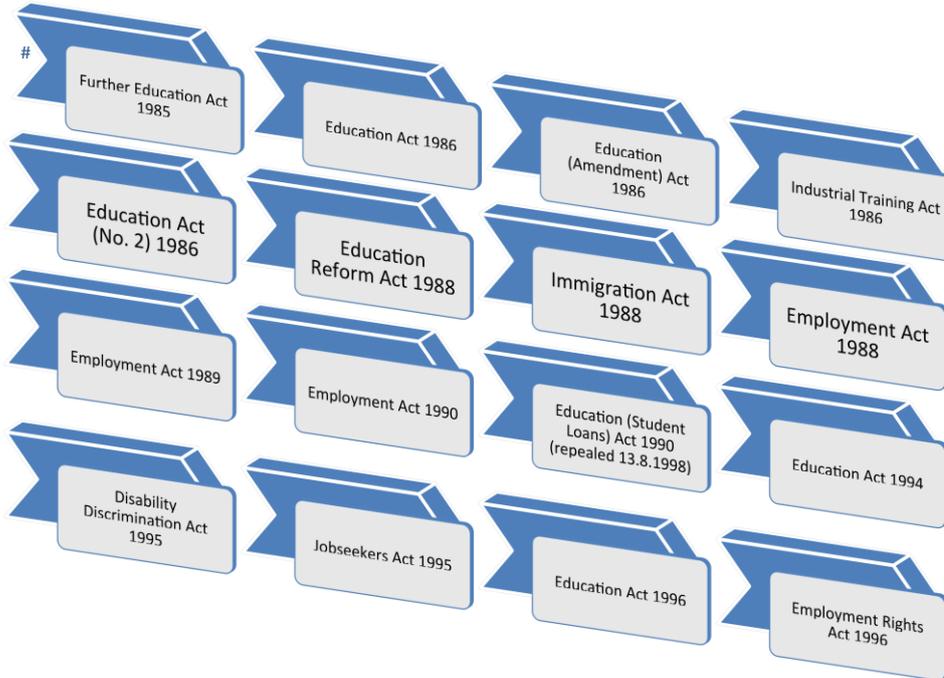


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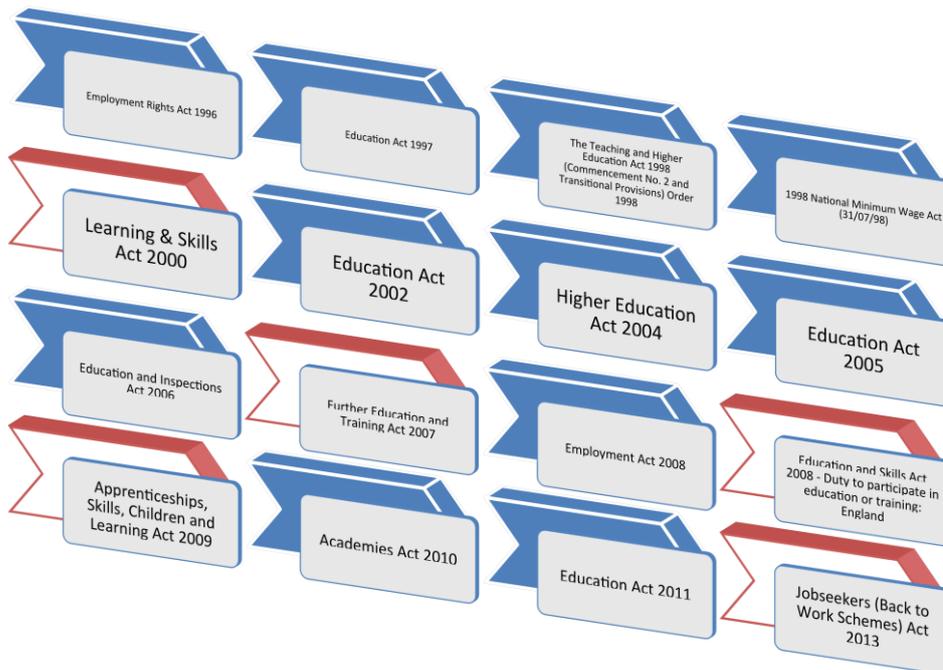
Appendix 5:

Timeline for Implementation of Legislation

UK Employment & Training Legislation Timeline 1985 to 2013



UK Employment & Training Legislation Timeline 1985 to 2013





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Appendix 6:

Terms and Definitions

Full-time Employment

The UK considers a person to be in full time employment if they work for at least 20 hours per week.

Full-time Education

A person is in ‘full time education’ if the guided learning hours within one year are 280 or over. The Qualifications & Curriculum Authority approves all qualifications and without their approval a course can’t receive government funding.



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Appendix 7:

Youth Employment Law

There are strict laws regarding child employment in the UK until children reach the Mandatory School Leaving Age (MSLA). MSLA is the last Friday in June of the school year of the teenager's 16th birthday. Children under 13 cannot work at all in the UK, and there are strict guidelines for teenagers between 13 and 16. Teenagers can only do light work which is not likely to affect their health, safety or education.

The main rules are:

- No one under 13 can work
- At 13 children can do light work, for example shop work or a paper round
- At 14 children can be employed in a larger range of jobs, but there are restrictions. They can not work in factories or on a building site, for example
- When a child has reached 16 and has left school, they are called young workers, with more rights than other children but not the same as someone 18 or over, who has the same work rights as an adult
- A child may not work more than 12 hours a week during term/school time

Teenagers aged 16 or 17 who are no longer in school, called Young Workers, may work up to 40 hours a week and eight hours a day. They must have two days a week off and may not work between 22:00 and 06:00, unless working in the following fields: hospitals, agriculture, retail, hotels or catering, post or newspaper delivery, cultural, sporting, artistic or advertising activities. If they work a five day week they are entitled to 28 days holiday per year.

The basic rules on working hours for 13 and 14 year olds during school holidays are:

- They can work for up to five hours on a week day or a Saturday
- They can only work up to 25 hours a week during holidays
- They can not work for more than two hours on a Sunday
- They can not work before 07:00 or after 19:00 on any day

For 15 and 16 year olds:

- They are allowed to work for up to eight hours, for 35 hours a week
- They cannot work for more than two hours on a Sunday



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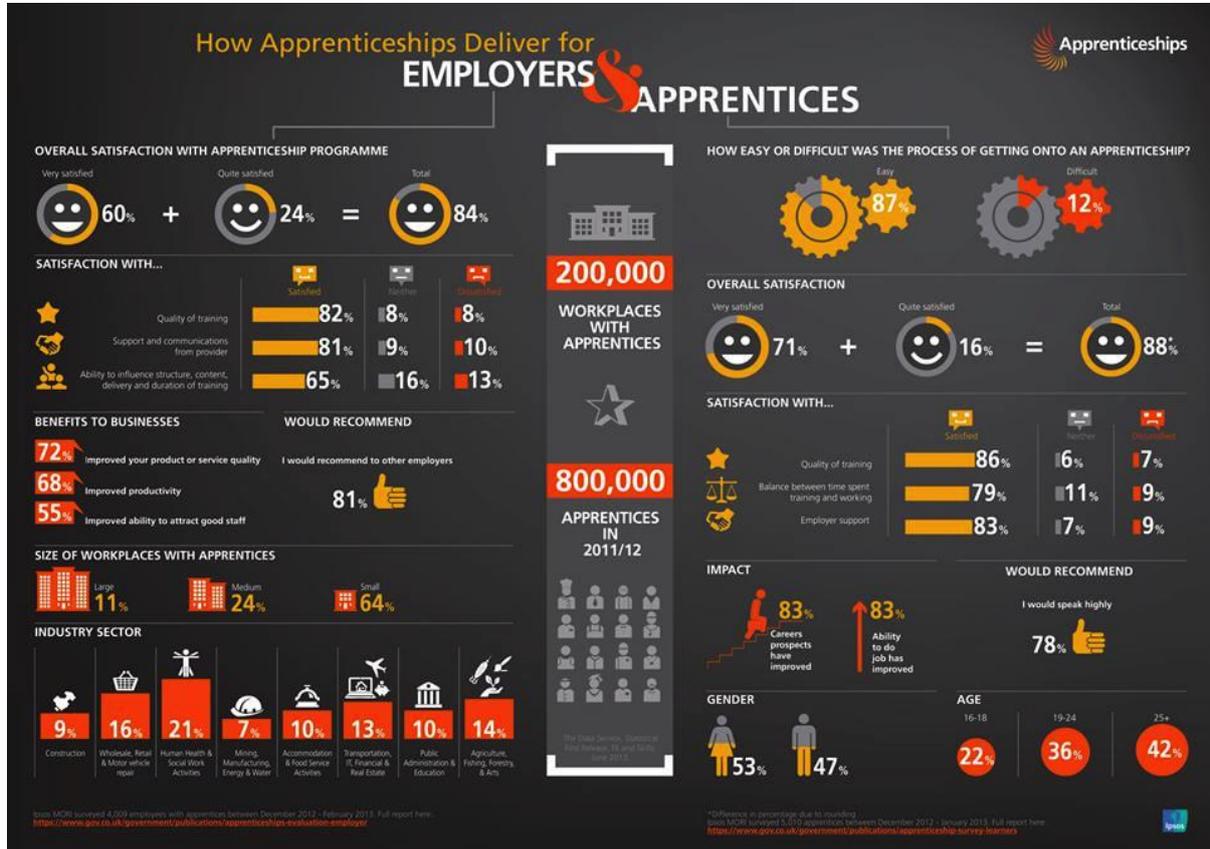
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Appendix 8:

Graphical Information on Apprenticeships



How Apprenticeships Deliver for Employers & Apprentices



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Appendix 9:



Selected Audio and Visual Reports

1. ‘Youth Unemployment in Europe’,
Business Daily Report,
BBC World Service, October 2013 [*Click icon to hear the radio report*]
2. The Unemployed Youth in the UK (6:00)
Office for National Statistics
http://www.youtube.com/watch?v=snSIT_3DUq4
3. “Young People in Work” (4:46)
Office for National Statistics
<http://www.youtube.com/watch?v=9Ic4JkAx5pc>
4. “Releasing the Vice of being NEET”



Releasing the Vice of being NEET

*Opening doors for Young People in the UK
not in Employment, Education or Training*

- **Robin Beecroft**
- *Sofia, 26 November 2013*



Presentation, Sofia, 26 November 2013

[*Click image to start show*]



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Page 4	UK Youth Unemployment, 1975–2010.
Page 5	Economic Activity among young people 16–18 years old, 1975–1989.
Page 14	Total costs attributable to having young people NEET in 2011 across a range of European countries in the context of the change in the numbers of young people being NEET since 2008.
Page 15	UK Government initiatives on youth unemployment between 2009–2011.
Page 21	Connexions textual graphic display presenting an information, advice and guidance service for young people aged 13–19.
Page 22	Connexions poster stating services available for young people aged 13–19.
Page 22	Connexions image-based graphic seeking to be attractive specifically to a younger audience.
Page 25	Changes in sector responsibility for intervention that address youth unemployment, 2000– 2010.
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Online Points of Reference

Generation jobless

The Economist, 27 April 2013

<http://www.economist.com/news/international/21576657-around-world-almost-300m-15-24-year-olds-are-not-working-what-has-caused>

“Around the world almost 300m 15- to 24-year-olds are not working. What has caused this epidemic of joblessness? And what can abate it?”

The EU Unemployment Infographic

The Institute of International and European Affairs

http://www.iiea.com/blogosphere/the-eu-unemployment-infographic?gclid=CKuN-uKA6roCFeXnwgod4nkA_g

“Europe's financial and sovereign debt troubles are extremely serious but tackling its unemployment problems must remain a top priority for all of its policymakers, not just those in hard-hit 'peripheral' states. The data in our latest infographic is drawn from [Eurostat](#), the official statistics body of the European Union, which publishes unemployment figures on a regular basis.”

Labour Market Statistics

Office for National Statistics

<http://www.ons.gov.uk/ons/rel/lms/labour-market-statistics/index.html>

“The Labour Market release contains the latest data for employment, unemployment, economic inactivity, claimant count, average earnings, labour productivity, vacancies and labour disputes. The United Kingdom Statistics Authority has designated these statistics as National Statistics, in accordance with the Statistics and Registration Service Act 2007 and signifying compliance with the Code of Practice for Official Statistics.”

Young Adult Unemployment

The Poverty Site – The UK Site for Statistics on Poverty and Social Exclusion

<http://www.poverty.org.uk/35/index.shtml>

“The first graph shows the unemployment rate for those aged 16 to 24, compared with those aged 25 and over (up to retirement). The second graph shows the same information but in terms of the actual numbers unemployed.... The third graph shows how unemployment rate for 16- to 24-year-olds varies by gender, with the equivalent data for those aged 25 to retirement.... The fourth graph shows how unemployment rate for 16- to 24-year-olds varies by region.”



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Topic of Unemployment

UK Parliament

<http://www.parliament.uk/topics/Unemployment.htm>

Current parliamentary material available on unemployment and the labour market. This includes select committee reports, briefing papers on current legislation and other subjects produced by the parliamentary research services, and the latest Early Day Motions put down by MPs.

Young and Jobless

BBC News Business – Special Section

<http://www.bbc.co.uk/news/business-16158913>

Around the world 73 million young adults are out of work. They are three times more likely to be unemployed than other adults. Governments are trying to solve a crisis which threatens to leave a generation lost to work. The BBC's global newsgathering operation is meeting the young and jobless and finding out what can be done to help them.

Young and Jobless Trail

BBC News Business Report

<http://www.bbc.co.uk/news/business-24736552>

Justin Rowlatt takes us through some of the numbers and where the problem is worse, and the impact [youth unemployment] is having on society.

OECD findings a real cause for concern

FE News - Further Education College & Training Provider Magazine

<http://www.fenews.co.uk/fe-news/oecd-findings-a-real-cause-for-concern#!>

Recent findings from the OECD - as reported by FE News - comparing the skills of 16-to-65-year-olds across 34 countries should be a real wake up call for the UK. It confirmed what many of us see every day, whether we work in the sector or in business and we are looking to recruit talent: the skill levels of many school leavers are not really improving.

Government fail to overturn Poundland work scheme ruling

BBC News Politics Report

<http://www.bbc.co.uk/news/uk-politics-24742499>

The government has lost a Supreme Court appeal over a ruling its flagship "back to work" schemes were legally flawed. Ministers failed in a bid to overturn an earlier ruling that regulations underpinning the schemes were invalid.



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Jobless youth are 'public health time bomb', says WHO

BBC News Health Report

<http://www.bbc.co.uk/news/health-24745612>

Youth unemployment in the UK is a "public health time bomb waiting to explode", according to a review by the World Health Organisation. It warned of the health consequences of high numbers of Neets - people not in employment, education or training.

Young face lifetime of unemployment, warns charity

<http://www.bbc.co.uk/newsbeat/24726792>

Thousands of young people are in danger of being trapped in a lifetime of unemployment, a charity is warning. The Prince's Trust is calling for urgent action from the government to help tackle the problem.

Young and jobless forever: What do the numbers tell us?

<http://www.bbc.co.uk/news/business-24708170>

The jobs crisis facing the world's young people shows no sign of abating. The evidence suggests that queues for jobs are growing longer and some are getting so frustrated at their employment prospects they have taken to the streets to protest.

Older workers in Italy encouraged to hand over to young

<http://www.bbc.co.uk/news/business-24751758>

In a radical new policy, older workers in Italy are being encouraged to give up their jobs and hand them over to the younger generation.

Handbook on Third Sector Policy in Europe

Part 1.4, p.67.

<http://books.google.co.uk/books?hl=en&lr=&id=UwP0ZE-drsIC&oi=fnd&pg=PR1&dq=development+third+Sector+activity+youth+unemployment&ots=iHAqgc3Xte&sig=1iKS4UddaEpPUutyQBRpBu4m-QU#v=onepage&q&f=false>

The UK: ingredients in a hyperactive horizontal policy environment

Youth Unemployment and the Youth Contract

House of Commons. Work and Pensions Committee.

Second Report of Session 2012–13 Volume I:

<http://www.publications.parliament.uk/pa/cm201213/cmselect/cmworpen/151/151.pdf>

This report is provided together with formal minutes, oral and written evidence



Европейски съюз

PROJECT BG051PO001-7.0.07-0048-C0001

“Without Borders in Employment”

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Eight recommendations on Help to Work

The Work Foundation blog

Jenny Gulliford, 30 September 2013

<http://www.theworkfoundation.com/blog/1391/Eight-recommendations-on-Help-to-Work>

George Osborne’s announcement of the new ‘Help to Work’ scheme has been met with passionate responses from both its supporters and its detractors.

Labour market disadvantage

The Work Foundation Research (Socio-economic)

<http://www.theworkfoundation.com/Research/Socio-Economic/Labour-Market-Disadvantage>

With unemployment high, there is a critical need to consider the labour market. Our work addresses experiences of labour market disadvantage of both those in employment – for example those in low-wage work and those in the low-pay/no-pay cycle – and among those who are workless.

International best practice: tackling youth unemployment

Ingeus Report

http://www.ingeus.com/pages/leading_ideas/87/international_best_practice_tackling_youth_unemployment.html

International research published in 2010 underlines that youth unemployment will continue to be a major challenge for many governments over the coming year.

Ingeus state that their commitment to people flourishing is the fundamental principle and working philosophy that binds the group together. It has grown from a sole provider of rehabilitation services to an international provider of services to groups as diverse as people being long-term unemployed, people with disabilities, parents, young people, mature aged people, refugees and migrants.

Helping people to find and stay in work

Presented by the Department for Work & Pensions and HM Treasury

Updated 8 August 2013

<https://www.gov.uk/government/policies/helping-people-to-find-and-stay-in-work/supporting-pages/supporting-disabled-people-who-need-more-help-to-find-and-keep-a-job>

Long-term unemployment is damaging to individuals and communities, it affects mental and physical health, and holds back economic growth. We want to help people into work and make sure that work pays. In return, people on out-of-work benefits need to take the opportunities available to them to move off benefits and into work.

Work Programme Partnership forum acts as a an advisory group for the Department for debates on Employment and Welfare



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Politics UK

Pearson

http://wps.pearsoned.co.uk/ema_uk_he_jones_politics_7/163/41890/10724025.cw/index.html

The Conservative government employment policies of the 1980s hinged upon deregulation, flexibility of labour markets, and enabling the market to work freely. Unemployment levels, already high due to the rapid restructuring of the UK’s ageing industries soared. Social security benefits were only offered for six, instead of twelve months. More state attention was paid to youth unemployment with programmes such as YTS (Youth Training Scheme), and YOP (Youth Opportunities Programme)

This is a Revision Guide for Chapter 23 – Social Policy

National Council for Voluntary Youth Services

<http://www.ncvys.org.uk/Homepage.html>

Established in 1936, the National Council for Voluntary Youth Services is a diverse and growing network of over 280 national organisations and regional and local networks that work with and for young people. Our mission is to work with our members from voluntary and community organisations to build thriving communities and sustainable networks that help all young people achieve their potential.

England's young adults trail world in literacy and maths

Sean Coughlan BBC News Education Correspondent

http://www.bbc.co.uk/news/education-24433320?ocid=socialflow_facebook_bbcnews

Young adults in England have scored among the lowest results in the industrialised world in international literacy and numeracy tests. A major study by the Organisation for Economic Co-operation and Development (OECD) shows how England's 16 to 24-year-olds are falling behind their Asian and European counterparts. England is 22nd for literacy and 21st for numeracy out of 24 countries.

Employment Law (2nd Edition)

Hugh Collins, Oxford University Press (2010)

<http://books.google.co.uk/books?id=wYCbt5-VzUMC&pg=PA83&lpg=PA83&dq=1979+wages+council+act&source=bl&ots=4QYVUqKpbg&sig=8bRwxov1VFhK0wbvciLI2LctoxA&hl=en&sa=X&ei=uqNNUreuMM3z0gWrsICADg&ved=0CFYQ6AEwBTgK#v=onepage&q=1979%20wages%20council%20act&f=false>



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Young people and employment

Adviceguide – Selfhelp from Citizens Advice

http://www.adviceguide.org.uk/england/your_money/employment/young_people_and_employment.htm

There are special laws to protect the employment rights of young workers. These concern your health and safety, what jobs you can do, when you can work, and how many hours you can work. These laws are very strict and an employer can be prosecuted for breaking them. If you are over school-leaving age and an employee, you will have other rights in addition to the rights of young workers which are mentioned below. For example, it is against the law to discriminate against you at work because of your age.

United Kingdom Labour Law

Wikipedia

http://en.wikipedia.org/wiki/United_Kingdom_labour_law

United Kingdom labour law involves the legal relationship between workers, employers and trade unions.

Youth unemployment - a lesson from history

A UK University Press Release – 25 November 2011

<http://www.reading.ac.uk/news-and-events/releases/PR419470.aspx>

Dr Matthew Worley, a historian at the University of Reading, has said today's [£1 billion government plan](#), announced today by the deputy prime minister, is unlikely to change the long-term problem of youth unemployment.

The making of the 'precariat': unemployment, insecurity and work-poor young adults in harsh economic conditions

UK Youth Research

<http://ukyouthresearch.wordpress.com/>

UK Youth Research is a collective of UK based academics and researchers who are collaborating on projects on youth, unemployment, transitions and labour market research. The group benefits from expertise in labour market studies, education studies and has extensive experience of conducting successful research projects in these areas. The making of the 'precariat': unemployment, insecurity and work-poor young adults in harsh economic conditions, is the title of UK Youth Research's current ESRC funded project that uses data from Understanding Society and two 1980s datasets.



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Youth unemployment: review of training for young people with low qualifications

Department for Business, Innovation & Skills Research Papers

<https://www.gov.uk/government/publications/youth-unemployment-review-of-training-for-young-people-with-low-qualifications>

This paper reviews research on how effective training programmes are in raising qualifications and skills of people who are out work. It specifically looks at how effective training programmes targeted at increasing the employment and skills of young people who are not in learning or work and who have low or no skills. It explains what lessons can be learnt from previous programmes. It makes recommendations on designing future training programme for low-skilled and out-of-work young people aged 19-24.

Key developments and documents detailing the key developments affecting further education

University and College Union

<http://www.ucu.org.uk/index.cfm?articleid=2573>

Provides information on the Further education white paper, the Foster Report, House of Commons Education Select Committee Report on FE, Leitch Review of Skills, Education and Training for 14–19-year-olds, Skills Strategies, and Adult Learning.

Relevant DfEE Policy Initiatives

Department for Education and Employment

http://www.leeds.ac.uk/sce-online/il/pdf/skills_app.pdf

This annex contains brief details of relevant DfEE policy initiatives.

Lifelong Learning Policy – United Kingdom

European Association for the Education of Adults

<http://www.eaea.org/index.php?k=15130>

The origins of the notion of "lifelong learning" can be traced back in British policy at least as far as the Ministry of Reconstruction Adult Education Committee's assertion (1919, p. 5) that adult education "is a permanent national necessity, an inseparable aspect of citizenship, and therefore should be both universal and lifelong".