



THOSE FURTHEST FROM THE LABOUR MARKET

An inquiry into best practice that helps young people furthest
from the labour market into employment

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Foreword

Michael Tomlinson MP
Chairman
APPG on Youth Employment



Almost exactly eighteen months ago, I became the new Chairman of the All Party Parliamentary Group (APPG) on Youth Employment, taking over from the indomitable Chloe Smith MP, a doughty campaigner for young people. While serving under her Chairmanship, we renamed the APPG from Youth Unemployment to the rather more positive and optimistic title it holds today.

As an all party group we remain unrelentingly positive about the promise and potential that our young people have. We believe that with hard work there should be no limits to their aims and ambitions. Our bold aim, our moral mission even, should be to eradicate long term youth unemployment.

Each month the APPG meets on the day that the ONS releases the latest employment figures. But our mission as a society should be not just about driving down youth unemployment from its historically high levels, worthy though that aim is. We must also focus on ensuring that our young people have the opportunities and experiences and acquire the necessary skills to build a career in the modern labour market.

This report looks into the circumstances of those who are furthest from the labour market. We examine what barriers remain in place for those who are disadvantaged, whether that be through disability, because they have spent time in prison, or for some other reason. As ever, we have had young ambassadors coming into parliament and telling us what works and importantly how the system should be reformed. Hearing this evidence always proves to be the most inspiring, interesting and challenging aspect of the all party group.

I am especially grateful to the Minister, the Right Honourable Anne Milton MP for attending our final session and for giving her own update and answering questions from young ambassadors.

We are an aspirational nation, and this is highlighted most by the energy and vigour of our young people. Their drive and potential is huge. They rightly want the opportunity to build a brighter future and it is our job as Parliamentarians to enable them fulfil that promise. This is why we must redouble our efforts to eradicate long term youth unemployment and give young people the opportunity to pursue a fulfilling career and build a better future for themselves and their families.



Michael Tomlinson MP

Executive Summary

This third report of the All-Party Parliamentary Group (APPG) for Youth Employment focused on supporting young people furthest from the labour market.

The APPG sought to understand how many young people would be included in this group; what are the main barriers; evidence and examples of working with young people 'hidden' from the official statistics; and what support is most effective in helping young people into education, employment or training.

Meetings were held in October and November 2017 with a range of experts invited to give evidence to the APPG. A final meeting was held in December, with the Minister for Skills, the Right Honourable Anne Milton MP. Throughout this period an inquiry was opened and external organisations were invited to submit written responses to the inquiry, 15 external responses were received.

The APPG for Youth Employment has found that:

- too many young people still face barriers to employment.
- there is also a concerning number of young people 'hidden' from the official statistics. These are young people who are NEET (not in education, employment or training) and not claiming welfare support.
- new policy and funding models can create perverse implications for social mobility.
- young people furthest from the labour market face a number of barriers meaning it can be a struggle to complete programmes with pre-determined markers for achievements.

The government has a bold ambition to have zero youth unemployment. Yet according to Impetus PEF¹ the number of young people who spend 12 months or more NEET is growing. The Social Mobility Commission has recently identified that the gaps in social mobility are widening².

Evidence suggests that young people who are furthest from the labour market often have one or more significant barrier to employment. These include but are not limited to: disability, mental health issues, low education attainment, homelessness, care leavers, carers, a criminal record and low aspirations. Without first overcoming these barriers young people cannot be expected to make good and sustained progress into employment, education or training.

Personalised support for young people who are hidden or furthest away from the labour market can mean they are more likely to make progress. This support may include a key worker, non-formal training, supported work experience.

Those young people furthest from the labour market who enter on to an employment or employability scheme without first tackling these barriers means that they do not pass the necessary milestones and often they fail or fall of the course.

¹ <http://www.impetus-pef.org.uk/policy-initiatives/youth-jobs-index/>

² <https://www.gov.uk/government/publications/social-mobility-policies-between-1997-and-2017-time-for-change>

Based on the evidence heard at the meetings and put forward through the written submissions the APPG for Youth Employment is making **the following recommendations** to government:

- Ensure that all young people in education have access to work experience. Information, advice and guidance must be both aspirational and practical and include helping with the soft skills that are so important to securing employment.
- Ensure that all young people have adequate mental health support and that early intervention models are in place. Young people must be taught how to develop resilience and take care of themselves.
- A one-size fits all approach does not work. Education, employment and welfare services must begin to recognise the unique potential of each young person and that what works for one does not necessarily work for all.
- Investment must be put into identifying young people NEET and hidden at a local level. Services and support for these individuals must be holistic, whilst understanding that vital youth services are at risk from funding challenges.
- Include young people and experienced organisations in the design of national and local approaches to youth employment.
- Provide financial and information support for employers to work with young people who are furthest from the labour market including better information on Access to Work, recognition of the national employer kite mark – the Talent Match Mark could support this.
- Better coordination of responsibilities and services across government departments that support young people. This includes the Department for Education, Department for Work and Pensions, Department for Health and Ministry of Justice.

Introduction

The All-Party Parliamentary Group for Youth Employment was set up in 2014. Its aim is to:

- Promote youth employment in all its forms and the role of young people within the economy.
- Ensure young people's voices are heard.
- Highlight the need for quality opportunities.
- Share best practice.

This is the third series of the APPG. Previous reports reviewed youth unemployment data and the transition between education and employment.

The unemployment rate for those aged 16 to 24 has been consistently higher than that of older age groups since comparable records began in 1992. The 2017 Youth Jobs Index³ identified that nearly 2 million young people between 16-24 spend some time NEET (not in education, employment or training), with 1 in 10 young people (811,000) spending over a year NEET, an increase on the 714,000 young people found in this situation last year.

If the government is to reach its goal of zero youth unemployment, and if we are to ensure that all young people have the chance to reach their full potential, it is important to address the challenges of long-term youth unemployment.

This inquiry focused on the barriers faced by those young people who are furthest from the labour market. The inquiry wanted to understand the make-up of the group most likely to be long-term unemployed; what barriers are faced by this group; and what support and intervention is needed to help these young people in this group move into sustained education, employment or training.

The APPG for Youth Employment welcomed submissions addressing some or all of the following points:

- What are the biggest challenges facing young people who are furthest from the labour market?
- Where you work with young people who are “hidden” from the youth unemployment data please evidence what the scale is of this group and why they are not seeking support?
- What do you believe is working well and having a positive impact on young people furthest from the labour market? Please provide some evidence of impact?
- What can government, local authority and other organisations do to further support more young people in this group?

³ <http://www.impetus-pef.org.uk/policy-initiatives/youth-jobs-index/>

Young people furthest from the labour market

There can be a range of factors that contribute to a young person being NEET. Evidence from the Big Lottery Talent Match Programme suggests that young people with more than one barrier face a longer journey to employment. Qualifications, personal circumstances, attitudes, mental health issues, behaviors and experiences can make up one or many of the challenges faced by young people.

Some young people do not seek welfare support. In those cases, they are often unreported in regional or national statistical information. These young people are referred to as 'hidden'. Helping young people who are hidden from the labour market is a growing challenge. They are not easy to identify and therefore it is more difficult to provide the support they need. The reasons young people do not access welfare support vary and can be complex.

It is not easy to report on the number of young people "hidden" in the UK. However, in the Greater Manchester Talent Match Report, January 2017⁴ it was estimated that just under 15,000 young people were "hidden" in Greater Manchester in March 2016 alone.

Qualifications

Evidence suggests that young people with low level education attainment are at greatest risk of becoming long-term NEET.

- 15% of young people with a Level 2 as their highest level of attainment are at risk of being long-term NEET (six months or more) compared to 26% of young people with below Level 2 qualifications.
- On finding a job or heading back into some form of education, those with a Level 2 are more likely (86%) than those with below a Level 2 (71%) to sustain that role or course for six months or more.

Personal Circumstance

There are many different factors that can affect the likelihood of someone becoming NEET. Young people may experience one or more of these challenges:

- access to alternative source of finance – for example, living at home and supported by their parents and engaging in the informal economy or illegal activities;
- caring responsibilities, as young carers or parents;
- criminal records;
- disability;
- lack of self-confidence, anxiety, wellbeing and mental health issues;
- language skills – English as a second language;
- locality;
- sofa surfing or homelessness and supported by friends or family;
- substance misuse.

Attitude, Behaviours & Experience

⁴ <https://gmtalentmatch.org.uk/hidden>

In addition to the challenges of low educational attainment and personal circumstances, the following attitudes, behaviors and previous experiences of some young people can create further barriers:

- disengagement;
- having no previous work experience;
- low level aspirations;
- not knowing what job or career they want;
- young people's actual or perceived experience with JobCentre Plus.

What government support is in place for young people furthest from the labour market?

The law requires all young people in England to continue in education or training until at least their 18th birthday. However, there are a significant number of young people aged 16-18 and 16-25 who have an Education, Health and Care Plan (EHC) who are not in education, employment or training.

Local Authorities have a statutory responsibility placed on them by the Department for Education⁵:

- To secure sufficient suitable education and training provision for all young people in their area who are over compulsory school age but under 19 or aged 19 to 25 and for whom an Education, Health and Care (EHC) plan is maintained.
- To make available to all young people aged 13-19 and to those between 20 and 25 with special educational needs and disabilities (SEND), support that will encourage, enable or assist them to participate in education or training
- Local authorities are required to collect information about young people so that those who are not participating, or are NEET, can be identified and given support to re-engage.

This Local Authority duty only applies to those young people mentioned. Young people aged 18+ or 25+ with additional needs are no longer part of the Local Authority responsibility and the main source of support comes from local JobCentres.

⁵ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/561546/Participation-of-young-people-in-education-employment-or-training.pdf

Meeting and Inquiry Response Overview

First meeting – 18th October 2017

In the first meeting of the inquiry, Mark Pike from Develop presented to the Group. In his presentation Mr Pike identifies that it is commonly understood young people's lack of work experience and life skills mean they struggle to transition from education to employment. Develop have found that young people are often facing multiple disadvantage; minorities, English as a second language, homelessness, SEND & mental health issues to name just a few. There is often not just one barrier.

Develop are concerned that the full scale of the problem is not known; there are a lot of unknowns locally and nationally with a variety of causation factors. Some policy changes are compounding the issues such as the changes to apprenticeships, where there is a decrease in those taking up apprenticeships and more high-level apprenticeships being introduced as part of the levy that may well have some perverse implications for social mobility.

70% of the young people that Develop support are from disadvantaged backgrounds and have complex social needs. These needs aren't always clear in the beginning and the referrals and data sharing aren't robust which means that the right help can't be given in the beginning.

Mr Pike explained that for the most vulnerable there is evidence that young people with the most complex needs are being bumped from provider to provider. Funding is a likely to be a factor in these cases, as it has become largely output driven; those with multiple disadvantages are harder to support and therefore it is harder to meet funding target points.

In addition, the risk is that programmes in education and training are funded against young people being able to achieve a number of markers. For those most vulnerable young people committing to that structure can be impossible and they may need a phased approach that isn't supported.

Develop believe the government system is too complex with too many organisations involved; Department for Education, Department for Work and Pensions, Department for Health, Ministry of Justice, Local Authorities, LEPs all have some responsibility for young people, seemingly operating without a common strategy.

Second meeting – 15th November 2017

In the second meeting of the series Leanora Volpe of Leonard Cheshire Disability presented to the group. She was joined by Anil and Albertina, two young beneficiaries of Leonard Cheshire support programmes.

Ms Volpe's focused on young people with disabilities who are some of the furthest away from the labour market. Identifying that eight out of ten non-disabled people are employed – a near-record high - yet just under half of disabled people are in work. This is a disability employment gap of 31%.

Since May 2015, the gap has closed by just over 1%. The government has pledged to get one million more disabled people into work, but for every 100 disabled people entering the labour market, 114 leave. At this rate, it will take more than 200 years to halve the disability employment gap.

Within this group, young disabled people are at a greater disadvantage. At the age of 26, they are four times more likely than their non-disabled peers to not be in employment, education or training. Volpe said, “if we are going to bolster the disabled workforce, investment in the generation of young disabled people reaching adulthood is crucial”.

Disabled people supported by Leonard Cheshire are often facing challenges in more than one area. They haven’t had support in school, they may not have the assistive technology they need to find and apply for jobs. Many don’t have enough social care support. Essential tasks are often overlooked, such as getting up, getting dressed, and getting ready to go. In some cases, public transport isn’t accessible to them. Unsurprisingly, many feel their confidence has been knocked.

In order to rectify this we need early intervention, with tailored, proactive and sustained support from school and into adulthood.

In education 2/5 young disabled people said they couldn’t access work experience in school, with many believing that teachers had lower aspirations and expectations for them. Good quality work experience placements are needed and employment needs to be seen as a viable option for young disabled people.

Employers too need to have more conversations about disability in work. Less than 10% of employers have hired a disabled worker in the last year. Employers lack confidence to recruit disabled young people. They worry about the time and skills needed to do so and being able to provide the space and time.

From their experience Leonard Cheshire find that there are missed opportunities in the current system to put in place the right support at every stage of young disabled people’s development.

Third meeting – 18th December 2017

The Rt Hon Anne Milton MP, Minister for Skills attended the third meeting. She gave an update on the work that she and her department were doing and listened to and answered questions from young ambassadors.

Inquiry responses

This inquiry has had 15 responses from external organisations which specialise in the education, training and support of young people. Organisations responding include The Princes Trust, Big Lottery, Rathbone, Talent Match Liverpool and Newcastle University.

In their response the Big Lottery provided insight from the Talent Match Programme which they fund. Talent Match has supported 23,000 young people across 21 regions of England since 2014. The programme has found that there is an increase in the number of young people with mental health needs, highlighting a major barrier for young people who are NEET. 21% of young people (16-24) reported symptoms of anxiety or depression in 2013/14, up from 18% in 2009/10.

Findings from the Big Lottery suggest the importance of including young people in the design of services in which they will participate, citing that this youth participation increased engagement.

Another important factor identified through this submission is that for some young people access to a keyworker on a one-to-one basis has the best results of engaging young people in sustained education, training or employment.

Rathbone Training provided evidence that young people furthest from the labour market are not benefiting from engagement in social action, volunteering or the National Citizen Service offer. These are opportunities that could provide a much-needed stepping stone to the labour market.

The Princes Trust linked to the Results for Life report, produced with HSBC, which identified that 43% of young people surveyed don't feel prepared to enter the workforce, and 46% of these young people saying their confidence is too low.

Summary and Conclusions

The latest statistics are encouraging and we are within touching distance of the lowest youth unemployment on record. But there are still too many young people find themselves not in education, employment or training (NEET). There is no clear way of identifying how many young people are hidden from the labour market and not all NEET young people claim welfare support.

Both young people who are claiming welfare support and those that are hidden often face multiple and complex barriers. These barriers include disability, homelessness, care leavers, young people with low academic attainment and those with mental health concerns.

With targeted and high-quality services young people can progress. The time it takes to help a young person and the services required varies. It cannot be delivered through a universal one-size fits all approach.

The APPG for Youth Employment recommends the following:

- Ensure that all young people in education have access to work experience. Information, advice and guidance must be both aspirational and practical and include helping with the soft skills that are so important to securing employment.
- Ensure that all young people have adequate mental health support and that early intervention models are in place. Young people must be taught how to develop resilience and take care of themselves.
- A one-size fits all approach does not work. Education, employment and welfare services must begin to recognise the unique potential of each young person and that what works for one does not necessarily work for all.
- Investment must be put into identifying young people NEET and hidden at a local level. Services and support for these individuals must be holistic, whilst understanding that vital youth services are at risk from funding challenges.
- Include young people and experienced organisations in the design of national and local approaches to youth employment.
- Provide financial and information support for employers to work with young people who are furthest from the labour market including better information on Access to Work, recognition of the national employer kite mark – the Talent Match Mark could support this.
- Better coordination of responsibilities and services across government departments that support young people. This includes the Department for Education, Department for Work and Pensions, Department for Health and Ministry of Justice.

Appendices: Submission Information & Written Evidence

Appendix I - The Big Lottery Fund Submission

1) Executive Summary

1.1) The Big Lottery Fund is the largest community funder in the UK. Last year we awarded £713m of good cause money raised by National Lottery players to more than 13,000 community projects.

Our Talent Match programme has funded 21 partnerships across England by £108m from 2014-18.⁶ The programme is addressing high levels of unemployment amongst 18-24 year olds furthest from the labour market, including those 'hidden' from statutory provision. Talent Match is a voluntary programme and every young person is offered a personalised package of support.

At the Fund, we follow a 'People in the Lead' approach which puts communities and service users at the heart of social change. In Talent Match, this has meant involving young people in the programme's design and delivery. This approach has effectively engaged large numbers of young people in the programme, and kept them engaged, supporting more than 23,000 young people since 2014.

1.2) Our learning from Talent Match shows that:

- Embedding young people at the heart of service delivery effectively increases involvement, and ensures that services are appropriate for their intended audience.
- Young people are facing significant mental health challenges and are not always receiving the support they need. Even when they are, a lack of integration between mental health support and employment support often makes the journey to work much harder.
- Offering a meaningful one-to-one 'key worker' relationship working with young people delivers the best results for those furthest from the labour market.
- There is an increasing problem with 'hidden' young people who are neither receiving benefits, nor engaged in education, employment or training. If this is not addressed, it is likely that an increasing number of young people will not receive the support they need to find work.
- Local, flexible approaches to those furthest from the labour market are vital – there is no effective one-size fits all approach.

1.3) Our conclusions from the Talent Match programme are that:

- Mental health support could be better integrated with employment support to ensure young people do not fall into the gaps between the two when seeking work.
- Government and local authorities could consider gathering greater insight into 'hidden' young people to track their progress, improve understanding and ensure all young people can access the support they need to thrive.
- Involving young people in the design and delivery of employment services could help achieve greater ownership among key audiences.

⁶ Full list of partnerships at Annex A

- The role of in-work support could be considered by employment programmes in their offer.

2) Introduction

2.1) The Big Lottery Fund is the largest community funder in the UK. Last year we awarded £713m of good cause money raised by National Lottery players to more than 13,000 community projects. Our ambition is to fund bright ideas, to enable communities to thrive.

Our People in the Lead approach, set out in our strategic framework 2015-21,⁷ embeds a strength based approach at the heart of our funding. It recognises and builds on what communities are good at, rather than where they fall short.

2.2) Talent Match

Our Talent Match programme is investing £108 million in 21 partnerships across England from 2014-18. The programme is addressing high levels of unemployment amongst 18-24 year olds furthest from the labour market, including those 'hidden' from statutory provision. Talent Match is a voluntary programme and every young person is offered a personalised package of support.

Each of the 21 projects are being delivered by local partnerships, with a voluntary sector lead and are driven by co-production with young people. This approach is at the heart of their successful engagement with 'hard to reach young people'. Since 2014, Talent Match has supported more than 23,000 young people.

This submission is based on interim findings from the first three and a half years of Talent Match. The final results and learning from the programme will be published following Talent Match's conclusion next year. We are working with the Centre for Regional, Economic and Social Research at Sheffield Hallam University to evaluate impact and will produce summative reports in early 2018, building towards a concluding report in 2019. We are grateful to them for many of the facts and figures below.

3) What are the biggest challenges facing young people who are furthest from the labour market?

3.1) Talent Match has used statistical modelling to identify young people's distance from the labour market, based on their characteristics, experiences and competencies. This modelling – and our practical experience – indicate that when young people are facing several barriers to work, their journey to employment will be longer.⁸

⁷ Big Lottery Strategic Framework 2015-21 <https://www.biglotteryfund.org.uk/about-big/strategic-framework/our-vision>

⁸ Sanderson E & Wilson I (2015) <http://www4.shu.ac.uk/research/cresr/sites/shu.ac.uk/files/tm-cdf-annual-report-2015.pdf>

These factors include:

- Being disabled,
- Having mental health issues,
- Substance misuse,
- Being responsible for children,
- Having a lower level of educational attainment, and
- Having no previous work experience.

We also considered factors such as:

- Not understanding the skills that employers want,
- Not having specific skills for a desired job, challenges setting and achieving goals, and managing feelings, low confidence and self-esteem, and
- Not owning appropriate clothes for an interview.

Using these measures of distance, more than half (54 %) of all Talent Match participants were in the group furthest from the labour market at their point of engagement with the programme.

3.2) Throughout our delivery of Talent Match, we found that the biggest personal challenges that young people are currently facing are associated with mental ill health (whether that be dealing with clinical mental health problems, facing high levels of anxiety or depression, or living with neurological disabilities, such as Autism Spectrum Disorders).

Talent Match has some excellent examples of delivering mental health support in practice. For example, Talent Match Liverpool offers in-house therapeutic support through the recruitment of dedicated practitioners. Integrating mental health support within programmes can also be achieved through pro-active local partnership work. For example, at Northamptonshire Talent Match a MIND support worker visits the project regularly and runs support sessions with young people in the same building. This helps the young person to feel safe and secure, gives them easy access to their peers and key worker. Further, young people on the Black Country Talent Match Core Partnership advocated for the introduction of Mental Health First Aid training for all staff to increase their awareness and understanding.

Some of our partnerships have particularly highlighted the need to deal with deep-seated mental health issues caused by multiple layers of deprivation and years of abuse and/or neglect. For example Talent Match Liverpool outline that such issues have resulted in almost three in five (57%) of their young people having difficulties with their anger, emotional wellbeing and mental health.

Listening to the issues these young people are facing, and building supportive structures to address their needs, has allowed projects across the country to effectively support those furthest from the labour market into work.

“I felt suicidal; when I came in, but now I don’t and I am a new person. If I didn’t come to counselling I wouldn’t be where I [am] today. I would not be working” Talent Match participant, Liverpool

The evidence from our projects on the biggest challenges facing young people reflects the broader available evidence. The Office for National Statistics recently found that:⁹

- 21% of young people (16-24) reported symptoms of anxiety or depression in 2013/14, up from 18% in 2009/10;
- More than a quarter (26%) of young women reported symptoms of anxiety and depression in 2013/14, up from 22% in 2009/10; and
- Young people's wellbeing fell significantly between 2009/10 and 2012/13 – from 25.3/35 to 24.6/35 for young men, and from 24.7/35 to 23.8/35 for young women.

3.3) On the basis of this evidence, and the experience of those we fund, **mental health support could be better integrated with employment support** to ensure young people do not fall into the gaps between the two when seeking work. This integration does not need to be complex or costly. For example, employment programme providers could ask participants about their mental health needs and provide dedicated support for those experiencing common mental health issues (e.g. anxiety or depression) to assist them in finding work.

While this approach may require significant re-alignment of the current funding and design of health and back-to-work support, the Government has already acknowledged the benefits of holistic support in its Troubled Families programme.¹⁰ Evidence from the Fund's Multiple and Complex Needs programme also clearly shows the importance of aligning support to make a real difference to people's lives.

3.4) Other issues facing young people

Young people also told us about the barriers they face from traditional support structures and employers, including:

- Many young people have been mandated to attend programmes which were not suitable for them. They either did not last long enough for progress to be made, or required participation in training and work experience in a sector they did not wish to pursue. They also found this support was regularly repeated and they were expected to attend the same course (e.g. CV writing, first aid) a number of times.
- A lack of understanding of how to work with young people with mental ill-health or hidden disabilities.
- The negative impact of penalties and sanctions, particularly on young people with additional personal barriers.
- A lack of mental health and substance misuse support for young people that complements employability support.
- Traditional recruitment structures which disadvantage some applicants – e.g. those with a learning disability or autistic spectrum disorder reported they found interviews particularly challenging, but are much more comfortable demonstrating their skills during a work trial.
- A lack of support for additional in-work costs during the transition to work.
- A lack of in-work support.

⁹ Young people's well-being, 2017, ONS, <https://www.ons.gov.uk/peoplepopulationandcommunity/wellbeing/articles/youngpeopleswellbeingandpersonalfinance/2017>

¹⁰ Working with Troubled Families, 2012, Department for Communities and Local Government https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/66113/121214_Working_with_troubled_families_FINAL_v2.pdf

Without appropriate support in place, young people furthest from the labour market tend to experience unemployment on a long term basis or “cycling” in and out of employment, with successive periods of unemployment. All of this can lead to young people being viewed less favourably by employers, people’s skills and confidence worsening over time, and long term expectations of work being damaged, along with negative impacts for broader society.¹¹

“I had a really bad experience with the Job Centre. With my panic attacks and depression and anxiety, they struggled to understand how much it affects me and being in a busy environment with loads of people who I do not know.” Talent Match participant, South East

To address these existing challenges, youth employment programmes could embed young people at the heart of their design and delivery, to ensure that they meet participants’ needs. (We expand on this recommendation further, below).

4) Where you work with young people who are “hidden” from the youth employment data, please evidence what the scale is of this group and why they are not seeking support

4.1) Since 2014, Talent Match has worked with more than 4,500 ‘hidden’ young people, over 25% of the programme total. We count hidden young people as those not receiving benefits, nor engaged in employment, education or training.

As well as those young people who find themselves not eligible for benefits, some young participants also indicate that they do not feel able to apply for benefits. In some cases this is due to bad experiences with Jobcentre Plus in the past. For others, practical reasons such as low literacy or IT skill levels, a lack of access to a computer or a lack of an email address or working telephone prevent them applying. For some, it is stigma, or peer or family pressure that leads them not to sign-on.¹²

4.2) We do know that it is increasingly difficult to access data on ‘hidden’ young people. Local Authority partners in Talent Match have reported that there is no longer a requirement to keep track of young people post-18, unless they meet certain support requirements (i.e. they are care leavers).¹³

Greater Manchester Talent Match carried out research to identify hidden young people (age 16-24) in Greater Manchester, and see what support they needed. They developed a nationally applicable equation to determine the scale of the issue.¹⁴ Using this measure, they estimated that there were 15,000 hidden young people in the Greater Manchester region alone in March 2016, up from an estimated 10,000 in 2013.¹⁵

¹¹ McQuaid, R, (2014) Youth unemployment produces multiple scarring effects, LSE: <http://blogs.lse.ac.uk/politicsandpolicy/multiple-scarring-effects-of-youth-unemployment/>

¹² Turn2Us, (2012), Benefits stigma in Britain, University of Kent: <https://www.turn2us.org.uk/About-Us/Research-and-Insights/Benefits-Stigma-in-Britain>

¹³ <https://feweek.co.uk/2014/11/10/local-authorities-losing-neets-track-say-mps/> accessed on 24/10/17

¹⁴ This is the difference between the numbers of unemployed (unemployment rate reduced by 23% for the student population) and the claimant count

¹⁵ Edwards, R (2017) New Economy, Hidden, Greater Manchester Talent Match <https://gmtalentmatch.org.uk/reports>

Through this research, they identified that the average ‘hidden’ young person is male, living with parents or friends or sofa surfing, and an early school leaver with lower qualification levels. These young people responded to their hidden ‘status’ by either becoming more isolated and rarely leaving the house, or by finding a place within the ‘grey economy’, gang culture or offending. They also have alternative means of accessing financial support but this is often temporary and becomes an additional barrier to accessing long term support and appropriate, permanent work. The stigma of applying for Jobseekers Allowance was also highlighted by both groups.

“I don’t want to be one of them...I’m not a scrounger” Talent Match participant

4.3) Whatever the reason that someone becomes ‘hidden’, this disengagement means they cannot access support from available statutory services, which despite criticism do, on average, shorten the amount of time people remain unemployed.¹⁶ ‘Hidden’ young people are also unable to access in-work support if they do find work, which means they are more likely to fall back into unemployment.¹⁷

Although Talent Match provides only a partial picture of the scale of hidden young people, we are confident that the size of the “off register” group has increased. We are concerned that there is no national systematic understanding of how these young people are getting by, what resources they draw on and the barriers they face to engaging with the benefits system and other statutory and voluntary sector providers.

Government and local authorities could consider gathering greater insight into ‘hidden’ young people in order to track their progress, improve understanding and ensure all young people can access the support they need to thrive. This could most helpfully be attempted by requiring all local authorities to identify those young people not in employment, education or training – and not receiving benefits, and identifying what support needs they have, if any. The Department for Work and Pensions could also consider offering employment support to young people with support needs – even if they are not currently claiming benefits. Where possible, local and national government should also gather evidence on the characteristics of young people likely to become ‘hidden’ to allow for more effective early interventions.

5) What do you believe is working well and having a positive impact on young people furthest from the labour market? Please provide some evidence of impact

5.1) Talent Match partnerships have evolved and developed their approaches over time, this has resulted in a broad programme shaped by local context and resources which has generated a number of different local models. Indeed, there is unlikely to be a ‘one-size-fits-all’ approach to supporting those furthest from the labour market that works. Any long term support provided to these young people must work with, and not against, local circumstances to provide the appropriate support.

¹⁶ The Economic Impact of the Work Programme, Europe Economics, Oct 2014

¹⁷

http://www.remploy.co.uk/info/20137/partners_and_programmes/227/workplace_mental_health_support_service accessed on 24/10/2017

However, there are also key themes running across the 21 partnerships which offer an insight into what works:

5.2) Involving Young People.

The success of Talent Match rests heavily on the involvement of young people in the design and delivery of the programme. Interim evaluation results are showing that due to this, Talent Match has been successful in reaching significant numbers who were previously ‘hidden’. We are also confident that the programme more effectively meets the needs of young people, and encourages them to remain engaged, as a direct result of their involvement.¹⁸

Some practical changes to Talent Match programmes which have been driven by young people include:

- Talent Match New Anglia introduced their “New-U” enterprise offering access to smart work clothes for young people;
- Black Country Talent Match introduced the option of coaches attending work experience placements with young people for the first week to help young people overcome their initial fears;
- Talent Match North East introduced 360° feedback during contact days with employers offering feedback on the barriers young people face when applying and working and the issues employers face when employing young people; and
- Leicestershire Talent Match’s Youth Panel undertook a root and branch review of the original project in year 2 and completely changed the model – this resulted in the numbers of young people engaged increasing by over 50% in the same period. Examples of the changes made, include:
 - Involving young people when contracting services to ensure external organisations were responsive to young people leading decision making; and
 - Improving public transport access to delivery locations to allow more young people without access to a car to attend.

These amendments helped set Talent Match aside from previous employment interventions which put Jobcentres or employers at the heart of their intervention, rather than young people. It also delivered significant marketing benefits by using young people to promote the programme both face-to-face and through social media.

Involving young people in the design and delivery of employment services could help achieve greater ownership among key audiences.

5.3) Mental health

As outlined above, managing mental ill health was a key element of delivery for all of our Talent Match projects. Mental health as a barrier to employment was found to take a range of forms; from confidence and low levels of depression through to chronic, persistent and clinical conditions. Most partnerships recognise that their services are equipped to support young people with low level problems, but that they need to signpost young people requiring clinical support elsewhere.

To gain a greater understanding of possible solutions to the mental health crisis affecting young people, our evaluators undertook a deeper look at partnerships where mental health support was

¹⁸ Further evaluation findings will be published in 2018 and 2019

built into their core offer, in Leeds, Liverpool and New Anglia. All of which identified mental health issues as a much bigger barrier than they had first anticipated.

The evaluation¹⁹ emphasised the need for earlier intervention and mental health training for all staff and the importance of the provision of counselling or other therapeutic support as part of a participant's journey to work. The evaluation also highlighted the benefits of aligning support across services, and explored the possibility of building an integrated mental health service for 14-25 year olds. **They suggest using Talent Match Liverpool's approach as a blueprint where therapeutic support is embedded in their core Talent Match programme, rather than relying on accessing support from overstretched local services.**

5.4) Engaging employers

An early challenge for Talent Match was employer engagement. Local employment ecosystems in England vary dramatically in terms of the labour supply/demand balance. Involving employers in partnerships is necessary but can risk being tokenistic unless given careful thought and effort.

Talent Match has positive examples of successful relationships with employers at both national and local level. The Talent Match Mark, co-developed by Youth Employment UK, London Youth and Movement to Work, has engaged large employers such as British Gas, by offering them the opportunity for young people to review their recruitment and employment practices. Criteria include accessible recruitment, jargon-free communication and structured training opportunities.

Locally, Talent Match has seen some really positive examples of projects' in-depth understanding of both local young people and the local labour market. Our Nottingham project runs the apprentice recruitment scheme for Eon in the city. By teaming up with local referral partners and an accredited training provider they are making apprenticeships accessible to those with fewer qualifications, as well as successfully meeting both the recruitment and Corporate Social Responsibility requirements of a major employer.

5.5) In-work support

Labour market programmes can focus solely on getting people into work, with little thought for the support people need once they are in work. While overcoming this is difficult, and evidence of success tends to be anecdotal, young people have told us that continued support from a trusted keyworker has helped them to sustain paid work.

There is also evidence of a positive impact from initiatives which focus on specific groups. For example, PADD (People's Awareness of Disability Discrimination) is a young people's group which grew out of Talent Match Humber. It helps to break down barriers between employers and young people with disabilities by providing expert advice, supporting participants to communicate openly about their needs and strengths, and troubleshooting (e.g. around reasonable adjustments). The group supports both the employer and employee during recruitment and subsequent employment, helping to resolve practical barriers that could otherwise result in a breakdown of communication, and redesigning interview processes to give disabled young people the best chance to demonstrate their skills and abilities.

¹⁹ Powell, R, Bashir, N, Crisp, R & Parr, S (2015) Mental Health & Wellbeing, Sheffield Hallam University CRESR <http://www4.shu.ac.uk/research/cresr/sites/shu.ac.uk/files/tm-mental-health-wellbeing-2015.pdf>

The role of in-work support could be considered by employment programmes in their offer.

5.6) Key worker approaches

Support built on a one-to-one trusted relationship is essential to supporting those furthest from the labour market into work. Almost all Talent Match projects (covering 98% of Talent Match participants) offer a meaningful one-to-one ‘key worker’ relationship working with young people alongside access to training, work experience, and confidence building activities. In particular, the approach of Talent Match key workers in terms of their flexibility, ability to listen and understand played a key role in setting expectations about the relationship and the programme.²⁰

Our evaluators sought to define the range of key worker approaches which are being used. In particular they looked at the skills of key workers ranging from volunteer models through to delivery by highly qualified IAG professionals.

Our evidence suggests that professional IAG models offer greater and more consistent benefits to young people. However, a range of key worker models can be used successfully to drive improved engagement and deliver peer support to young people.

Stacey was supported by her Talent Match Leeds key worker, through periods of turning up to sessions being drunk and abusive, she describes her time before rehab as a “blur”.

But she says that her keyworker was “always there” and eventually this led to Stacey beginning the journey to turn her life around. Stacey was encouraged to return to sport after rehab, and with her key worker’s support she accessed training and now has a job as a full time life guard.

6) What can government, local authority and other organisations do to further support more young people in this group?

Through Talent Match, the Fund and our delivery partners have developed significant expertise in delivering integrated and effective support to those further from the labour market. Talent Match has worked with a large number of young people, which has provided us with meaningful evidence on what works. We are keen to share our learning from the Talent Match programme with all interested parties.

In particular, we would be delighted to engage with local authorities, Local Employment Partnerships (LEPs) and local organisations. Where young people’s Talent Match groups exist, local stakeholders should make use of these vital resources. We have separately provided a list of areas in which these groups exist. We are also looking at innovative ways to sustain Talent Match support beyond the end of the programme.

Our Cornwall young people’s group Generation E has already been paid to advise the food company Ginsters on employment issues, and has provided consultancy to others. The Fund is supporting its sustainability with some additional funding post-2018.

²⁰ Barnes, S, Green, A, Batty, E & Pearson, S (2017), Key Worker Models, Sheffield Hallam University CRESR <https://blogs.shu.ac.uk/talentmatch/files/2015/03/tm-key-worker-report.pdf>

We are also working with Middlesbrough Voluntary Development Agency to see if we can support something similar there. The council, health commissioners, LEP and the new combined authority are all looking to use this resource to ensure young people's input into future local strategies

7) Contact

We would be very happy to expand on the issues outlined above in the future and provide further learnings as they are realised over the coming years. Please do get in contact with Roger Winhall, Talent Match Head of Funding at roger.winhall@biglotteryfund.org.uk if you would like to hear from us further.

Annex A

8) Talent Match Partnerships

Partnerships are based within 21 LEP areas and bring together education providers, employers, the voluntary sector and young people. All partnerships are led by a voluntary sector lead partner.

- Birmingham and Solihull
 - Lead: Birmingham VSC
- Black Country
 - Lead: Wolverhampton VSC
- Cornwall and the Isles of Scilly
 - Lead: Real Ideas Organisation
- Coventry and Warwickshire
 - Lead: Coventry Voluntary Action
- Derbyshire and Nottinghamshire
 - Lead: Greater Nottinghamshire Groundwork Trust
- Greater Lincolnshire
 - Lead: The Prince's Trust
- Greater Manchester
 - Lead: Greater Manchester CVO
- Humber
 - Lead: Humber Learning Consortium
- Leeds City Region
 - Lead: Your Consortium Ltd
- Leicester and Leicestershire
 - Lead: The Prince's Trust
- London
 - Lead: London Youth
- Liverpool City Region
 - Lead: Merseyside Youth Association Ltd
- New Anglia
 - Lead: The Prince's Trust
- Northamptonshire
 - Lead: Enable
- North East
 - Lead: The Wise Group
- Sheffield

- Lead: Sheffield Futures
- South East
 - Lead: The Prince's Trust
- Staffordshire
 - Lead: Newcastle Under-Lyme CVS
- Tees Valley
 - Lead: The Prince's Trust
- The Marches
 - Lead: Hereford VOSS
- Worcester
 - Lead: The Shaw Trust Ltd

Appendix II - Rathbone Training Submission

APPG for Youth Employment

Series 3: Barriers young people furthest from the labour market face, October 2017

Overview

Rathbone Training is a national youth charity focused on helping young people to realise their potential and achieve their goals – whether that is a job, a place at college, a traineeship, an apprenticeship, or work placement. We believe that given the right opportunities and support, all young people can learn, progress and achieve success in their chosen careers and become young adults who play a positive part in our society. Key facts:

- The focus of our work is with young people facing personal challenges in terms of their learning and social support needs
- 33% of our learners are eligible for Free School Meals (FSM) and many are from a Looked After Children (LAC) background
- We reach over 8,500 young people annually across Scotland, Wales and England
- Our work ranges from specialist provision for young people aged 14+ who are partially or fully excluded from school to advanced level Apprenticeships
- Rathbone successfully retained its MATRIX standard following a recent assessment of our advice and support services for young people. Feedback was very positive from the assessor who commented on how Rathbone changes people's lives through our work
- We hold the Bronze Fair Train National Quality Standard for Work Experience
- We hold the Investors in Young People Bronze Aware in Scotland
- Rathbone achieved an Ofsted Grade 2 (Good)
- Rathbone Training is part of NCG, a major national provider working to develop the skills and education that the economy needs for future growth.

What are the biggest challenges facing young people who are furthest from the labour market?

1.1 Rathbone Training has worked extensively with young people who are considered 'hard-to-reach' and who have a considerable distance to travel on the road to labour market participation. The chief barriers we encounter are:

- a reluctance to engage
- for those who do want to engage, they often have little understanding of where to start. This is exacerbated if family members / guardians are also in the dark about the support that is available
- low expectations for their future
- not knowing what job or career path they want to pursue
- constant rejections from employers serves to make young people feel defeated and disengaged
- a lack of focus on their longer term career because this often involves working for free (internships) or low pay (apprenticeships) or building up extensive debts (university).
- A lack of access to good careers information, advice and guidance
- mental health / wellbeing issues including social isolation, drug/alcohol abuse, lack of self-worth, anxiety and depression
- homelessness / housing issues.

1.2 Furthermore, these young people are not benefiting from engagement in social action / volunteering or the National Citizen Service offer – opportunities that could provide a much-needed stepping stone to the labour market. Rathbone Training hold monthly themed Youth Forums across all of our centres; these allow young people to feedback and to input in to the design and delivery of our services. In a recent forum we explored the topic of social action with the aim of developing a more informed understanding of our learners' awareness and experience of volunteering and social action. This forum provided a unique insight into the experiences of 16-18 year olds who, for the most part, come from more deprived backgrounds. It was clear from the feedback that there was an extremely low level of awareness and experience - all of the participants reported that their experience had been limited to social action or volunteering during Work Experience Week at school.

Where you work with young people who are ‘hidden’ from the youth unemployment data, please evidence what the scale is of this group and why they are not seeking support.

2.1 In this section we refer to the Greater Manchester Talent Match report *Hidden: who are ‘hidden’ young people and why are they not engaging with welfare support?*²¹ and the Birmingham and Solihull Talent Match report *Investigation into Hidden NEETS*²².

2.2 These reports clearly set out the scale of the phenomenon that is ‘hidden NEETS’ and explore the reasons that these young people have disengaged. The barriers identified include:

- disengagement and low performance in school
- no or low qualifications
- access to alternative source of finance – for example, living at home and supported by their parents and engaging in the informal economy or illegal activities
- sofa surfing or homelessness and supported by friends or family
- young people’s actual or perceived experience with JCP
- not knowing what job or career they want
- disengagement - which can lead to social isolation, lack of self-confidence, anxiety, wellbeing and mental health issues.

2.3 A majority of the young people that we work in the 16-18 age group have the characteristics of hidden NEETS. For example, they have negative experiences of school, struggle with adults in authority, limited access to good IAG and are unclear about their goals which leads to both a lack of aspiration and drift. Consequently, our programme design and curriculum are aimed at engaging these individuals in an employment / qualification outcome and accessing specialist support.

What do you believe is working well and having a positive impact on young people furthest from the labour market?

3.1 Youth-led Services

Rathbone Training’s youth-led services provide an example of good practice, this approach ensures that our offer continues to be both sensitive and relevant. Our monthly Youth Forums and annual National Youth Conference provide a rich source of information on both what works and what further support young people need to meet the challenges they face.

Every young person we work with has the opportunity to take part in local Youth Forums which are held on a monthly basis. These forums provide an arena for staff and participants to discuss services, to identify emerging themes or concerns and allow young people to feedback and to input in to the design and delivery of our services.

²¹ [Hidden: who are ‘hidden’ young people and why are they not engaging with welfare support?](#)
Rebecca

Edwards, New Economy, January 2017

²² [Investigation into Hidden NEETS](#), Birmingham & Solihull Talent Match, October 2015

The annual National Youth Conference generates input from 80 learner representatives at a residential conference. This is an important forum for young people to articulate the challenges they face, debate their priorities, identify how they can tackle these issues through youth-led projects, social action and / or campaigning, and how Rathbone Training can support them.

The themes of Rathbone Training's fifth annual National Youth Conference (November 2017) will be social action and radicalisation. See Rathbone Training's National Youth Conference [press release](#).

3.2 Work Experience

Work experience placements offer not just employability skills, but also an insight in to the world of work that helps young people to make considered decisions on jobs and careers. The advantages of work experience are:

- increases motivation to engage in education
- improvements in attainment and transition to further learning or work
- greater contextualisation of learning
- greater understanding of industries and educational pathways
- clarification of career aspirations.

3.3 Rathbone Training Resilience Curriculum

Rathbone Training have been piloting character curriculum, developed by Jubilee Centre for Character Education - Birmingham University, for the last 12 months and contributing to research which has just been published²³.

Building resilience skills is woven in to all aspects of the support that young people receive at Rathbone Training. Resilience skills help young people to become more informed and confident decision makers; gives them the ability to overcome setbacks; helps them to understand and control their emotions; become aware of, and take responsibility for, their actions and the consequences of these; and to build effective relationships with friends family members, and colleagues.

The resilience curriculum is designed to help all of our learners to bounce back from negative experiences in their lives as we support them to progress into the world of work. Through this programme learners will:

- identify and explore barriers they face around issues such as health and wellbeing, self-esteem, self-control and self-awareness
- get the support and guidance they require
- develop the skills and strategies to overcome these barriers
- be signposted to relevant support organisations who can help them with the specific issues they are experiencing

²³ [Flourishing from the Margins: living a good life and developing purpose in marginalised young people](#), the Jubilee Centre for Character and Virtues, University of Birmingham, October 2017

- explore the language around soft skills and examples to refer to in job applications.

Our Empower Programme provides participants with a knowledge of the fundamentals of emotional intelligence and builds resilience in a programme which is delivered half-day a week over a 10 week period covering:

- Introduction to emotional intelligence
- Wellbeing and self-care
- Recognising and developing your signature strengths
- Distress tolerance
- Emotion regulation
- Mindfulness
- Developing resilience
- Conditions of work
- Interpersonal effectiveness
- Goal setting and transferrable skills for employment.

3.4 Engagement and Access

The young people we work with tell us that their experience of accessing support has often made them feel ‘processed’. They tell us that they want a community-based approach that allows for a more informal route to support. For example, our learners report that they value the pastoral support we offer as it provides the opportunity for informal, non-judgmental, supportive discussions and signposting to further relevant support.

A key ingredient of Rathbone Training’s programmes is engagement activity. For example, in our X-CEED project in Scotland, engagement activity takes many forms and is based on the needs and preferences of young people. It can include home visits, community-based engagement and informal meetings in settings of their choosing, for example, local cafes. This helps young people to feel both in control and comfortable. Engagement can also involve attending support and advice sessions in Rathbone Training centres. For example, we offer introductory sessions on topics such as fitness, photography, body image and money advice. To ensure that we reach those at risk of disengaging, our referral partners include 16 High Schools across Edinburgh and the Lothians, as well as Careers Scotland, DWP/JCP, homeless organisations and Social Services including Throughcare and Aftercare Teams and Youth Justices Teams.

3.5 Personalisation and Flexibility

One of Rathbone Training’s strengths is our focus on personalisation; getting to know the young person, understanding not just their barriers but also their aspirations, interests and talents and helping them to understand the opportunities available. Through this approach we help young people to develop personal plans that are aligned to their hopes and goals leading to more sustainable outcomes in the longer term. We provide young people with the opportunity to explore different career options and pathways to realising their ambitions.

3.6 Social Action

Rathbone Training's experience is that social action / volunteering provides young people with a valuable stepping stone towards engagement and, ultimately, to finding fulfilling employment. This goes beyond acquiring skills; it helps young people to develop good attitudes towards work and community engagement along with the development of beneficial character traits such as grit and resilience.

3.7 Case study: Rathbone and Tesco, Wales

Rathbone Training Cymru renovated an allotment in Newport for the ongoing use of learners. Tesco provided equipment, seeds and packed lunches and even organised their staff to work alongside our learners, getting stuck into tasks including painting sheds, digging and clearing the area for winter.

Through this project, Rathbone Training are now part of Tesco's food share scheme where donations of surplus food go to vulnerable people across the UK. The scheme has been a real success and Tesco helped learners raise £200 to fund a freezer to store the growing amount of food donations. Food share supports activities such as cookery lessons; helping young people to develop the life skills they need to become independent and valuable members of the community. Rathbone Training learners share the fruits of their labours with both the community and the local homeless shelter, for example, distributing home baked Welsh cakes to the homeless people in the local area on St David's day.

Outcomes

Through this project our learners have benefited by developing:

- a strong sense of wellbeing with learners reporting a more positive outlook and lower levels of anxiety
- qualities such as a commitment to working within their communities and helping others. By bringing people from different backgrounds and communities together, such projects provide opportunities for young people to step into someone else's shoes and consider problems from another perspective
- work skills such as problem solving, cooperation and working with people from very different backgrounds
- grit and resilience
- opportunities to move into employment.

3.8 Case Study: Rathbone and Newcastle College Support NCS Community Project

Rathbone Training and Newcastle College teamed up with NE Youth to offer unemployed young people in Newcastle a chance to make a difference in their local community whilst gaining new qualifications and skills to help them into work.

Reece, one of the learners on the residential, said: "It was great, sometimes the language barrier was hard but we all worked well together, following the residential I have decided that I would really like to get into youth work as it has really inspired me."

As well as meeting new friends and gaining new skills the young people also gained a level one or two leadership qualification and are now planning their own social action project to benefit their local community.

What can government, local authority and other organisations do to further support more young people who are furthest from the labour market?

4.1 Rathbone Training would welcome:

- an increase in the number of ‘trusted adult’ roles, providing long term (3-5 years) support to young people throughout their journey into employment. This is essential where parental support is either absent or fragmented.
- early intervention by youth workers. Youth workers are often the first to identify serious issues affecting young people - for example radicalisation or mental health issues – and can signpost young people to timely and relevant support.
- more funded community-based provision; providing an informal route to engaging with young people and their families. This should be supported by strong local partnerships, creating multiple referral points so that no-one falls between the cracks
- JCP to have the opportunity to extend their services beyond ‘Youth Obligation’ and have the capacity to find ways of engaging with young people
- more emphasis on exploring and delivering innovative approaches to literacy and numeracy. Many of the young people we work with become disengaged in classroom settings
- good, accessible and targeted IAG
- employers to be engaged as part of the solution – we would welcome initiatives that allow young people to meet with and engage with employers
- industry Mentors – matching ‘disadvantaged young people with a mentor to sponsor their journey through engagement, learning and into employment.

4.2 As noted above, Rathbone Training believes that social action / volunteering is an important route to engagement and developing the skills and attitudes that will help young people move closer to the labour market. In our submission to the Independent Review of Social Action – we have recommended that:

- that the next iteration of the National Citizen Service is developed with a focus on widening access – ensuring the disengaged, disenfranchised and the hard-to-reach are given the opportunity to participate. We recommend that there is greater attention to engagement, tackling barriers and helping young people to maintain their involvement
- that there is support for employers / organisations to develop suitable opportunities. There are toolkits available which could provide a template for others sectors. For example, Volunteering Matters produced a toolkit²⁴ for involving young people to engage within health and care settings – this toolkit includes sections on creating attractive and successful youth volunteering roles; managing the programme and volunteers; and measuring and demonstrating impact

²⁴ [Toolkit: youth social action in health and social care](#), Volunteering Matters

- using existing funding to further support social action. For example, Pupil Premium funding could include outcomes related to accessing social action opportunities; JCP's Youth Obligation programme could support and promote social action opportunities

Contact Details

Kirsty Beeston

Informal Education Manager

07827 953610 | kirsty.beeston@rathboneuk.org | www.rathboneuk.org

Shelly Smith

Head of Business Insight

07468 701525 | shelly.smith@ncgrp.co.uk | www.rathboneuk.org

Appendix III - Dame Kelly Holmes Trust Submission

About Dame Kelly Holmes Trust

Dame Kelly Holmes Trust is a UK charity that believes every young person – no matter what their background or current circumstances – has the potential to lead a positive life. Last year, 2 in 3 young people who participated on our flagship personal, social and emotional development programme were in Employment, Education or Training (EET) in just five months. Over the past four years our programmes have contributed in excess of £23 million in social value to the UK economy and reached over 300,000 young people across England, Scotland and Wales.

What are the biggest challenges facing young people who are furthest from the labour market?

1. Dame Kelly Holmes Trust survey responses:
In terms of getting a job, the 3 biggest barriers cited by young people at the start of Get on Track:
 - Not having enough/any work experience (67%)
 - Not having the right qualifications (58%)
 - Location of jobs (37%)
- 1.1 Further Information - BITC & City & Guilds Group – Future Proof Campaign:
- 1.2 A survey of 4,000 young people (18-24 year olds), commissioned by the City & Guilds Group and BITC reported that young people face a number of barriers in recruitment processes: the most common barrier (57%) was a lack of previous experience, followed by 41% saying location of job, 28% not having the right qualifications, and 18% citing the costs of the process.
- 1.3 Difficult recruitment processes are also creating another issue; a lack of confidence which is impacting on future job applications. This has wider social and economic implications for society, limiting young people's career aspirations and development. One in three found the job application process difficult. Of those that found it difficult, 44% ended up losing confidence. This led to 26% saying they were less likely to apply for other jobs.

What do you believe is working well and having a positive impact on young people furthest from the labour market? Please provide some evidence of impact.

- 2 Evidence from Dame Kelly Holmes Trust Get on Track programme:
 - 38% of YP feel prepared to enter or re-enter education, employment or training at the start of the programme, compared to 52% at the 2 month stage.
 - 16/17: 65% of young people were in education, employment or training in just five months of starting 'Get on Track'
- 2.1 Some of the things that young people on GOT have cited as useful parts of the programme: learning new skills, planning and doing social action projects, gaining confidence, dragon's den, stretch/out of comfort zone activities, meeting entrepreneurs and CV workshop, help finding volunteering opportunities, small group tasks and putting together a presentation.

What can government, local authority and other organisations do to further support more young people in this group?

- 3 We recognise that achieving long-term positive outcomes for young people isn't solely about equipping them with the right skills, we also need employers to create more and diverse opportunities for young people to (a) access the labour market; and (b) ensure that recruitment practices aren't a barrier to labour market entry.

Further Information

If you would like further information please contact:

Rob Phillips

Senior Communications Officer, Dame Kelly Holmes Trust

robp@damekellyholmestrust.org

07960 247035

Unit 327, Metal Box Factory, 30 Great Guildford Street, London, SE1 0HS

Appendix IV - The Prince's Trust Submission

About The Prince's Trust

The Prince's Trust is the UK's leading youth charity which helps disadvantaged young people to get their lives on track. It supports 11 to 30 year-olds who are unemployed and those struggling at school or at risk of exclusion. Many of the young people helped by The Trust are in or leaving care, facing issues such as homelessness or mental health problems, or they have been in trouble with the law. Often the young people we help are those furthest from the labour market, and need significant support to unlock their potential and succeed in the world of work.

The Trust's programmes give vulnerable young people the practical and financial support needed to stabilise their lives, helping develop self-esteem and the core skills they need to succeed in education and work. Three in four young people supported by The Prince's Trust move into work, education or training. Having recently celebrating its 40th anniversary, The Prince of Wales's charity has helped 900,000 young people since 1976 and has supported 60,500 young people in the past year.

Executive Summary

Our experience

1. A lack of confidence and self-belief is the most common challenge facing young people furthest from the labour market. Other barriers include a lack of soft skills; poor mental health; obstacles to gaining experience; and a lack of social networks and employer contacts.

Our recommendations

2. The Government's Transition Year will be a vital component in the Skills Plan. We recommend that its final design be a flexible and well-funded Transition Period providing more tailored and flexible support for young people to optimise their chances of getting into work. We suggest that our *Team* programme, delivered through FE colleges, should be seen as a potential feature of any future Transition Period.
3. We recommend greater prioritisation of skills-building for those supported by the welfare system, and suggest a flexible Youth Obligation incorporating personal development training.
4. We recommend more flexible spending for apprenticeship levy funding, to provide targeted pre-apprenticeships and social mobility programmes to support disadvantaged young people into apprenticeships.
5. We recommend a £200 per pupil uplift in 16-19 education funding.

Our support

6. Our *Team* and *Fairbridge* programmes, aimed at young people furthest away from the labour market, show demonstrable impact in building young people's confidence, and supporting them into positive outcomes through tailored support.
7. Through early intervention via our *Achieve* programme, and taking that final step on our *Get Into* programme, we provide a holistic offer supporting young people from the ages of 11-30, and ensuring they have the best chance possible of succeeding in the world of work.

The biggest challenges facing young people furthest from the labour market

Lack of confidence

8. The most common challenge facing these young people is a lack of confidence and self-belief. Our recent *Results for Life* report, produced with HSBC, surveyed nearly 6000 teachers, employees and young people. Our results showed that teachers identified ‘confidence’ as the skill their students were most likely to lack. Worryingly, 43% of young people surveyed don’t feel prepared to enter the workforce, with 46% of these young people saying their confidence is too low.²⁵
9. Whilst other skills and resources like a strong CV and knowledge of a sector are important to getting a job, for many young people furthest away from the labour market these are secondary issues. Having the basic confidence to apply for a job or shake someone’s hand is the essential first step onto the ladder to employment.
10. Unfortunately, it comes as no surprise that the level of young people’s confidence and self-belief varies depending on their socio-economic background, with students from disadvantaged backgrounds typically faring worse than their wealthier peers²⁶. Our evidence shows that young people from the poorest backgrounds are more likely to worry that their lack of confidence will affect their future prospects, and less likely to think they will achieve their predicted grades.²⁷ When self-confidence intersects with disadvantage, this can make it even harder for these young people to get into work.

Lack of soft skills

11. A secondary barrier is a lack of ‘soft’ skills. We know these are essential to getting a job and succeeding at work, yet 45% of teachers think that a lack of soft skills is one of the most likely factors to hold students back in life.²⁸ When surveyed, workers thought the top skills young people new to the workforce typically lacked were confidence, communication, reliability and team work – above things like maths and literacy.²⁹ And of the workers we spoke to, 72% thought they lacked the soft skills to succeed when they first started working.³⁰ This data shows that high numbers of young people are trying to enter the workplace without the soft skills they need to succeed.
12. We know that a lack of readiness for work can mean that pathways [such as apprenticeships and traineeships] designed to enable entry into the workforce can still be a step too far for those young people who first need to build up their basic confidence and skills before they embark on their next step.

Mental health needs

13. Often exacerbating intersecting forms of disadvantage is the barrier of poor mental health. The recent *Thriving at Work* report commissioned by the Prime Minister showed that 300,000 people in the last year lost their jobs because of poor mental health³¹. Our Youth Index data showed that 21% of the young people we surveyed do not feel confident when thinking about

²⁵ The Prince’s Trust and HSBC’s *Results for Life* Report, 2017. p10

²⁶ *Ibid.* p16

²⁷ *Ibid.*

²⁸ *Ibid.* p9

²⁹ *Ibid.* p10

³⁰ *Ibid.*

³¹ Lord Dennis Stevenson and Paul Farmer, *Thriving at Work: The Stevenson/ Farmer review of mental health and employers*, 2017

their future mental health, whilst 16% believe their ‘lives will amount to nothing no matter how hard they try’³². 40% of young people we surveyed who had experienced a mental health problem thought that admitting to having a mental health problem could affect their future job prospects³³. Of the young people aged 11-30 who we support, a quarter report mental health needs – this rises to 43% for our programmes specifically targeting young people furthest from the labour market³⁴.

Lack of work experience

14. As well as social and emotional challenges, there are also external barriers to entering the workforce. One of the most pressing is the widely recognised catch-22 which many young people find themselves in: they are unable to get a job and gain experience without first having the experience which makes them appealing to employers. Combined with a lack of social networks and employer contacts, young people can find themselves alienated from the information, connections and experience which are key to getting a job. Research we carried out in 2016 showed that 44% of young people from poorer backgrounds didn’t know anyone who could help them find a job, compared to 26% of their more advantaged peers; and more than a quarter of young people from poorer backgrounds thought that people like them do not get jobs, compared to 8% of their peers³⁵.

What is having a positive impact on young people furthest from the labour market?

Our positive impact on young people furthest from the labour market

15. The Prince’s Trust works with many young people with multiple, complex needs. Through our *Fairbridge* and *Team* programmes in particular we provide targeted support for those furthest from the labour market. Of those young people participating in *Team* and *Fairbridge* in 2017/18 so far, 43% have had mental health needs; 20% have been homeless; 12% have been looked after/care leavers; and 7% came from an offending background³⁶. These are young people who can often need specific and targeted support to become ready for work.
16. The Prince’s Trust *Team* programme is a 12-week personal development course for 16 to 25-year-olds, offering work experience, qualifications, practical skills, community projects and a residential week. It builds the confidence, motivation, and skills of some of the most disadvantaged young people, who, for one reason or another, have struggled with their education. Young people who come through our *Team* programme are regularly NEET or very close to becoming NEET. Of the young people who completed the *Team* programme last year, 73% felt it had improved their confidence; the same percentage thought it had improved their communication skills, with 66% agreeing it had helped them improve on working with others³⁷. 76% of young people who complete *Team* go into a positive outcome – a move into education, training, volunteering or employment – within 6 months, with 45% of these going into employment.³⁸
17. Our *Fairbridge* programme works with young people aged 16 to 25, giving them the motivation, self-confidence and skills they need to change their lives. The length of the

³² The Prince’s Trust Macquarie Youth Index 2017

³³ The Prince’s Trust Macquarie Youth Index 2017

³⁴ Internal Prince’s Trust evaluation data

³⁵ The Prince’s Trust *40 Life-Changing Years* Report, 2016

³⁶ Internal Prince’s Trust evaluation data

³⁷ Ibid.

³⁸ Internal Prince’s Trust evaluation data

programme is flexible, offering tailored provision dependent on young person need. It provides mentoring, tailored support, and a modular approach which allows young people to select the skills they would like to build in preparation for education, work or training. Positive outcomes from *Fairbridge* are at 72% after 6 months, with 58% of young people feeling it improved their communication, and 57% that it increases their confidence³⁹.

Collaboration with youth services across our network

18. Holistic support from a network of services can be essential in ensuring young people successfully transition into work. We work with a range of local and national referral partners to ensure young people receive both urgent and ongoing specialist support on issues such as mental health, housing and addiction. On the pressing issue of mental health, we continue to work with charities like Mind at a local level to ensure wraparound support for young people within their own community. We are currently developing a project with Young Minds to further embed mental health support in our *Team* programme with the aim of providing early intervention, enhanced mental health training for staff, and a focus on building wellbeing and resilience. We know that a successful transition into work requires a focus on the whole young person, and with this in mind we are always aiming to expand our national and regional networks to refer young people to the tailored support they need as early as possible.

Early intervention in education programmes

19. As well as working with young people who have completed compulsory education, our education programmes focus on early intervention, supporting young people still in school to build their confidence and skills. Our *Achieve* programme focuses on supporting people aged 11-19 at risk of exclusion and low attainment – precursors to future disengagement from the labour market – and supports them to build their confidence and soft skills, and remain engaged in education. Evaluation of *Achieve* demonstrates that 71% of students completing the programme feel it improved their confidence, and 77% that it helped with their communication⁴⁰. 89% of young people completing *Achieve* go on to a positive outcome within 6 months⁴¹. *Achieve* has recently extended its support to 11 and 12 year olds in order to provide even earlier positive intervention at the key juncture of beginning secondary education.

Employability programmes as the final push into work

20. At the other end of the spectrum, for those who need that final push into work, our *Get Into* programme gives young people the opportunity to meet employers, gain work experience, and get a job. Working with over 300 national employers, including M&S, HSBC and the NHS, we provide young people with a chance to test out an industry, gain two weeks' work experience, and potentially get hired. The pastoral and mentoring support on this programme gives young people the extra support they need to succeed in their placement, and 67% of young people on *Get Into* go into employment within 6 months.
21. Supportive employers who recognise the talent and potential of young people from disadvantaged backgrounds, and are willing to put the time and effort into their training and development, are essential to getting these young people into the workplace where they can excel. Our partnerships with businesses across the UK demonstrate the clear business sense

³⁹ Ibid.

⁴⁰ Ibid.

⁴¹ Ibid.

of investing in the untapped talent of young people, and the essential role which employers can play in bringing young people into the world of work.

Our recommendations for Government, local authorities and other organisations

Post 16 skills plan and a 'Transition Period'

22. The creation of a 'transition period' is critical in supporting those young people furthest from the labour market, as well as to the overall success of the Government's 'Skills Plan'. As the Government looks to implement its 'Skills Plan', the route for young people who are not yet ready to pursue either A Levels or T Levels needs to be clearly set out.
23. The Government's proposal for a Transition Year is a good starting point – but we believe the final design should be a well-funded, flexible Transition Period that enables young people to receive the support they need to move to the next stage of their education, training or employment. For some this could last up to a year, but for others it may be more appropriate to have a shorter, more intensive period of support.
24. The Prince's Trust *Team* programme is already being delivered by many FE colleges as a way to support young people who may be at risk of dropping out of college, or to help with additional personal development. This kind of programme meets many of the elements of good practice identified in the research commissioned by DfE into effective provision for 16-17 year olds at below Level 2⁴² and should be seen as a potential feature of any future Transition Period. We look forward to the Government's consultation on this, and underline the importance of flexible support to help the young people furthest away from the labour market take their next step towards success.

DWP should continue its focus on building skills through tailored support

25. We recommend that the Government's welfare-to-work policy has an increased focus on building skills. We support the idea of tailored support, via referrals to skills development programmes, which can help young people become ready for work. The current segmentation of job seekers is a positive step towards this kind of tailoring, which we hope to see more of.
26. With this in mind, we recommend that the Youth Obligation incorporate a wide variety of provision, capable of preparing all young people for work. This needs to include personal development training for young people who face significant barriers to employment. At a time of huge labour market transition, this will be essential to the success of the UK's industrial strategy, ensuring that no young person is left behind, and that businesses have the opportunity to benefit from everyone's talents.

Sustainable funding for Team programme via a per pupil funding uplift

27. In order for the *Team* programme to operate, colleges in England draw down funding per pupil from the Education and Skills Funding Agency (ESFA). For the younger learners, this funding comes from the 16-19 Education Budget. The funding rates within the national funding formula for 16-19 education have been fixed since 2013 and have not been adjusted to account for inflationary pressures or cost increases. Many of the Further Education colleges and other organisations, who deliver the *Team* programme, tell us this puts them under

⁴² Department for Education, *Effective curriculum practice at below Level 2 for 16/17 year olds*, July 2017

considerable financial pressure, and in some cases has threatened their ability to continue running the programme. This has taken place in the context of an under-spend in the overall 16-19 budget for the past two years.

28. The Prince's Trust is, therefore, supporting the call by the Association of Colleges and others for an uplift in the per pupil funding rates for 16-18 year olds. An uplift of £200 per student would cost the Government £244 million each year, which can be compared to an under-spend in the 16-19 budget of £312 million last year.

Flexible Apprenticeship Levy spending for targeted pre-apprenticeship programmes

29. The extra funding available to employers and providers delivering apprenticeships for 16-18 year olds in the new Levy system is a welcome acknowledgement of the additional costs of hiring and training this group. But there is more that can be done to ensure young people are benefitting from the Apprenticeship Levy, particularly those young people at risk of getting left behind. There is a large number of young people who are not yet at the stage where they can take on the rigour and commitment that an apprenticeship entails, and who need more support to prepare them for their next step.
30. We believe the Government should explore the potential for more flexible spending of employers' Levy contributions for targeted pre-apprenticeship social mobility programmes, or ring-fencing of unspent Levy funds to support access to apprenticeships for disadvantaged young people. This would provide an extra rung on the ladder for disadvantaged young people, ensuring their readiness to work, and supporting them to take that final step into employment.

Appendix V - Merseyside Youth Association – Talent Match Liverpool City Region Submission.

Executive Summary:

- Young people who are furthest from the labour market are presenting with many challenges and many have complex needs. They require support that addresses their social, emotional and employability needs within one programme that is person centred.
- 22% of the young people we have worked with are Hidden NEET or Inactive. The reasons behind this are varied, and range from mental health issues to being involved in criminal activity; or not trusting of the ‘establishment’ and no one looks for them once they are 19.
- What works. What are the key elements of our programme design that are effective? Our outcomes demonstrate that we are successful in gaining positive progressions for young people with multiple barriers. 82% of the young people who have sustained jobs for over 6 months have had multiple complex barriers.
- We must look differently at how we invest in people to build a sustainable model for real change. We must influence decision makers to recognise the importance of social capital and challenge our leaders to develop inclusive economic strategies which put people and communities at the centre.

Brief Introduction:

Since October 2014, Merseyside Youth Association has delivered the Talent Match Programme for Liverpool City Region. Awarded £6.6 Million over 5 years, through Big Lottery, to effectively re-engage NEET young people aged 18-24 who are furthest away from the labour market. Equipping them with the confidence, resilience, knowledge and skills to overcome barriers, unlock their potential and talents and move into meaningful employment, education or training.

Between November 2015 and July 2018 the programme will benefit from an additional £3.6 million of ESF/YEI funding and the age range expanded to cover 15-29 year olds.

Our learning from delivering the Talent Match Programme demonstrates that we are successfully achieving this mission. We can demonstrate the effectiveness of our holistic and consistent approach in delivering life-changing interventions that build confidence, skills and resilience and enable some of our most disadvantaged and vulnerable young people to gain employment or move much closer to being work ready.

The evidence we have, indicates that the key enablers in the delivery of the Talent Match Programme are the Intensive Mentors, supported by core interventions, and therefore we will focus our responses to the questions posed on what we have learnt, based on data evidence collated over the last 4 years and on what has worked.

1: What are the biggest challenges facing young people who are furthest from the labour market?

1a) It has become clear from the current programme that Talent Match is recruiting and enrolling young people with highly complex and interlinked disadvantages.

Although we did initially plan and target those furthest away from the labour market with multiple barriers, we have worked with higher volumes of complex cases than we had envisaged. This includes those who have attempted suicide, history of severe childhood abuse, sexual assault and child sexual exploitation, trauma and shame. Symptoms of anxiety and depression are being disclosed regularly and more young men are presenting with such issues than expected. Incidents requiring safeguarding advice are commonplace daily.

1b) The reasons for this are two fold; firstly, the Liverpool City Region has a number of employability programmes operational, but none of them provide integrated therapeutic support, intensive multiple interventions or longitudinal support. Therefore, Talent Match is unique and has developed the skills and workforce to meet these needs, and has an excellent reputation in dealing with complex cases. Thus resulting in the referral rate of complex cases increasing throughout the life of the programme.

1c) Secondly, as employment levels are showing some increases, the young people with less barriers are gaining positive destinations via mainstream programmes, leaving more specialist support like Talent Match to work with those with multiple barriers and complex needs.

1d) Our data shows that over half of our young people have mental health or anger issues. This has become a specialism for the programme and we have learned that integrating therapeutic support has been invaluable in meeting the needs of this cohort. We know that young people present with mental health and emotional wellbeing issues because of a range of reasons:

- Factors relating to adversity and complexity in childhood.
- Maltreatment (abuse, neglect, exposure to substance misuse)
- Bereavement and loss
- Dis or relocation (family breakdown, looked after or adopted, migration, seeking refuge or asylum)
- Bullying and victimisation (discrimination, harassment, hate crime isolation and prejudice)
- Violence (exposure to or involvement in gangs, domestic violence, child victim of violence)

1e) We also know that the needs of this cohort are not met by mainstream provision and that thresholds and waiting lists are too high to support timely access to other services.

1f) We have also learned that young people with a disability are more likely to have spent the longest amount of time unemployed (before the programme 38.8% of disabled young people were unemployed for 3 years or over when they started the programme, compared to 24% of non-disabled young people).

2: Where you work with young people who are 'hidden' from the youth unemployment data please evidence what scale is of this group and why they are not seeking support.

2a) On average we engage and work with 22% of our cohort who would be classed as Inactive or Hidden NEET.

- They do not seek support because;
- They have mental health problems;
- Are engaged in criminal or gang activity.
- They want to protect their identity or family from ‘establishments’.
- They have previously been sanctioned or had a bad experience of DWP so do not re-engage with JCP.
- Some feel ‘ashamed’ claiming benefits.
- Some are unable to navigate the process register with JCP.
- They do not want to be forced to take any job/mandated to ‘programmes’.

2b) We know that Liverpool City Region NEET and Not Known (NK) figures remain higher than the national average. In April 17 the figures for 16- 17 year olds who are NEET or Not Known show that Liverpool has the second worst NEET/NK statistics in the country at 11.5%. Knowsley ranked 14th worst out of 152 areas. All of Liverpool City Region’s Local Authorities have NEET /NK figure in the bottom half of performance in the country. This unfortunately demonstrates that there is still an issue with NEET in the region and that these 16-17 year olds will fall into our Target Population over the next few years.

2c) To date (31/10/17) we have worked with 1945 young people of whom 22% are classed as Hidden NEET or Inactive. We reach these young people, through detached and target outreach based in community hubs; and also a surprising number through ‘word of mouth’

3: What do you believe is working well and having a positive impact on young people furthest from the labour market? Please provide evidence of impact.

3a) We can demonstrate that 99% of our Target population have had one to one support to develop their own personalised pathway. The 1% who did not receive one to one support represent those who have been risk assessed and cannot undertake work with a single mentor and need a team approach. We can demonstrate that our personalised pathway is very successful in addressing the personal barriers to employment. We know that these short term outcomes must be addressed if the target population are to meet its end of programme outcome.

3b) We can evidence our success in a wide range of short term outcomes within our core delivery. These outcomes show all participants’ distance travelled from baseline, through each follow up as recorded on the CDF.

3c) We know that key elements of our programme design are effective, as our outcomes demonstrate that we are successful in gaining positive progressions for young people with multiple barriers. 82% of the young people who have sustained jobs for over 6 months have had multiple barriers.

3d) Our user satisfaction is also high. At three months 86.6% rated the support as “very good”, by the 12 and 18-month assessments, this had risen to 90%.

Our learning has been developed via our Theory of Change. This has enabled us to identify areas of strength and to test the alignment to outcomes and target population.

Our experience during the first four years of Talent Match has provided us with the opportunity to identify a number of factors that enable the successful transition of young people through the ‘zones’

of the LCR Talent Match:

- **Quality of relationship with workers**

We have learned that it is the quality of the relationship between the person who delivers the intervention and the young person is central to its success.

Building positive and trusting relationships that are ‘boundaried’ is central to our successes. People who are able to motivate, support, challenge young people are vital to developing young peoples’ journeys. Providing intensive and longitudinal support without creating a dependency culture is essential. Workers who are adaptable and can be creative, whilst also being organised and systematic have proven invaluable to our successes.

- **Individualisation of the programme**

This is not a linear or one size fits all package. What works best is the tailoring of activities and ordering the programme to fit each individual participant. Being able to deliver on a 1:1 basis has also been key to successful interventions. This enables greater focus, more honesty and prevents “groupthink” and enables young people to test out their own thinking and problem solving skills.

- **Flexibility**

Being able to deliver the programme in a range of times and places, according to need. This enables the programme to be shaped around caring responsibilities and at de-stigmatising venues, where young people are comfortable.

- **Accessibility**

Young people need access to the right kinds of tailored support at the moment when they need it, not when the next course is run or when the waiting list has been addressed.

When young people are ready for an intervention, they want and need it immediately. Waiting for counselling can be de-motivating and the window of intervention opportunity can be missed. Commissioning our own therapeutic support has been vital to successful outcomes, enabling young people to work through their issues when they feel ready.

- **Coordination**

Providing a seamless programme via direct employment of mentors has been central to enabling a consistent service across all local authority areas and has enhanced retention rates amongst the most vulnerable participants. The Mentors have acted as a lead professional coordinating and supporting young people into external services as well as our own support. Pinch points have appeared when we have transitioned young people into commissioned services, who have provided group programmes at different venues and have not offered immediate individualised access.

4: What can government, local authority and other organisations do to further support more young people in this group?

4a) Current economic policy is built on the premise that if we grow the economy and create wealth and jobs, this wealth will cascade, lifting local areas out of poverty and impacting positively on the lives of people within those communities.

However, to build a truly inclusive economy we must build on social capital, investing in people. When we talk about investing in people, we often automatically think about investing in training, employment programmes and vocational skills. We design stand alone, one size fits all programmes that are meant to fill the skills gaps and miraculously turn people's lives around after 12 weeks.

4b) But people are not like this. They are complex and have changing and interconnected needs. They have competing priorities and shifting motivation. Life, unfortunately, is not a linear pathway. Yet we expect people to succeed on linear programmes, taking progressive steps forward until they reach the final goal- employment.

Employment is not the end of the journey, but the beginning... and those complex needs do not disappear once the weekly wage packet arrives.

We must look differently at how we invest in people to build a sustainable model for real change. Our challenge is to motivate and inspire people to work together to become part of their own change. To be employable not just employed.

And we can only do this if we involve people from the very start – via the co design of programmes and services delivered by and for them.

Therefore, our advice to decision makers is:

- Include your community from the start
- Ensure programmes are co-designed and evaluated by your participants
- Build your theory of change – a good programme will evolve
- Allow programmes to take risks- we learn from failure as well as success
- Be holistic – remember Maslow's Hierarchy of Needs. We cannot expect job outcomes if basic needs are not met
- Give programmes time to work – forget 12 week models. Sustainable change in attitudes, behaviours and skills take time
- Invest to Save – investing in longer term, intensive support will prevent costlier interventions later
- Embed therapeutic support in from the start
- Work with local partners who can innovate and be flexible
- Work collaboratively but don't let that dilute the vision and coordination

4c) The decision to leave the EU will have an enormous impact on Liverpool City Region. But now more than ever, we must influence decision makers to recognise the importance of social capital and challenge our leaders to develop inclusive economic strategies which put people and communities at the centre.

If we embed values, aspiration and motivation in our communities and address issues holistically, we will build truly inclusive growth – enabling our communities and economy to be more successful.

Data Sources:

We have used information from the CDF (Common Data Framework) taken from the start of the programme to 31/05/17 scrutinised by Liverpool John Moores University.

We have used data directly from the CDF from the start of the programme to 27/06/17.

We have used data from our CRM from the start of the programme to 27/06/17.

Access to this data, ensures a robustness to our figures and all are evidence based, ESF compliant and audit ready. All statistics stated can be evidenced and are available on request.

Appendix VI - Dr Emily Rainsford, Anna Wambach and Professor William Maloney, Newcastle University Submission

1. Executive summary.

- 1.1.** The submission is based on analysis emerging from the CUPESSE project, an EU funded project at Newcastle University. We are interested in understanding the role of the family in contemporary young people's pathways to economic self-sufficiency. The data is both qualitative and quantitative and includes two or three generations in the same family.
- 1.2.** Parental interpersonal trust (social capital) influence young person's interpersonal trust and their economic self-sufficiency.
- 1.3.** Parents with high levels of education (cultural capital) transmit intrinsic values of education and work.
- 1.4.** Parents with high levels of economic capital transfer this to their children directly, for example, help with house deposits, and indirectly, rent free accommodation in the family home after university.

2. The CUPESSE project and data.

- 2.1.** The research presented in this submission stems from the CUPESSE project. The full title of the project is Cultural Pathways to Economic Self-Sufficiency and Entrepreneurship (CUPESSE, cupesse.eu). The CUPESSE project has received funding from the European Union's Seventh Framework Program for research, technological development and demonstration under grant agreement n° 613257. The project runs from January 2014 to January 2018 and includes 11 European countries. We represent the UK team at Newcastle University.
- 2.2.** The project is interdisciplinary and focuses particularly on the role of the family in the choice of employment and education pathways and how this affects the young person's economic self-sufficiency. In other words, whether the young person can live on the wage they get from employment or if this needs to be supplemented by state benefits or help from family members. The modern British Labour market for many young people (and older citizens) is characterised by precarious jobs and zero hour contracts that make economic sufficiency difficult to attain. We explore how parental economic, social and cultural capital as well as parenting styles and other family dynamics affect the pathways chosen by the young person.
- 2.3.** We have two unique and bespoke datasets, both including two or three generations in the same family. The qualitative consists of 10 families in the North East, and in most cases we have 3 generations. The quantitative consists of a nationally proportionally representative sample of 3000 young respondents between ages 18-35, in 450 cases we also have one parent.
- 2.4.** The family is especially important in the context of social mobility and we are living in an era of stagnant and possible downward social mobility. Family is also a source of resources the young person can draw from during the transition in to adulthood. Parental education level helps with homework or university assignments, parental economic situation helps with extra tutoring or financing through university, and parental social networks can help find placements, work experience or get a job.

3. Summary of findings

- 3.1.** Overall our data shows that family matters. Parents transmit capital and values and are role models guiding young people in their paths. Preliminary findings also show that parental trust has an effect not only on young people's trust, but also on their economic self-sufficiency.
- 3.2.** Parents transmit their interpersonal trust to their children. Using our quantitative sample of parents and children we compared the influence of parental trust and young person's organisational involvement. We found that although both have an effect, parents have a stronger effect on young people's trust. Our next step is to explore the mechanisms for this. Trust is an essential not only for social integration and a healthy democracy, but also for employment. Trust-bearing social networks are beneficial for all parties in the employment process. For the potential employee it helps finding out about new jobs (some that may not be advertised) and for the employer they receive trustworthy recommendations.
- 3.3.** Building on the importance of trust to get a job, we have preliminary findings suggesting that parental trust has a direct effect on young people's economic self-sufficiency. We need to do further analysis to strengthen this finding. If the finding is supported by further research, the argument presented above would hold, then we can add parental trust to the explanatory factors that help young people get better paid jobs. What we then see is that access to well-paying jobs is potentially restricted to those who have parents with high levels of social capital. Social mobility is thus not only limited by parental economic or cultural capital, but also parental social capital. There is an accumulation of all types of advantaged/privileged families.
- 3.4.** The resources available affect values and attitudes to education and work. In our qualitative study we found two distinct patterns of the value of education. The families who had a strong educational background, or cultural capital, transmitted the intrinsic value of education and work. Education was important for the experience and they were hoping for a fulfilling career. In contrast, those families marked by lower levels of education, but were not poor or otherwise marginalised, transmitted a more instrumentally focused value of education and work. Education was simply about getting a job and a good salary. We also saw a difference in the work ethic, where in the former type of families working hard in education was emphasised, while in the latter the focus was more on working hard at a job. The former just wanted to see effort, while the other families also wanted them to succeed.
- 3.5.** Economic capital matters in several ways. We saw a distinct pattern in the effects of different levels of economic capital. Young people from families with low incomes were more independent from their parents, both in terms of their attitudes and values, but also in their life stage. They had moved out of home and started their own family. Independence from the parents was valued and necessary. In contrast the families richer in economic capital (even modestly) supported their children for longer and in multiple ways. For example, they paid for their children's college or university education and maintenance, the parents invited the children back in to the family home after university, and were prepared to help them buy their own home. Here we see a clear example of the intergenerational transfer of economic capital evident. Parents bridge the gap between education and labour market removing the immediate concern for a job that pays well. This allowed them to take more risks in their career choices (e.g. years without income because of studies or career changes) as well as taking on unpaid or low paid work experience to gain experience. Families with less economic capital cannot provide this support, but these young people had to focus on providing for themselves much earlier. Consequently wealth and opportunity remains concentrated within resource-rich families – i.e. economically, culturally and

socially. Parental economic support is not *halting* progression to economic self-sufficiency, it is *delaying* the process.

- 3.6. Parenting style influences the kind of support parents give their children. In families with a permissive parenting style (i.e. not many rules or strong parental monitoring) there was little help in making career choices. These families focused more on personal characteristics such as friendliness and happiness. In families with authoritarian parenting (i.e. more rule-bound and monitoring) there was a lot of guidance and involvement by parents in career choices. Here the child was very aware of the expectations of their parents with regard to academic achievement and future ambitions. In these families there was also a closer link to the grandparents. In the families with authoritative parenting there was also a much clearer career planning focus.
- 3.7. Family businesses provide employment for young people struggling to enter the labour market. Many young people employed in family business were on this career path because they were unsuccessful finding other employment. In the family businesses parental economic capital clearly has a more direct influence on the economic self-sufficiency of the young person.
- 3.8. Parents and grandparents were role models with regard to work ethic and the centrality of work in one's life. Work centrality was mainly transmitted directly, through the parent working from home, or taking the child to work. Where work wasn't part of the family life the young person was less driven to achieve economic self-sufficiency, by for example not having part time jobs when growing up.

4. Recommendations

- 4.1. We focus our recommendations on other actors than the family as our data has shown that when there is capital in the family the family is an effective transmitter, resulting in concentration of capital in certain families. From a societal perspective it is those who do not have this support at home that it is important to support.
- 4.2. **Recommendation 1:** Schools, university, youth workers and other adults working with young people need to specifically target those young people who do not have support from the family to guide them to successful pathways to economic self-sufficiency.
- 4.3. **Recommendation 2:** The support needs to focus on levelling inequalities in cultural, economic and social capital.
 - 4.3.1. The government, Universities and schools need to ensure greater equality in access to education through more financial support to attend university, not only targeted at the most disadvantaged but also at the squeezed middle.
 - 4.3.2. The Universities need to ensure that all students benefit from the cultural capital that education brings by instilling not just the extrinsic value of education, but also the intrinsic value.
 - 4.3.3. All adults working with young people need to build young people's social capital, or networks, through which they can gain good quality employment. For example through paid internships or work placements, providing skilled part-time work.
 - 4.3.4. There needs to be economic support available for those less economically advantaged to do work placements, internships etc. funds can come from educational institutions or employers.
- 4.4. **Recommendation 3:** Educational institutions (at all levels) and other adults working with young people need to develop role modelling and guidance opportunities.

- 4.4.1.** Schools and universities need to provide more nuanced and long term guidance and advice on different education and employment pathways, as close as possible mimicking the support provided by a parent.
- 4.4.2.** Schools, Universities and employers need to facilitate mentoring schemes, to provide those young people without parental role models when it comes to work with someone to look up to and instill positive work values.

Appendix VII - Leonard Cheshire Disability Submission

Series 3 Inquiry - Barriers young people furthest from the labour market face

Introduction

1. Leonard Cheshire Disability is one of the UK's leading charities supporting disabled people. We support disabled people to increase their skills and confidence, and to help them secure and sustain employment and volunteering opportunities.
2. This response is focused on the specific barriers faced by young disabled people, who as a group are disproportionately affected by these barriers to employment. The employment rate for disabled people is 49.2% compared to 80.6% for the rest of the population - a 'disability employment gap' of 31.3%.⁴³ The situation is particular bad for *young* disabled people who are four times more likely than their non-disabled peers to be NEET (not in education, employment or training) at the age of 26.⁴⁴
3. This response draws on our experiences as providers of employment support to disabled people. We provide a range of opportunities through our programmes – Can Do, Discover IT, Change Now, Change London and Change 100 – which aim to address the challenges young disabled people face in finding and sustaining employment.⁴⁵
4. Our response is supported by qualitative and quantitative research conducted with over 2,500 disabled people, including:
 - two surveys commissioned with ComRes in April-May 2016 (1,032 disabled adults) and June-July 2017 (1,609 disabled adults) with a nationally representative sample of GB disabled adults, aged 18-65;
 - Focus groups carried out with disabled volunteers in August- September 2017;
 - Interviews carried out with Can Do coordinators in September 2017.

Key recommendations

5. Based on our evidence and expertise we provide a series of recommendations which will contribute to reducing this gap, and ensure young people furthest from the labour market get the support they need to thrive in the labour market.

Education

6. All young disabled people should be able to access work experience and careers advice that suits their individual interests. This will ensure young people have understanding of the world of

⁴³ [ONS Dataset: Labour market status of disabled people: A08](#), 16 August 2017 (our analysis)

⁴⁴ Department for Work and Pensions, [Fulfilling Potential: Building a deeper understanding of disability in the UK today](#), (2013).

⁴⁵ Leonard Cheshire Disability, [Life and work skills development](#)

work. The advice should take into consideration the barriers disabled people face in entering the labour market.

7. To ensure that young disabled people can take part in meaningful work experience, both employers and participants should receive support tailored to their needs and the requirements of the workplace to make placements accessible and beneficial to all involved.
8. Those working with disabled people (for example teachers and support workers) should be trained to provide guidance which helps guide the person into the training, work experience or employment that best suits their strengths and aspirations.
9. Access to Work should be available to those participating in work experience that is arranged outside of school or college.

Finding and securing work

10. The government should provide information and advice for employers including information about Access to Work and how it can fund workplace adjustments.
11. The government should build on the Disability Confident model by introducing an independent evaluator to monitor and evaluate how well employers recruit and retain disabled people across a range of disabilities and long-term health conditions.
12. Jobcentre Work Coaches should be able to provide support tailored to disabled peoples' needs. To ensure work coaches are best placed to provide this support, they need:
 - Lighter caseloads so they have the flexibility to provide more intensive support where necessary, and have time to get to know the individuals they are working with and understand their needs;
 - Ready access to condition-specific expertise to fill knowledge gaps;
 - Training so they can support to broker work trials or work experience.
13. Access to Work can help fund the technology and adjustments disabled people need. However, awareness is low. We found that less than a third of UK disabled adults (30%) were aware that they could apply for a grant to cover the cost of assistive technology.⁴⁶ The government should increase awareness of Access to Work among disabled people and employers. It should provide the individual and their employer with support as soon as it is needed, including for interviews.

Practical support for getting into work

14. Too often, work is not considered as an outcome during social care assessments. We would welcome a review, led by the work and health unit along with independent experts, into the role that social care plays in supporting disabled adults into volunteering and employment.

⁴⁶ ComRes polling 2017: Base: all UK disabled adults aged 18+ (1,609)

15. Many disabled people face barriers using public transport, particularly during rush hour. For example, wheelchair users struggle to get on full buses or train providers refuse to operate the ramp during commute times. Department for Transport (DfT) and other relevant bodies should ensure accessible transport is available to all disabled people.
16. Travel training schemes, similar to Transport for London's Travel Mentoring Service, should be made available across the country.⁴⁷ This is valuable for building young disabled peoples' confidence in travelling on public transport.

Question 1. What are the biggest challenges facing young people who are furthest from the labour market?

17. The employment rate for disabled people is 49.2% compared to 80.6% for the rest of the population - a 'disability employment gap' of 31.3%.⁴⁸ Young disabled people are four times more likely than their non-disabled peers to be NEET (not in education, employment or training) at the age of 26.⁴⁹
18. They face disproportionate challenges in securing employment, starting with a lack of encouragement whilst in education and discrimination from employers. Disabled people also face practical barriers like finding accessible transport and timely social care they need to get ready for work.
19. With the right support, disabled people can thrive in the workplace and employers can benefit from their talent and skills.

Inequality starts at school

20. Young disabled people often miss out on the support they need at school, which affects their ability to secure further training and education and ultimately, succeed in the labour market.
21. Our research has found that young disabled people fail to get the support they need to fulfil their ambitions. Among disabled people under 30 who had their disability at school:
 - Four in ten (42%) disagreed with the statement, 'I was supported to find suitable work experience related to my career'.⁵⁰
 - Two in five (40%) say they were not able to take part in work experience while at school.

⁴⁷ Learn to use public transport, TFL, <https://tfl.gov.uk/transport-accessibility/learn-to-use-public-transport>

⁴⁸ [ONS Dataset: Labour market status of disabled people: A08](#), 16 August 2017 (our analysis)

⁴⁹ Department for Work and Pensions, [Fulfilling Potential: Building a deeper understanding of disability in the UK today](#), (2013).

⁵⁰ ComRes data, 2017. Base: disabled adults aged 18-30 in the UK who say they had a disability at school (n=363)

- This increased to two-thirds among those who say they needed support with personal care (67%).⁵¹ This indicates that the problem is even worse for those with higher support needs.
22. The current delivery of careers advice and support to young disabled people has been widely criticised.⁵² Ofsted has identified that not enough schools provide satisfactory support for students with special educational needs and disabilities (SEND).⁵³ Support provided often focuses exclusively on securing continuing education post-year 11 without wider consideration for their ultimate employment aspirations.
23. A lack of careers advice tailored to disabled peoples' needs and unavailability of work experience means that young disabled people are at a disadvantage compared to their non-disabled peers when they leave school. For example, those not in paid employment were less likely to say they felt supported to find suitable work experience than those who were (31%, compared with 53%).⁵⁴
24. Young disabled people often face low expectations from their teachers and lack of encouragement to progress. This could have an impact on their aspirations. Among disabled people aged 18-30 who had their disability at school:
- Over half (51%) agreed with the statement, "I believe my teachers may have had lower expectations of me because of my disability".⁵⁵
 - Almost half (47%) agreed with the statement "I was not encouraged to go into any course or to pursue my chosen career".⁵⁶
25. **Young disabled people who are no longer in education also find it difficult to get work experience, often essential to getting on the career ladder.** Organisations are apprehensive about taking on disabled people for work experience because they are unsure how to support them and fear the costs of adjustments. Access to Work could help with adaptations such as BSL interpreters and assistive technology to make work experience accessible. However, young disabled people are unable to get this funding because it is only available for paid positions.

⁵² [Going in the Right Direction?](#), Ofsted, 2013; [Advancing Ambitions: The role of careers education in social mobility](#), Hooley, T., Matheson, J. and Watts, A.G. 2014; Youth Employment Consultation, LCD, 2015

⁵³ [Going in the Right Direction?](#), Ofsted, 2013

⁵⁴ ComRes data, 2017 Base: all UK disabled adults aged 18-30 who had a disability at school (363)

⁵⁵ ComRes data, 2017. Base: all UK disabled adults aged 18-30 in the UK who had a disability at school (n=363)

⁵⁶ ComRes data, 2017. Base: all UK disabled adults aged 18-30 in the UK who had a disability at school (n=363).

Recommendations

26. All young disabled people should be able to access work experience and careers advice that suits their individual interests and this advice should take into consideration the barriers they face in entering the labour market.
27. To ensure that young disabled people are able to take part in meaningful work experience, both the employer and the individual taking part in work experience should receive support tailored to their needs and the requirements of the workplace to make placements accessible and beneficial to all involved.
28. Those working with disabled people such as teachers and support workers should be trained to provide guidance which specifically helps guide the person into the training, work experience or employment that best suits their strengths.
29. The Access to Work scheme should be available to those participating in work experience that is arranged outside of school or college.

Challenges in accessing work or training

30. Young disabled people also face a number of challenges when looking for work. They may have encountered negative attitudes about their disability and believe employers are less likely to recruit them because they are disabled. When young disabled people mention their disability at the recruitment stage, some believe the reason they do not hear back is due to the employer's negative perception of their disability.

Case study

An individual who has Post Traumatic Stress Disorder (PTSD) felt that if he applied for jobs, he would be “put to one side” after he disclosed his disability.

Now, he tries to find short-term work through word of mouth so that he does not have to go through the formal application process and reveal that he has PTSD.

31. We know from our work with employers that often they lack confidence in providing the support that a disabled person may need. Some employers think that it is costly and time intensive to train and support a disabled employee. Increasing awareness of Access to Work as a source of funding for these adjustments can help remedy this concern.
32. However, awareness of sources of funding like Access to Work amongst disabled people and employers is low. For example, our research found that less than a third of UK disabled adults (30%)⁵⁷ were aware that they could apply for a grant to cover the cost of assistive technology

⁵⁷ ComRes polling 2017: Base: all UK disabled adults aged 18+ (1,609)

such as Access to Work or Disabled Students Allowance. We know from our work with employers that very few are aware of how they can benefit from the scheme.

33. For the scheme to be successful the process of applying must be simple and quick. This is currently not the case: Our research found that 49% of disabled adults currently or previously working who had ever sought support from the scheme said their application took more than 3 months to approve.⁵⁸
34. Reasonable adjustments such as flexible hours or adjustments to the workplace or role make a key contribution to a disabled person's experience of employment. For example, more than four in five (82%) disabled adults in or seeking employment said that the offer of flexible working hours is important when looking for a job.
35. However, although reasonable adjustments are required by law, 41% of disabled adults previously but not currently employed who had requested their employer for a change to their tasks and responsibilities said this adjustment was not made.⁵⁹
36. Employers who already employ disabled people often find that these adjustments are relatively easy to make and in return they have talented, committed employees, and a more diverse workforce. For example, 100% of employers who responded to our survey stated that taking on a disabled person through Change100, our graduate recruitment scheme, said there had been a positive or very positive impact on their organisation.⁶⁰
37. Our own programmes, detailed below, show that when the right support is available disabled people thrive in the work place and employers benefit from their talents.

Young peoples' experiences of local employment support

38. Young disabled people have described difficulties with the support they access at Jobcentre Plus. Our research has found that often advisors do not offer the tailored support disabled people need. Work Coaches do not always have the time or expertise to get to know the disabled people they support and provide person-centred guidance.
39. It is also important to note that a number of disabled people struggle to engage with the Jobcentre because of previous, negative encounters. Disabled people often report feeling stressed, resulting in a detrimental effect on their ability to engage with employment support. This is supported by preliminary analysis from the NAO which found that for ESA claimants, sanctions had reduced claimants' time in employment.⁶¹

⁵⁸ ComRes polling 2016. Base: all GB disabled adults currently or previously working who currently receive or have previously received support through Access to Work (134)

⁵⁹ ComRes polling 2016, Base: all GB disabled adults aged 18+ who requested a change to their tasks or responsibilities from their employer (153)

⁶⁰ [Change 100 2014-16 Impact report](#), 2016

⁶¹ [Benefit Sanctions: Report by the Comptroller and Auditor General](#), NAO, 2016

“My clients are put off from seeking support from the Jobcentre because they feel their benefits might be at risk. They are terrified of sanctions and that they will be expected to do something they can’t do.”

Leonard Cheshire Disability employment advisor

40. When designing employment support, whether that is through the Jobcentre or through contracted out provision, our research found that:⁶²
- two in five (40%) say that access to training and support to help improve their skills would help them get employment;
 - 35% say support and advice on how to tell employers about their disability or condition when applying for work would help them get employment;
 - A third (33%) say that funding for costs related to looking for work would help them get employment.

Recommendations

41. The government should work with expert organisations to provide information and guidance for employers, including information about Access to Work and how it can help to fund workplace adjustments.
42. The government should build on the Disability Confident model by endorsing an independent evaluator to monitor and evaluate how well employers recruit and retain disabled people across a range of disabilities and long-term health conditions.
43. Jobcentre Work Coaches should be able to provide advice and support tailored to their needs. To ensure work coaches are best placed to provide this support, they need:
- Lighter caseloads so they have the flexibility to provide more intensive support, and the necessary time to get to know the individuals they are working with, understand their specific needs.
 - Ready access to condition-specific expertise to fill knowledge gaps.
 - Where appropriate, training so they can help to broker work trials or work experience.
44. The government should increase awareness of Access to Work among disabled people and employers. The programme should provide the individual and their employer with the support as soon as it is needed.

Other barriers to employment

Social care

⁶² ComRes data, 2016. Base: all GB disabled adults not working but seeking work (n=51). *As this is a low base size, these results should be treated as indicative only.

45. A significant proportion of young disabled people need social care support with working, volunteering and accessing education, as well as to get ready for work, but many don't receive it. It is essential to ensuring disabled people stay well enough to work.
- Our evidence shows that of disabled people under 35 who say they need social care support with working, volunteering or accessing education, almost three quarters (71%) receive either none at all (34%), or not enough (37%).⁶³
46. Of those who need social care support but don't receive enough or any, just under half (42%) said they are unable to work as a result.⁶⁴ 77% feel unable to apply for a job.⁶⁵
47. Too often, work is not considered as an outcome during social care assessments. We would welcome a review, led by the work and health unit along with independent experts, into the role that social care plays in supporting working age disabled adults into employment.

Transport

48. Disabled people name accessible transport as a key factor enabling them to work, but it is not always available, with disabled people saying they struggle to get on buses and trains at busy commuting times.

'I was at the station, on my way to work, and I asked the guard for some help to get on the train in my wheelchair. He dismissed me saying he had to get people on to the train who had to get to work. He assumed I wouldn't be trying to do the same.'

Focus group participant

49. Young disabled people often lack confidence in using public transport. This can particularly be the case for those with learning disabilities or mental health conditions. Accessible transport is key to disabled peoples' independence and employment opportunities.

"Having talking buses means the difference between being able to get somewhere on my own and needing help. If I know where I am I can travel independently" **Can Do participant**

50. Department for Transport (DfT) and other relevant bodies should ensure accessible transport is available to all disabled people.
51. Travel training provision, similar to Transport for London's Travel Mentoring Service⁶⁶, should be made available across the country. This is essential for building young disabled peoples' confidence in travelling on public transport.

⁶³ ComRes data 2017. Base: all UK Disabled adults aged 18+ who need support with working, volunteering or accessing education (389)

⁶⁴ ComRes data 2017. Base: all UK Disabled adults who need social care support but don't receive enough or any paid support (535)

⁶⁵ ComRes data 2017: Base: all UK Disabled adults who don't receive enough or any paid support with working, volunteering or accessing education (250)

⁶⁶ <https://tfl.gov.uk/transport-accessibility/learn-to-use-public-transport>

Question 2. What do you believe is working well and having a positive impact on young people furthest from the labour market? Please provide some evidence of impact.

52. Leonard Cheshire Disability delivers a range of community-based programmes which have proven success in supporting disabled people to improve their employment skills. This includes Can Do and Change Now as well as Discover IT.⁶⁷ In addition to these programmes designed for individuals furthest from the labour market, we also deliver Change 100, our programme that facilitates internship placements for disabled university students and graduates. For further information on our programmes, please see our latest report [here](#).

Can do

53. Can Do offers support, information and training to young disabled people aged 10-35. The programme aims to address the challenges this group can face by supporting them to learn new skills and build confidence through community-based volunteering opportunities.

54. The programme has proven success improving young disabled people's employability with 84% of participants saying their employability and skills had improved. Moreover, 82% of participants who responded to our survey said their confidence had got better since being involved in Can Do.

"Can Do did actually change my life – it got me working. It helped me get my nerves out of the way." **Can Do participant**

Change now

55. **Our programme Change Now provides young disabled people aged 16-25 who are in mainstream and specialist education settings with access to 2-4 week work experience placement. We provide employers and participants with training and support to ensure that the placements are fully accessible to the participating young people and employers feel confident they can support the individual.**

Discover IT

56. Our digital inclusion programme, Discover IT, helps to ensure disabled people have the opportunity to get online, learn new skills and confidently navigate the digital world. The programme offers access to computers and specialist adaptations and supports people to access online learning resources for literacy, numeracy and employability skills.

57. Disabled people participating in the programme report a range of positive outcomes including 56% of clients who said their employability and skills had improved.

⁶⁷ Leonard Cheshire Disability, [Untapped Talent campaign briefing](#), September 2017

Question3. What can government, local authority and other organisations do to further support more young people in this group?

58. In order to ensure the inclusion of young disabled people in the labour market from education onwards, the government needs to embed effective support systems for disabled people within work experience programmes, careers advice provision and through Jobcentre Plus and employability services.
 59. Young disabled people in education should have access to high quality, tailored support to ensure they can thrive in their chosen careers when they leave. This support should continue post-education to ensure no one is left behind.
 60. Access to Work is a fantastic scheme, providing much needed support and funding to employers who want to employ disabled people but are concerned about the cost. It should be better publicised so more employers and disabled people are aware of it.
 61. Young disabled people face practical barriers to employment that require cross-government action if progress is to be made. Namely, it is essential disabled people can rely on accessible public transport to get to work and social care, where needed, to help them get ready for work.
 62. **Our key recommendations to government, local authority and other organisations to support young disabled people into work are referenced in the executive summary from paragraph 4.**
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For more information about any of the issues raised in this submission please contact Leanora Volpe, Policy and Research Officer – Leanora.Volpe@leonardcheshire.org or 020 3242 0229.

www.leonardcheshire.org

Appendix VIII - Step Up to Serve, on behalf of the #iwill campaign Submission

Questions to answer:

The APPG for Youth Employment welcomes submissions addressing some or all of the following points:

- What are the biggest challenges facing young people who are furthest from the labour market?
- Where you work with young people who are “hidden” from the youth unemployment data please evidence what the scale is of this group and why they are not seeking support.
- What do you believe is working well and having a positive impact on young people furthest from the labour market? Please provide some evidence of impact.
- What can government, local authority and other organisations do to further support more young people in this group?

1. Introduction/why we're submitting

The [#iwill campaign](#) is a UK-wide initiative that aims to make social action, which includes activities such as campaigning, fundraising and volunteering, part of life for as many 10 to 20-year-olds as possible by the year 2020. Through cross-sector partnerships, the campaign is evidencing and communicating the benefits of youth social action, working to embed it in the journey of young people and collaborating with organisations to create more high-quality opportunities for participation. The campaign is focused on ensuring that young people have the opportunity to engage in meaningful social action irrespective of their socio-economic background or geography.

The campaign was launched in 2013 by HRH The Prince of Wales with cross-party support and has since received endorsement from the Prime Minister, during her [speech](#) on the ‘shared society’ at the Charity Commission in January 2017. The campaign is coordinated by the charity Step Up To Serve and led by over 700 cross-sector organisations across the UK.

We are working with the Employer/Business sector, the Education sector, the Health and Social Care sector and the Voluntary Sector to embed youth social action. Participation in youth social action helps young people to develop the attributes, qualities and skills for life that improve employability, and embedding social action in all areas of society is more likely to enable it to be the norm for all young people.

We believe that there are few better ways to ensure that young people – specifically those from most deprived backgrounds – can access the labour market in a productive and progressive way than by being given the opportunity to take part in social action, with all of the benefits for themselves and the local community that this brings.

● What are the biggest challenges facing young people who are furthest from the labour market?

The challenges facing young people who are furthest from the labour market are as varied and diverse as young people themselves. We will speak to the several that we at Step Up To Serve and our partners across the #iwill campaign have had firsthand experience of.

One of the major challenges facing young people today is that “they need experience to get experience”⁶⁸. Often, employers are asking for candidates who already have years of involvement in their sector before they will recruit for a new post, creating an unvirtuous loop of young people wanting to gain experience and the requisite skills for sector, but unable to. This is particularly pertinent for young people who are furthest away from the labour market – lacking the resource to take up an unpaid internship, and the connections to find a suitable opportunity.

Often, we hear employers talk about the challenges they face of young people – even with impressive skill sets and experience – being unable to articulate what it is that they have learnt or gained. Often this is more about the “mismatch between employers’ expectations of young people during the recruitment process and young people’s understanding of what is expected of them”⁶⁹, but is still a significant barrier.

This links into another challenge which is about the gaining of social, cultural and ultimately human capital which facilitates the personal development and employability of young people. For those furthest from the Labour market, this is a particular challenge about understanding preconceived norms, behaviours and language that are expected but not explicitly asked for, and is a large risk is a significant proportion of young people remain long term unemployed.⁷⁰

A significant number of jobs are filled through professional and social networks. Whilst the true extent of this is debated, it is clear at least a significant minority of roles are filled through networking as opposed to open recruitment processes. This puts young people from deprived backgrounds at a significant disadvantage, as they often won’t have the social and professional networks which enable others to access labour market.

The House of Commons library put that 528,000 young people aged 16-24 were unemployed in May-July 2017. Whilst this number is lower than the previous year and has generally been on a downward trajectory from near record highs⁷¹. If we’re not careful, this could become a structural part of the British economy, as opposed to a specific policy challenge we can address.

● **Where you work with young people who are “hidden” from the youth unemployment data please evidence what the scale is of this group and why they are not seeking support.**

N/A

● **What do you believe is working well and having a positive impact on young people furthest from the labour market? Please provide some evidence of impact.**

Our key contention is that getting young people involved in social action has a double benefit; the benefit for the local community as well as the benefits to the individual young person themselves. We would argue that by removing barriers to social action for those young people from the most

⁶⁸ Hill, C (2016). *Step up to Serve’s Employer Guide*

⁶⁹ CIPD (2012). *Employers are from Mars, young people are from Venus*

⁷⁰ International Labour Office (2012). *Increasing the employability of disadvantaged youth*

⁷¹ House of Commons Library (2017). *Youth Unemployment Statistics*

<http://researchbriefings.parliament.uk/ResearchBriefing/Summary/SN05871>

deprived communities, social action can level the playing field and extend opportunities to all young people.

There are a number of different studies and reports to support this assertion. The National & Community Service report found that volunteers in programmes like AmeriCorps had a 27% higher likelihood of finding a job than those who had not participated in the programme.⁷²

More locally, social action programmes targeting NEET young people, including London Youth's Build-it, suggest social action can help young people who are NEET move into employment or training.⁷³

There is some evidence that social action opportunities benefit employability by expanding social and professional networks, which is particularly important for young people from disadvantaged backgrounds. Re:action and De Montfort University found that 66% of young people with experience of volunteering in national or international settings, and 44% of young people volunteering in neighbourhood projects, felt that their education and employability had benefited from meeting new people as part of their volunteering⁷⁴

There is a wider point about social action not just helping build professional networks but ensuring we build towards a more socially integrated society – as argued in the Social Integration Commission recently.⁷⁵

CIPD (the professional body for HR and people development) released data in 2015 which showed that 67% of employers reported that entry level candidates who have voluntary experience demonstrate more employability skills including teamwork, communication and community understanding.⁷⁶

A report by Cabinet Office and behavioural insights team in 2015 showed that “young people who take part in youth social action initiatives develop some of the most critical skills for employment and adulthood in the process”⁷⁷. 85% of employers said they prioritise character and attitude over academic results, attributes known to be developed by taking part in regular, meaningful social action. There is evidence that social action improves employability⁷⁸ and US research demonstrates that social action can lead to higher wages and increased job satisfaction on a longitudinal basis⁶.

Teesside University Students' Union have tracked their students' progression and attainment, comparing those involved in social action activities versus rest of university population. It showed that across socio-economic background, age and race – that students involved in social action activities were more likely to receive a 'Good Honours Degree' (2:1 or higher) than the rest of the university population, and more likely to continue on in their education⁷⁹.

Young people themselves also see the benefit for their essential life skills by taking part in social action. Those who have embarked on a social action journey feel more capable and confident about

⁷² National and Community Service report - Volunteering as a Pathway to Employment: Does Volunteering Increase Odds of Finding a Job for the Out of Work?

⁷³ 7 NEET report 2016

⁷⁴ British Chamber of Commerce's 2014 Workforce Survey <http://www.iwill.org.uk/wp-content/uploads/download-manager-files/iwill%20factsheet%20-%20Employment%20FINAL.02.pdf>

⁷⁵ Social Integration Commission (2016). *Kingdom United?*

⁷⁶ CIPD and YouGov (2015). *Learning to Work Survey*

⁷⁷ Cabinet Office (2015). *Youth Social Action Fund evaluation*

⁷⁸ CBI & Pearson (2015). *Education and Skills Survey*

⁷⁹ Berg, J (2016). *TUSU Premium*

their futures – 7 in 10 young people who have taken part in meaningful social action (i.e. where young people recognise a benefit to themselves and others – the double benefit – and have taken part regularly or in a one-off activity that lasted longer than one day) are more confident in their ability to get a job and more able to have an impact on the world around them.⁸⁰

As well as this, social action is associated with improved levels of wellbeing and reduced anxiety in young people.⁸¹

These are currently benefits that are predominantly being gained by those young people from more affluent backgrounds – there is a nine percent point gap in taking part in youth social action depending on your socio-economic background⁸².

When the benefits are so clear to young people's ability to access the labour market, this socio-economic gap further entrenches inequality rather than raising social mobility, as is all of our aims.

● **What can government, local authority and other organisations do to further support more young people in this group?**

Embedding social action into schools and colleges as a core part of delivering the curriculum/study programmes

Getting systems influencers such as Department for Education and OFSTED to explicitly support youth social action as a way of raising aspirations and increasing social mobility.

OFSTED's Inspection Framework should be reviewed to explicitly recognise that youth social action contributes to SMSC agenda, and support schools to deliver increased activity

The Government's new Work Placement Strategy (as outlined in 2016 Skills Plan) should include social action at its core in terms of ambitions and delivery.

The Office for Fair Access should change its requirements upon universities widening access to include enabling youth social action activity in schools as part of Access Agreements.

The Apprenticeship Levy should be reviewed and include social action as part of personal development component as criteria for levy.

Department for Work and Pensions should work include social action as a form of the process for supporting young people into work.

Summary

"As the #iwill campaign has evidenced, there is a broad nature to the challenges young people from deprived backgrounds face, when trying to access the labour market. This can include the 'catch 22' of needing experience to get experience, the ability to articulate their diverse skill sets and having social networks and cultural capital. Some of these challenges can be addressed through programmes, others through policy change and most importantly, a culture change in the way we offer opportunities to young people.

⁸⁰ IPSOS MORI (2016). *Youth Social Action in the UK*

⁸¹ IPSOS MORI (2016). *Youth Social Action in the UK*

⁸² IPSOS MORI (2016). *Youth Social Action in the UK*

Our key argument is that social action - 'practical service on behalf of others' - is a solution to a significant number of these challenges. Young people gain knowledge and skills through social action that support their work readiness and essential life skills. They build their networks and social and cultural capital, and they improve their well being. We believe the evidence for this is robust and clear.

Unfortunately, there is a significant socio-economic gap for young people being able to take up social action opportunities. If unaddressed, this could continue to entrench privilege. The #iwill campaign suggest a number of policy initiatives that can address this and ensure social action and it's double benefit is open to all young people, not just a select few. The #iwill campaign believe this have a significant impact on supporting young people from deprived communities to access the Labour Market."

Appendix IX - Marches Talent Match Submission

Written evidence submitted by the Staff Team delivering the Marches Talent Match Programme.

1. *Executive Summary*

- We have identified three areas that affect a successful transition from education to employment, wellbeing, ability and chances.
- Underlying these facets we recognise over 20 negative life aspects that are often seen in a variety of complex combinations damaging the prospects of securing and sustaining work.
- For those hidden we have identified five issues negatively impacting on their lives and pushing people away from a supported path into employment. We give six examples of how we see these issues in practice and then describe the approach we have developed to counter this.
- We have put in place a pathway that is holistic, voluntary engaged, mentored and coached, is long term and developmental.
- We note the comments, reflections and challenges our Participants wish to be heard, for better early help and resourcing and for a more inclusive approach to employment.

2. *Introduction*

Over the last three and a half years Marches Talent Match has working with 240 unemployed 18-25 year olds who are furthest from the labour market, of whom 10% have been hidden from the benefit system. Our analysis to date is based on 90 participants.

Marches Talent Match is one of 21 local programmes funded by the Big Lottery as part of their young peoples' investment programme improving social policy and practice. Our programme is funded for 5 years from 2014 – 2019 aiming to work with long term unemployed 18-24 year olds, from Telford and Herefordshire. It is a voluntary entered programme offering support and access to development opportunities. Its approach is holistic addressing well-being, capacity and capability so that Participants are prepared for, resourced and motivated to enter the labour market.

Learning from the 21 Programmes is researched by Sheffield Hallam University. We are building an understanding of how and why people are not able to achieve an automatic transition from education to employment. We are trying and learning from new and different ways of engaging and supporting those who have been hidden and excluded from mainstream provision and not had a beneficial experience of education, family and social life.

3. *What are the biggest challenges facing young people who are furthest from the labour market?*

We recognise three key areas that affect the ability of those furthest from the work place to move into employment:

- lack of confidence, support, encouragement and energy to sustain personal development due to insecure present circumstances, destructive personal influences, and negative past experiences
- insufficient capability due to lack of experience and lack of core skills possibly together with learning disabilities (dyslexia, dyscalculia etc) and/or learning challenges (aspergers/autism/dyspraxia etc)

- insufficient accessible, valuable, doable and achievable work opportunities for those with different skill sets to the norm.

Behind these challenges we have identified complex interrelated factors that prevent those identified as furthest from the job market finding and sustaining employment.

- **Physical health and epilepsy** – poor physical health prevents consistent engagement with the job market, creates challenges finding appropriate work conditions and can result in young people losing opportunities or failing to sustain employment. Around 6% suffer with epilepsy. This can have implications for those trying to gain employment in the construction industry for example because of concerns around health and safety. Independent travel especially from rural locations can also be a problem.
- **Physical disability** – it is harder to find opportunities for these. Employers, especially SME's, are not always equipped to support these young people. Negative past experiences they can mean they also suffer from social anxiety which makes engaging with the job market even more difficult. Transport is also a key issue when combined with a physical disability.
- **Drugs and alcohol** – young people who have been drug or alcohol users for some time and started young can suffer from mental ill health including psychosis. This can result in a long recovery period meaning isolation from the job market for considerable periods at a time. A CV with long gaps of unemployment does not encourage job offers. Drug use can mean young people becoming unreliable; they often cannot manage their budgets and can fall into debt.
- **Mental Ill Health** – a little over 40% identify mental health issues ranging from depression to psychosis with some having had periods in a secure mental health unit. It is common for mental ill health to be combined with other identified factors listed here.
- **Social anxiety** – 24% express feelings of anxiety when dealing with any social interaction. This can be mixing with peers, talking with any adults in a professional position such as work coaches or employers. Attending interviews are a particular challenge and many cannot manage to 'sell themselves' in a competitive environment especially when faced with a group interview.
- **Significant life events** – just over 20% have experienced a significant life event. This includes one or more of the following: the death of a parent or close significant adult during formative years, mental or physical abuse, serious accident or illness with life changing implications.
- **Over protective parents** – this can include those that provide financial support for their children which can lessen their motivation to work. Also parents who have unrealistic expectations of the earning potential of their children and will not support them applying for entry level jobs. Young people whose parents continue to 'manage' them by making and attending appointments for them for example often leave their children unable to take responsibility for themselves and ultimately unready and sometimes unable to cope with the world of employment.
- **Chaotic family background** – around 30% have a chaotic family background. This includes the breakdown of relationships, introduction of new step fathers/mothers and resulting new siblings. Young people have been moved around and lived in different homes with different combinations of parents etc

- ***Involvement in Looked after system*** – those coming from this background can be insecure in relationships with low self-esteem. They can be untrusting of authority and in need of intensive support.
- ***Involvement in criminal justice system*** – often combined with drug use those who end up with a criminal record can find it harder to access the job market. Those on the sexual offenders register are the most difficult to place.
- ***Having dependents*** – lack of available or appropriate child care can be a barrier to employment.
- ***Poor school experience*** – around 20% describe a negative experience of school. This can be bullying by peers as well as a lack of any personal attention from teachers. This experience is often combined with resulting lack of basic skills and qualifications as well as undiagnosed dyslexia etc
- ***Lack of qualifications*** – those with few or no qualifications can struggle to find suitable reliable employment. There is also evidence that when a young person is capable of higher study but does not have Maths or English GCSE their progress in education is halted, leading to disillusionment and disengagement.
- ***Learning difficulties dyslexia, dyspraxia, dyscalculia*** – often undiagnosed and/or unsupported in education because of lack of specialist support. Research has shown that a condition such as dyslexia doesn't just mean a difficulty with reading but can affect an individual's processing capability. There are six types of dyslexia each affecting a different element of understanding and this is not widely understood. Research also shows this can affect mental health, either through lack of understanding themselves, frustration, feeling stupid and a failure and resulting in low self-esteem etc. Learning difficulties that go undiagnosed from an early age can also result in learned behaviour where a young child responds negatively to being unable to understand what is being taught, reacts to this with inappropriate behaviour and starts a cycle that becomes very difficult to break. Some undiagnosed young children will simply disengage and become invisible, ending up with no qualifications and little self-esteem.
- ***Learning challenges Autism/Asperger's/dyspraxia*** - If diagnosed at an early age and with supportive parents these challenges can be managed. However the work place and work roles are not always compatible with the needs of those with autism or aspergers. Sympathetic and adaptable employers are needed for this group and with the sometimes significant skills of the young person both sides could benefit.
- ***Lack of work experience*** – a lack of this can result in difficulty obtaining work as well as problems sustaining it. With little or no experience a young person can be unaware of the rules of work and not know how to behave. A young man we worked with was told repeatedly he wasn't meeting his kpi's but had no idea what this was, a small example of how the work place can be intimidating for those who are vulnerable and this can make sustaining employment a challenge.
- ***Lack of careers guidance*** – young people often have little understanding or awareness of their own skills and qualities and which area of work they would be most suited to.
- ***Lack of connections*** - many of our young people are isolated and/or excluded from networks that can help facilitate progress to employment.

- **Lack of personal transport** – particularly beyond the Market Towns poor access to support and opportunities are exacerbated by rural living. Transport to places of employment can be costly, difficult or impossible if that employment requires late working or shift working. Those that live outside towns can be located far from bus stops with an intermittent service which can cause problems getting into work.
- **Independent living** – often excluded from opportunities such as apprenticeships because the low pay does not cover their living expenses. Work opportunities involving variable hours and no guarantee of a regular income combined with the complicated rules of the benefit system can leave young people struggling to manage the demands of independent living. Often these young people have little or no family support and can become isolated, combined with social anxiety and depression life can become extremely difficult for them.

4. Where you work with young people who are “hidden” from the youth unemployment data please evidence what the scale is of this group and why they are not seeking support.

10% are classed as ‘Hidden’ (not showing up on youth unemployment data – not claiming) when we first engaged with them, others became hidden at some point during their engagement with the project.

There appear to be a number of issues as to why some young people remain hidden:

- **Fear** – some young people are worried and fearful of the benefits system where they believe claimants are made to apply for jobs they may not feel able to do. They fear pressure from unsympathetic work coaches who may not understand the barriers that young person is facing and with meetings kept to 10 minutes or so there is often neither the time nor a conducive environment for discussion of sensitive issues.
- **Threat of the work programme** - causes some to sign off and disengage, retreating back to self-isolation. Those that sign-off from benefits with no employment to go to are often those with high levels of anxiety or mental ill health. The outlook for these is poor, the longer they remain isolated at home the further away from the job market they become
- **Previous experience of the job centre** – when a young person who faces many barriers (usually mental ill health which isn’t always apparent) is pushed into a claimant commitment they can’t fulfil they can disengage from the system completely and not return. Of course it is only those who have a support system around them that can choose to take themselves away from the benefit system
- **Stigma** – a feeling that it is wrong to claim and rely on benefits. Those young people in this group are usually in financially supportive families.
- **Protective family** - Our experience shows that there are cases where parents are financially able to support their children and do not encourage them to claim benefits.

Below are some short case studies of those ‘hidden’ young people we are working with.

- Participant 1 - not motivated to sign-on. Parents are financially able to support him. He has dropped in and out of work, his aspergers may make sustaining work difficult and with no financial pressure on him it is easier for him to have periods of not working. Likely that if employment that played to his particular strengths was found he would sustain this for longer.

- Participant 2 - suffering from mental ill health and some anxiety. Dropped out of university and his parents are happy to support him while he recovers and until he is able to get back to university or find employment.
- Participant 3 - hidden in a large family, with 5 dogs and a father not working. Completely disengaged from outside society and socially isolated. No motivation mixed with fear of engaging with any outside agency including doctors etc. His family left him to himself and he developed unhealthy sleeping patterns and had not been out of the house for over a year when we first met him.
- Participant 4 - background of bullying. Only child. Low self-esteem led to him isolating himself, putting off engaging with the real world for as long as possible. Worked only once for very short time since leaving school, unrealistic expectations of what he can achieve – saying he will only apply for jobs paying over 20k Supported by his parents.
- Participant 5 - chaotic background, disengaged from benefit system because of pressure put on to meet claimant commitment and go on work programme. Over last two years has become more and more isolated and now seems to ‘pay his way’ via domestic chores for parents. It is likely he will never find work.
- Participant 6 - attended University , failed first year and dropped out after an unsuccessful restart. Then he returned to live at home supported by Parents. Now experiencing increasing loss of confidence and is withdrawing into social isolation. Connects through virtual world rather than a local community.

5. What do you believe is working well and having a positive impact on young people furthest from the labour market? Please provide some evidence of impact.

We have found that those furthest from the work place require a whole range of specialist support and resources to be able to progress to a place of stability, self -confidence and engagement with the world of work.

We assume that past and present issues need to be addressed to bring life stability, resilience and sustainability. We find that voluntary engagement enables personal sharing and openness to create a mentoring relationship that is both supportive and challenging and enables change and development.

We have taken a longer perspective on a young person’s journey into employment believing that by going at their own pace they are more likely to achieve sustained employment. Rushing a young person into work when they are not ready does not always work and dipping in and out of employment can affect future employment chances. There is though a careful balance to be had here as spending too long helping someone into employment can have the opposite effect as well, with a young person settling into a routine of non-work and positive activities provided for them by support agencies.

A holistic approach to a young person looking at all aspects of their lives and not just ensuring they have a good cv is important. Again a balance is to be had, trying not to dwell on past difficulties but instead offer positive alternatives that enable a young person to become more confident and stronger.

Positive work experience opportunities help support the development of new skills and of course are good for filling out a CV. By liaising with the work experience provider before, during and after the engagement of a young person positive relationships are developed whereby the provider takes a

vested interest in the young person and feels good about offering opportunities to those who have struggled so far.

Developing relationships with local employers makes a huge difference but isn't always easy to do. Taking on a young person with potentially complex support needs isn't always possible; it demands a level of time and commitment which ultimately can cost a business money. It has been possible to make agreements with businesses where they accept a young person on a work trial basis before offering employment. However this can be disheartening for a young person who has high expectations of getting a job only to find after three weeks they are let go. We also find that this can only work for a short period and relies on finding someone who is acceptable for the employer otherwise they are not prepared to keep trying out one person after another.

6. What can Government, local authorities and other organisations do to further support more young people in this group?

Our Participants have identified three areas where preparation for an adult working life could be improved:

- Preventative – better early diagnosis of learning difficulties and an understanding of the long-term implications of these as well as educating support staff so they can better deal with those diagnosed.
- Careers guidance – targeted and realistic individual career guidance. Ensuring that young people understand the employment market they are about to enter and understand where their skills lie and what realistic employment opportunities there are in their area
- Work experience – work placements for those at key points in education as well as teaching young people the basics of how to apply for jobs, how to manage an interview and so on.

They also have challenged the current approaches to employment and would like to see:

- An end to the insecurity and exploitation of zero hours contracts. Fixed hours would give routine, security of income and a chance of balancing working hours and other daily/weekly commitments.
- A change of attitude and approach to employment. The recruitment of people into job roles for what they can offer and are gifted to do rather than fit into the constraints of mismatched expectations.

Appendix X - AELP Submission

Introduction

The apprenticeship reforms have resulted in the most significant shake-up to the apprenticeship system we have ever known. Five months since the start of the reforms, one of the clear unintended consequences has been the negative impact on social equality of the young and most disadvantaged through a combination of different drivers impacting engagement and leading to a reduction in opportunities. Figures [released this week](#) show apprenticeship and traineeship starts are down significantly for under 19's by -41% and -5.2% respectively. Some issues listed below are specific to 16-18 year olds and other are some more general issues relevant to the 16-24-year-old cohort.

Summary of AELP's key points:

1. All 16-18 apprentices should be **fully funded** by the government regardless of their employer size.
2. There are still funding and performance monitoring disincentives with **Traineeships**, an important transition programme, inhibiting their much needed growth and development.
3. Employers state the rigid implementation of **20% off-the-job training** is “reducing our recruitment of level 2 apprentices”.
4. Removal of **nationally recognised qualifications** from apprenticeship standards further reduces the mobility of the apprentice.
5. Levy paying employers are prioritising existing employees for apprenticeships instead of recruiting new entrants and giving young people an opportunity, further restricting opportunities for young people.
6. The **£200k non-levy ESFA contract threshold must urgently be reconsidered** as it excludes hundreds of providers from supplying high quality provision. Many of these providers are niche specialists with many years' experience of working with smaller employers and offering apprenticeships in their locality, supporting young and disadvantaged apprentices.
7. Provider **funding for maths and English** in apprenticeships is miserly at only 50% of the classroom rate, below the cost of delivery and provides no incentive to take on the most challenging individuals. Failure of maths or English leads to failure of the apprenticeship.
8. The planned changes to **subcontracting** must be relaxed. AELP believes that restricting flexibility and capacity will hamper growth when the sector is already struggling to transition through the new reforms.
9. AELP calls for a **guaranteed budget** for non-levy paying apprenticeship employers given that they employ around half of all apprentices.

1) What are the biggest challenges facing young people who are furthest from the labour market?

Funding for 16-18 apprentices & incentive payments for employer and providers

AELP believes strongly that the funding methodology and incentives are having a damaging impact on the current volume recruitment of young people and also moving forward. Let's be clear; we are

not asking for extra funding, but simply a reprioritisation of the funding methodology for 16-18 apprentices and the associated incentive payment uplifts. This is to ensure providers can continue to provide a high quality programme and for employers to have a more heavily weighted financial driver to support the recruitment young people into an apprenticeship role. Failure to address this will mean significant displacement of opportunities for young people.

The funding methodology implemented as part of the apprenticeship reforms which commenced from May 2017 in effect equalised the base rate of funding for all age apprenticeships. Prior to May, the sector operated under a government designed model of guaranteed 'fully funded' for 16-18 apprentices, with a 'co-funding' model for apprentices aged over the age of 19 on the date they started their apprenticeship. The old apprenticeship funding rates made taking on 16 to 18-year-old apprentices attractive to employers and training providers through additional funding to reflect the additional effort required.

To offset the equalisation in funding rates between all age apprenticeships, the government in May 2017 also implemented a new financial incentive model to both employers and providers. The government currently now offers both the employer and the provider a £1k incentive for each 16-18 year-old they take on and train. This incentive, although it applies to all employers, is also less than the £1.5k Apprenticeship Grant for Employers (AGE) incentive for smaller employers who were previously incentivised to take on 16-24-year-old apprentices. In theory, it was designed to generate more opportunities, but less for those who actually really need it and also on different payment terms.

Many employers are also telling both AELP and our members that the flat rate incentive of £1k is not enough to opt for a school leaver over an older individual into a new apprentice role. Two examples were shared with us in two very different sectors: in the construction sector, employers say that the cost of additional insurance and the fact that apprentices under 18 need to be supervised at all times far outweighs a £1k grant. Some of these apprenticeship programmes are also delivered over a 2 or even a 3 year period – the £1k incentive is the same regardless of programme's length, level and the overall funding, and is therefore even less of an incentive and an influence in the decision making process of recruiters. £1k is a significant percentage of a £2k programme, but not of a £27k one. In the property services sector, a number of estate agents have told us that they will happily will forgo the £1k employer incentive to take a 19+ apprentice as they are both more likely be able to drive a car and they don't need to be supervised at all times so they can undertake unaccompanied viewings with customers. Again the employer incentive has had negligible or no positive influence in the decision making process of recruiters in this sector.

From May 2017, SMEs were required to pay a new 10% co-investment payment for all age apprentices. Micro employers (less than 50 employees) were required to pay 10% contribution for 19+ apprentices, although 16-18 remained 'fully funded' by government. For large numbers of employers having to make a cash contribution for the first time, there becomes even less of an incentive to pay when additional work is required to support the most disadvantaged apprentices or younger apprentices with less initial work and life experience. The reforms also saw a change to the incumbent system for providing much needed additional disadvantage funding to support the additional intensive support required for disadvantaged apprentices. The ESFA admitted that the

changes to how disadvantage support is now allocated were very much an interim solution. Four months into the reforms and this interim solution still has yet to be fully addressed, further damaging the opportunities for providers to fully support the most disadvantaged potential apprentices.

AELP believes that all 16-18 apprentices should be fully funded by the government, regardless of whether they are employed by a micro employer, an SME or a levy paying employer. Failure to address this challenge will not only endanger the government's self-imposed 3 million starts target, but could also oversee a generation of displacement and lost opportunities for young people in England. Both social opportunities and social parity should go hand in hand with the 3 million target. The government also needs to review the financial incentive it offers to employers and providers to make it much more attractive. Furthermore, AELP believes that all level 2 apprentices should be fully funded by the government, regardless of the age of the apprentice.

To offset the cost of fully funding all 16-18 and level 2 provision, the government should raise the employer co-investment on a new sliding scale, starting with 10% at level 3, 20% at level 4, 30% at level 5, 40% at level 6 and 50% at level 7 apprenticeships for apprentices over the age of 19.

Removing the shackles on the Traineeship programme

Now is the time to remove the shackles which are inhibiting the much needed growth and development of Traineeships which are an important vehicle for young people to start their journey into work and skills training. Traineeships place many young people often from the so-called NEET group in apprenticeships, sustainable employment or further education. But start numbers fell in the first two quarters of 2016-17 and uncertainty surrounding the future funding of the programme means that high quality training providers are holding back from investing in it.

AELP wants the government to agree to three essential proposals that will enable Traineeships to take off, namely:

- The government's funding system needs to be more responsive providing immediate funding as demand is identified
- Making further progress on the benefits system, such as child benefit, not acting as a barrier to young people taking up a traineeship or apprenticeship
- Retention and use of progress to an apprenticeship, sustainable employment or further education as the official measure of a successful Traineeship to achieve the primary policy goal.

Removal of nationally recognised qualifications from apprenticeship standards

The government's move to restrict the use of nationally recognised qualifications from apprenticeship standards and move towards the development of new end point assessment has the double impact of meaning that apprentices who fail to complete, leave the programme with nothing tangible (such as unit accreditation) and this system also disadvantaging apprentices who need bite sized step by step progress. Just to be clear, we are not saying there shouldn't be an end point test but the removal of qualifications and an ongoing assessment of competency is multi-faceted in its impact around social equality.

AELP believes that the omission of qualifications from standards will; adversely affect portability and transferability, whilst making it difficult to make comparisons between standards of level and breadth and therefore should be allowed to be included where the employer trailblazer groups request them. The IfA needs to work with the trailblazer employer groups to properly design sector based programmes with attainable entry points which allow potential apprentices with different skills and starting points to pursue a career which allows for sensible and suitable progression opportunities.

Learners with learning difficulties and disabilities, Special education needs and disability (LLDD/SEND)

While there has been a welcome increased recognition around the importance of inclusion within the sector together with the recommendations of the Maynard Panel into increasing access to apprenticeships for those with LLDD/SEND, this needs to be turned into concrete action. Currently, the employment rate for people with LLDD/SEND is just 6.8%. Therefore, if the government is committed to halving the disability employment gap, then building a truly high-skilled economy in the UK must incorporate a robust strategy on the inclusion of those with LLDD/SEND in both learning and employment opportunities.

AELP believes the longstanding underspend of funding related to support LLDD/SEND is a combination of a perceived complexity in the system and a lack of awareness of the relative ease with which most challenges can be addressed. Consequently, we welcome the Maynard review recommendation for the DWP and BEIS to undertake further work to ensure that the system of reasonable adjustments and the availability of support, for example through Access to Work, are understood and consistently applied by providers. Going forward, every effort should be made to optimise opportunities for those with LLDD/SEND to build their skills base and apply such skills in the workforce

2) What can government, local authority and other organisations do to further support more young people in this group?

Maths and English

As the requirement for those without exemptions to complete maths and English are not included within the mandatory 20% measurement for off-the-job training, this clearly further disadvantages potential apprentices. The ESFA argue that funding for maths and English, which is only actually funded at 50% of the classroom rates is provided on top of the funding for the vocational training and therefore it should be separate. However, from an employer's perspective, we are hearing of a diminished appetite to recruit new apprentices or even upskill existing staff in need of training as this is yet a further commitment. Particularly in the service and support sectors, employers simply cannot afford the additional cost to backfill for employees who are off the job training.

Employers already have issues and operational challenges in committing to the off-the-job training which in reality relates to at least a fifth or the equivalent of one working day a week being unproductive whilst the apprentice receives their mandatory training. Apprentices without

exemptions in maths and English require further study time on top of this, meaning employers see those candidates as less attractive than those who are presented with prior attainment in the subjects. For a training provider, the cost of delivering the current functional skills curriculum is in excess of the fixed rates of £471 funding provided by government for each functional skill – our research show this to be the case especially for those needing to transition from level 1 to level 2, with actual guided learning hours on average being circa 70 hours to complete as opposed to the 45 guided learning hours.

Combining the perspectives provided above of both the employer in regards to reduced productivity and the provider in terms of higher costs of delivery, provides a strong case that a candidate who is lacking in maths and English will undoubtedly be further isolated from the opportunities in the marketplace as they have become less attractive to all stakeholders.

AELP believes that maths and English delivery as part of an apprenticeship should be funded at least the appropriate matching value of classroom provision (£724 per each qualification) to ensure there is the income to cover the cost of delivering provision to apprentices who needs maths and English in order to avoid cherry picking candidates for apprenticeships who already have the required levels of maths and English. Furthermore, maths and English should also be included within the off-the-job training time to ensure that employers are not unfairly disadvantaged in regards lost productivity from apprentices needing additional ‘unproductive’ time to study these subjects.

Levy and non-levy employer contributions

AELP recognises that the apprenticeship levy will drive engagement by larger employers in apprenticeships; a drive which we believe will positively impact on the prospects of sustained employment and career progression for individuals; bottom-line productivity returns for employers; and the economic health of the nation through an enhanced skills base. There are however a number of key issues surrounding its implementation that remain unanswered, and the ambitious timelines that are being proposed may also create unnecessary difficulties in transition.

There is also an overriding need for simplicity in funding apprenticeships, retaining a focus on the interests of not just the 2% of employers who will pay the proposed apprenticeship levy, but also on the 98% of SMEs who will not. However, we are concerned that the expectation of cash contributions from non-levy payers and those who exceed levy account levels will seriously hamper levels of apprenticeship starts. We believe the biggest brake on growth of apprenticeships in England to date have been the limitations imposed by public funding. With no guarantee of a budget for non-levy payers it appears insufficient to maintain expected levels of delivery.

Furthermore, the 10% contribution for non-levy payers, the bulk of whom are SME’s, have less incentive to contribute towards paying when there is additional work required to support the most disadvantaged learners. Anything discouraging SME apprenticeships is likely to damage disadvantage, as disadvantage tend to stay local and most local offers are through the non-levy market.

Given the importance of SMEs (generally non-levy payers) to the economy as a whole and the fact that they currently employ around half of all apprentices, we have called for the government to maintain a guaranteed level of funding for SME non-levy paying delivery. AELP is also concerned that the current funding under the levy does not properly support notions of social mobility or address

issues of disadvantage. Therefore, we believe there is a need for a system of funding for disadvantage that will properly support the needs of such apprentices and encourage employers to recruit them.

Although we want employers to have choice we also need to be cautious that the levy is not significantly eroded or diluted by other proposed programmes (such as the new National Retraining Scheme) as this further limits funding and funding subsidies for SMEs particularly when it is the smallest employers who are more inclined to take on new entrants / younger apprentices.

About AELP:

The Association of Employment and Learning Providers (AELP) represents the interests of a range of organisations delivering vocational learning and employment and employability support. Established 15 years ago, AELP is a national trade association, representing the interests of 800+ organisations delivering vocational learning, assessment, sustainable employment and employability support.

Association of Employment and Learning Providers (AELP)
9 Apex Court, Bradley Stoke, Bristol, BS32 4JT
T: 0117 986 5389
E: enquiries@aelp.org.uk
W: www.aelp.org.uk

Mark Dawe (Chief Executive)
T: 07872 423626
E: markdawe@aelp.org.uk

Appendix XI – Youth Employment UK Submission

Submission to the All Party Parliamentary Group for Youth Employment Inquiry – Supporting young people furthest from the labour market

Youth Employment UK is the leading campaign and membership organisation dedicated to tackling youth unemployment in the UK. We are the only membership organisation to work with every stakeholder invested in youth employment. Our expertise and services are directed at supporting everyone invested in seeing young people achieve their potential.

Our work

We provide a platform that empowers young people to be better prepared for the world of work. Our free Young Professional Membership provides inspiration, support and training to young people to build their confidence and helps them prepare for education, employment or training. The membership focuses on the development of five core skills; communication, teamwork, self-belief, problem solving and self-management. Through their membership with Youth Employment UK, young people are also provided with a range of opportunities to share their experiences, inspire and support others and influence the services around them.

Our Community Membership helps organisations to be better equipped to support young people in their journey towards employment, education or training. Through this work organisations are empowered to achieve the Talent Match Mark which Youth Employment UK is home to. The Talent Match Mark is a national kite mark that recognises employers who support young people and is based on our five principles of good youth employment.

Our Youth Ambassador programme enables young people to directly share their own experiences, views and recommendations with a range of government departments. We work with Department for Education, Department for Work and Pensions and act as the secretariat of the APPG for Youth Employment. Through these relationships and our Membership Community we link young people with employers, decision-makers and the world of work in a way that makes a real difference.

What are the biggest challenges facing young people who are furthest from the labour market?

Having seen a rapid reduction in youth unemployment since 2011 we believe that the majority of those young people who remain NEET (not in education, employment or training) are young people who face multiple barriers. Work programmes and employment initiatives are incentivized to support those young people easiest to place back into EET, lacking the funding to really support those with multiple barriers.

These barriers may include; disability, poor mental health, social challenges affecting aspiration and motivation, caring responsibilities, low skilled (both academic and soft skills), homelessness or sofa surfing.

We believe that young people who have multiple barriers need support to overcome these barriers before they can even begin to access employment support and enter sustained outcomes. If a young person is living or experiencing some higher need barrier such as homelessness and/or poor mental health, then they will require support to overcome these barriers before they can be expected to enter a sustained form of EET.

Where you work with young people who are “hidden” from the youth unemployment data please evidence what the scale is of this group and why they are not seeking support.

We are growingly concerned about the number of young people who are “hidden” from the labour market (the term hidden refers to young people who are NEET but not claiming welfare support). We believe the number of hidden NEETs is rising and that whilst young people are hidden they are not able to access the support that they need to become EET.

It is not possible to identify the number of young people hidden, by the nature of this group these young people are not registered with a service provider. Previously Local Authorities have had the responsibility and means to track the young people in their community and monitor those at risk of becoming NEET and ensure that all young people are supported. This tracking is no longer happening consistently across the UK. We would refer to the GMCVO research on hidden NEETs which identified that in Greater Manchester in 2016 15,000 young people were identified as hidden.

Young people “hidden” most often cite the lack of work experience and careers support as two of the main barriers to employment. Young people do not know what jobs exist or how to engage with the world of work. Often unsure of what support is available and how to use that support to progress. These young people can end up underemployed, or floating from one temporary experience to another be that education or employment experiences.

What do you believe is working well and having a positive impact on young people furthest from the labour market? Please provide some evidence of impact.

From the experiences of our Community Members working with young people, we have identified that there are many excellent programmes helping young people furthest from the labour market. These programmes are led by charities and youth organisations relying on donations, sponsorship or funding from initiatives such as Big Lottery or ESF.

These organisations deliver services that work closely with individuals and working on a one-to-one basis or in small cohort’s tailor services to meet the individuals needs. This might include: supporting individual barriers such as housing or disabilities, providing a support worker, running non-formal classes, building confidence and other skills, offering supported work experience etc.

Through the youth-led services created by young people and organisations working on the Big Lottery Talent Match Programme more than 23,000 young people have been supported in this way.

What can government, local authority and other organisations do to further support more young people in this group?

A first priority of government should be to better identify young people (up to the age of 24) in each local authority who are NEET, including those hidden from the labour market. Local Authorities should then have better funding and clear responsibility to work with partner organisations to provide the support that these young people need.

As a lead organisation working with young people in the community the Local Authority should coordinate the service provision needed for young people, including health, welfare, education and employment.

Government should also rethink its priorities around education, many young people fail in the traditional academic model and then are left feeling unmotivated and disengaged. Government should consider mixed education models where young people are supported to succeed based on their skills and interests; a system that supports all young people to progress.

Work experience and quality Information Advice and Guidance (IAG) should be compulsory for all young people in education, and made available to young people who are NEET within the services provided by the Local Authority. Good IAG and work experience have a positive impact on the destinations of young people and yet remain a postcode lottery with many young people not accessing these services.

We believe that our Young Professional Membership which is a free employability and skill development programme for young people aged 14-24 should be made compulsory across schools, providers and local authorities. Young people who become Young Professionals feel more confident about their skills for life and work and can access online services to help them to progress right through their journey from education to work.

Businesses should also be supported to provide work experience and employment opportunities to young people who have struggled to engage with formal learning and have additional barriers to employment. The Apprenticeship Levy has disincentivised employers and providers to support young people into level 2 apprenticeships which for some young people is the only route into training and employment. Some businesses are unaware of the support available to employ young people with disabilities.

The Talent Match Mark should be recognised by government as a framework that helps employers remove barriers to opportunities, and supports employers to embed best practice when working with young people. Employers with the Platinum Level Talent Match Mark receive regular updates and information including information around supporting young people furthest from the labour market including those with disabilities.

Appendix XII - WORKING ROOTS PROGRAMME, NORTH TYNESIDE Submission

1. EXECUTIVE SUMMARY

1.1 Working Roots uniquely targets disadvantaged, vulnerable young people (NEETs 16-18) from very complex and challenging backgrounds in North Tyneside and significantly contributes to improving their life chances. This innovative year long programme engages 24 trainees into a new bespoke pathway for work, training, positive progression through delivering sustainable environmental improvements for Council tenants.

A dynamic partnership between North Tyneside Council, Kier North Tyneside and Justice Prince Community Interest Company steers this programme.

Programme Outcomes

- 1 The life chances of young people are improved through increasing their skills and confidence, qualifications and raising aspirations
2. The damaging effects of unemployment, poverty, inequalities on young people are challenged
3. Young people are engaged positively in the community leading to safer communities.

1.2 JUSTICE PRINCE COMMUNITY INTEREST COMPANY (CIC).

Justice Prince CIC, on behalf of the key partners is making this submission as evidence to the enquiry on what is working well and having a positive impact on young people furthest from the labour market.

Justice Prince CIC have a proven track record in supporting the active engagement, participation and involvement of disadvantaged and often excluded groups and individuals within local communities in North Tyneside (and further afield) in the development of long term sustainable projects and social enterprises. Initially responsible for the research, design and development of the Working Roots Programme, they along with the key partners, ensure it responds to identified community needs.

2. THE CONTEXT

Working Roots is a full time one-year training programme (now in its 5th year) which uniquely targets disadvantaged, vulnerable young people (NEETs 16-18) living in North Tyneside and is committed to challenging the damaging effects of unemployment and disadvantage.

The programme was established in Sept 2013, initially offering 15 places to young people and in September 2016 the number of places increased to 24. This innovative programme provides a new holistic pathway responsive and bespoke to the needs of these young people and the community which significantly contributes to improving their life chances.

It provides them with their first genuine opportunity to work, train and contribute to their community through undertaking work based training within neighbourhoods delivering environmental improvements for Council tenants, (fencing, reinstatement of gardens, painting and decorating and environmental cleaning of communal areas/empty homes). At the same time, they

undertake vocational qualifications; personal social development and employability activities and receive support for their positive progression into further education, training and employment.

The programme is delivered by a unique public, private, and third sector partnership between North Tyneside Council, Kier North Tyneside, and Justice Prince CIC. Each of these key partners bring specific skills and funding to the programme and are responsible for delivering distinct areas of work. The trainees receive an attendance bursary of £50 per week and lunch bursary within the funding for Free Meals in further Education for 16-18 year olds.

There are very strong links with Connexions and Youth Offending Teams (YOT), as well as employers, contractors and other parts of the Kier North Tyneside business. Collectively these partnerships transform the young people's lives through providing meaningful opportunities and support to challenge the damaging effects of unemployment and disadvantage.

3. THE TARGET GROUP

3.1 The vulnerable young people 16-18 NEETS and those of risk of exclusion/severe disadvantage who the programme uniquely targets and engages with are from a huge diversity of disadvantaged, complex and challenging backgrounds and from areas experiencing multiple disadvantage and poverty in/around North Tyneside. On recruitment, many of the young people feel their 'potential is being thrown away or wasted'. They suffer multiple inequalities- health, social, environmental economic and educational and most have been excluded / failed/or had limited success in other education/training.

The majority have experienced and are seeking to overcome many challenging circumstances including living in/moving from care, homelessness/housing needs, family issues, violence, mental health and as a result have developed risky behaviours- e.g. brushes with the legal system- (convictions, bail) drink/drugs.

Most have financial issues, some are young parents /carers. Many suffer from low self-esteem/self-confidence, and have additional needs. Their behaviours tend to be erratic and unpredictable due to these life experiences and they also lack confidence in their abilities and experience to participate in the decision- making processes affecting their daily lives.

4. THE OPPORTUNITIES

4.1 On this year long programme, the trainees develop a wide range of skills according to their individual needs, and acquire generic and specific skills in either gardening and hard landscaping, fencing, painting and decorating or industrial cleaning and vocational qualifications.

They are on site for 3.5 days where they also undertake Health & Safety; Safe Use of Equipment within their designated area. Funding for this element is within the Kier North Tyneside contract with North Tyneside Council. Over the remaining 1.5 days they undertake Vocational Qualifications in Construction, English and Maths and Employability (trainees are enrolled in Study Skills Programme with North-Tyneside Council.)

There is a strong focus on developing life skills (Communication skills/people skills, confidence building, team/group work skills, time keeping, understanding the structure of a working day, work ethic, self-awareness, responsibility and accountability, pride in one's work etc) and where possible we seek to deliver Enrichment Activities.

5. THE SUPPORT STRUCTURES

5.1 Mentor.

Justice Prince CIC provide dedicated mentoring support and pastoral care to recruit, retain, support the personal and social development skills, learning and work needs, positive progression and work experience for the trainees.

The mentor is funded for 14 hours per week but is available to the trainees 7 days per week. The flexibility of the mentor has proven to be “key” to the successful retention of trainees on the programme. However, 14 hours per week is insufficient to meet the extensive needs of the trainees and the level of support to the trainees needs reviewed.

The mentor builds positive relationships with supervisors, tutors, parents/carers and support agencies (Care teams/Connexions/YOT) this has proven results in particular resolving issues around attendance, time keeping and behaviour, conflict and building common / better understanding about the needs and challenges that may affect the trainees’ attitude, motivation etc.

5.2 Work Supervisors, Tutors and Assessors

Support from staff is holistic to ensure trainees engage with the programme throughout, to support attendance supervisors provide transport to and from work. Supervisors and tutors/assessors support the range of abilities, manage behaviours and expectations, whilst developing their learning, vocational skills and life and employment skills in the work and learning environments.

5.3 Connexions

A designated Connexions Care Worker is critical to the engagement of trainees involved in the Care/Leaving Care System and supports them in their initial participation and provides appropriate ongoing intervention in liaison with the mentor.

More recently Connexions workers have also provided one to one interviews to discuss their skills development and future plans.

5.4 Youth Offending Team (YOT)

YOT provide appropriate support to their cohort of trainees known to them. In 2016- 2017 this constituted 50% of the trainees.

5.5 Operational Management Group and Strategic Steering Group

The programme is supported by an Operational Management Group which meets monthly to review the progress of the trainees, the delivery plans and coordinate programmes.

The Strategic Steering Group, consisting of senior managers from the key partners, meets quarterly to strategically steer the programme, address funding and receive progress reports.

6. PROGRAMME OUTCOMES.

6.1 Outcome 1 The life chances of young people are improved through increasing their skills and confidence, qualifications and raising aspirations.

Our evidence

6.1.1 Qualifications Achieved

Irrespective of the broad range of abilities in the group, all the trainees who completed the course achieved a vocational qualification in their chosen area and for many these are their first qualifications. In 2016-17

21 achieved Level 1 Awards in Horticulture/ Practical Cleaning / Painting and Decorating

12 achieved an Employability Award

The majority of trainees have very low levels of English and Maths skills. Functional Skills achievements include-

- 9 Entry Level; and 4 Level 1 in English and
- 9 Entry Level and 3 Level 1 in Maths.

6.1.2 Acquisition of Vocational Skills

Trainees have also developed skills in painting and decorating, gardening and hard landscaping, fencing with joinery skills and commercial cleaning as well as an understanding of Health and Safety at work and safe use of equipment.

Over the year we estimate that they have worked in over-:

- 500 gardens worked in (260 gardens strimmed, 1000 cubic metres of garden waste cleared, 275 hedges cut)
- Completed 635sq m fencing renewed,
- Painted/decorated 75 houses painted,
- Cleaned 60 properties

All of this generates an income for the project, helping contribute to its sustainability.

6.1.3 Development of Life Skills

As a result of participating in this course the trainees have grown in their self-confidence, and self-esteem. Their social and interpersonal and communication skills have developed and they have matured, have become more independent, can take responsibility and care about themselves and be accountable. *“across the board the trainees have developed in maturity growing from teenagers into adults, most are now focussed on their futures, have formulated their own life goals and are making progress towards achieving those goals” Tutor.*

6.1.4 Employability Skills Acquired

Trainees have developed various transferable employment skills including Timekeeping/Attendance, team working/building skills, taking responsibility, and a sense of achievement in both their practical work and learning as demonstrated through their improved attendance and retention over the duration of the course.

6.2 Outcome 2. The damaging effects of unemployment, poverty, inequalities on young people are challenged

Our Evidence

6.2.1 Reduction in the number of young people not in education, employment or training.

24 Young people are actively engaged in a year- long programme, with significant positive progression into further training, education or employment, which the mentor also coordinates

Trainees believe the programme will help them to change their lives, earn money and improve opportunity to get a job. They are more confident to seek work.

given these young people have no previous sustained engagement in work from the first four years suggests retention is 88%, attendance too is high at 91% and positive progression at 72%, we are still collating 2016-17 progression data.

Consequently, the programme has enormous social value contributing to the reducing the long-term costs to society (research indicates that the long-term effect of being NEET on the person/community/society is huge).

6.2.2 Increase in confidence, self- esteem, personal development and resilience skills

The mentor role provides stability and direction to the young people and their growth in confidence, self- esteem and personal development and resilience skills impacts significantly on their positive mental health and wellbeing which in turn impacts on their retention and progression and future life chances. Through supporting personal issues- stress, family, financial worries, the mentor often finds these presenting issues are not the real issues affecting the trainees and it may be mental health/depression, grief, anxiety, low self-esteem/worth, drug and alcohol abuse, or domestic violence – all often the result of the intergenerational effects of unemployment, poverty and inequalities. Support is sign posted/provided to the trainees as far as possible within the constraints of the funding for this post.

6.2.3 Young People’s Voice in planning and decision making enhanced.

A concerted effort is made to listen to the trainee’s views on the planning and delivery of the project. The programme has supported their voice/engagement in the planning processes and nurtured and developed their confidence skills to actively contribute to the shaping of the projects activities including the development of meaningful enriching activities directly responsive to their needs. The planning for last summer’s residential experience illustrates the case in point.

6.2.4 Families supported and strengthened.

Working Roots contributes to building positive families through addressing the impacts of unemployment. Families/carers feel more confident about the future of their young people. At the Working Roots 2017 Certificate Presentation with the Mayor of North Tyneside, family members/carers were very proud and spoke highly of their young peoples’ achievements. Parents/carers regularly comment to the supervisors *“on how their young person’s attitudes have changed dramatically”, “ marked improvement”* and on *“how it breaks the cycle of exposure to negative influences and dependencies”* and *“going down the wrong path”* Tutors/supervisors As a result families/carers have less worry, anxiety, stress, less money worries- young people get a daily lunch allowance on the programme as well as the attendance bursary and have no travel or equipment costs.

6.3 Outcome 3. Young people are engaged positively in the community leading to safer communities.

Our Evidence

6.3.1 Communities strengthened

Communities feel safer, stronger and more cohesive. Young people are given a focus and the opportunity to engage positively with the community and are now valued members of the community.

“ by steering the trainees away from hanging around the streets, it reduces the possibility of conflict with residents, youth disorder and violence” Supervisor

“Trainees have a reason to get out of bed in the morning and they contribute to society by working on community homes in the borough which in turn gives them a sense of achievement and social responsibility to look after their community” Manager

The programme provides a visible service to the community, deliver tangible high standard environmental improvements for Council tenants (which include the wide spread provision of fencing across North Tyneside; reinstatement of hundreds of gardens throughout the community; painting and decorating and cleaning communal areas/ empty homes) and support local community activities/events. It also ensures a greener, cleaner, greener and safer environment through helping reduce the carbon footprint on our environment

“The programme has a great impact on the community, tenants are very pleased with the standard of work that the trainees produce” Supervisor

6.3.2 Anti-social and re-offending behaviour reduced

We now have the data for the impact of the programme over its 4 full year lifetime on reducing anti-social and reoffending behaviour -:

Cohort 1 – (2013-2014) –11 of the 12 have not offended or reoffended (91.6% remain offence free), 7 of 12 were known to the Youth Offending Team and 6 of this 7 have never reoffended (85.7% remain offence free).

Cohort 2- (2014-2015) 13 of the 15 (86.7%) remain offence free, 10 of 15 were known to YOT and 8 of these 10 did not reoffend (80% remain offence free).

Cohort 3 - (2015-2016) 11 out of 15 (73.3%) remain offence free. 10 of 15 were known to YOT, 6 of 10 have not re-offended (60%) and remain offence free.

As this review is focusing on **Cohort 4 - (2016-2017)** the data is significant

- 25 out of 26 starts (96.2%) remain offence free.
- 50% of the starts were known to YOT.
- Focusing only on those with prior offending that's (12 of 13) 92.3% remain offence free.

In recognition of the programme's contribution to reducing anti-social and reoffending behaviour, Northumbria Police and Crime Commissioner, Vera Baird DBE QC, said: *“Tackling anti-social behaviour and building community confidence are important priorities for the people of Northumbria and this scheme is about reaching out to the young people of North Tyneside who are responsible for local disorder, making an impression on them, and helping them turn their lives around. I awarded the project funding* through my Commissioner's Community Fund as I recognised its many benefits; it doesn't just bring about positive change for the individuals concerned but for the whole, wider community. It's a fantastic innovative programme which gets my full support.”* *funding supported the delivery of enrichment activities.

7. THE CHALLENGES

7.1 Funding

Despite the success of this programme, the funding is annually reviewed and therefore not secure. The funding for the mentor post has not grown exponentially with the growth in recruitment of trainees and is only funded for 14 hours per week, it is insufficient to meet the extensive and growing needs of the trainees including progression opportunities.

It is very difficult to raise funding from sources such as trusts and benevolent funds as the programme is often viewed as having mainstream funding.

There is no funding for enrichment activities and this can only be achieved through fundraising efforts.

7.2 Meeting the diverse range of needs and abilities of trainees

Some of these young people would benefit greatly from 1-1 support on the programme which is beyond the capacity of the programme

In addition, supporting these young people to access and sustain their access to support specialist services for young people (eg CAHMS) can be challenging as they have a history of non-engagement with these services.

7.3 Progression.

Despite the programmes efforts to address lost learning, lack of qualification at the appropriate level in English and Maths for apprenticeships remains a barrier. The distance these young people have to travel in their learning is substantial (as evidenced above) and more recognition needs to be given to work experience, work ethic as demonstrated throughout this programme

7.4 Post programme support for their transition into work

Mentor time to support their initial employment post programme and funding to support their for travel costs, and clothing for work would substantially help with sustainability into work.

8. CONCLUSION

Working Roots exemplifies how, with our partners and providers, we can innovatively respond to need and steer change for the better.

Uniquely targeting disadvantaged, vulnerable young people (NEETs 16-18) from very complex and challenging backgrounds in North Tyneside, the programme significantly contributes to improving their life chances.

The dynamic partnership between North Tyneside Council Homes, Kier North-Tyneside and Justice Prince CIC is passionate about supporting those most in need and they ensure that the work of the programme is innovative, inspiring, transformational and sustainable whilst benefitting/ impacting on the people/ communities/services and environment of North Tyneside.

The programme has enormous social value and creates a culture of social responsibility and the community, Elected Mayor, politicians, parents, staff, trainees, partner organisations and tenants are hugely supportive of what it is seeking to achieve. It has proven track record of success, has won national and local awards but continued investment for its sustainability is not secure.

Appendix XIII - Middlesex University's Social Policy Research Centre and University of Sheffield Submission

9 October 2017

Executive Summary

- Based on a five-year, mixed method, multi-site, European-funded project on youth trajectories from compulsory education to further studies and/ or (un)employment, we found that young unemployed people in England face a multitude of interconnected challenges, including:
 - lack of support with career guidance and
 - access to information about jobs and jobs-search skills;
 - lack of progression routes from vocational and training courses, apprenticeships and NEET programmes to actual jobs;
 - lack of adequately paid good quality jobs for young people with low qualifications/ no work experience.
- In line with previous research, we found that having low/ no qualifications leads to difficult labour market transitions. Therefore efforts to reduce youth unemployment should start early on, during compulsory education.
- Since levels of school engagement are a significant predictor not just of educational outcomes but also of employment opportunities and economic independence later in life, 'school engagement risk assessment' toolkits could be used to identify individual students who report low engagement, and identify areas where additional resources may be needed.
- Compulsory high quality career information, advice and guidance (IAG) should be integrated into the school curriculum from the beginning of secondary education.
- Young unemployed people need local access to regular IAG services, and these should be advertised widely at places where young people have access to them.
- Employers could be incentivised to employ and mentor inexperienced workers; care leavers; youth with criminal record.
- Young apprentices need to be paid a living wage

Reducing Early School Leaving in Europe (RESL.eu)

- Our team from the *University of Sheffield* and the *Social Policy Research Centre (SPRC)* from Middlesex University London (www.sprc.info) is conducting research to explore the educational and career choices of young people in the current economic climate. We also focus on youth unemployment and young people NEET.
- The project *Reducing Early School Leaving in Europe (RESL.eu)* has been funded by the European Commission and involves nine member states across the European Union, including the United Kingdom (<http://www.resl-eu.org/>).
- As part of this research, our team led by Professor Louise Ryan (louise.ryan@sheffield.ac.uk), adopted a mixed method approach and collected a significant amount of quantitative and qualitative data from a range of stakeholders, including policy makers, youth workers, young people and parents. Starting in February 2013 and continuing for 5 years, the RESL.eu study allows

for a longitudinal approach, whereby we are able to follow the educational and occupational trajectories of the young people involved.

- Two different research areas were identified for this project in order to understand how local conditions may play a role in shaping the life chances of young people. We selected London and the Tyne and Wear area in North East England, as both areas have some of the highest unemployment rates for 16-24 year olds in England. On the other hand, the two areas are differentiated in terms of the proportion of ethnic minorities present and other socio-economic factors.
- As part of RESL.eu, we conducted:
 - **Survey** with more than 3,000 students in **schools and colleges** in 2014, at two research sites: **London** and the **North East of England**, with whole cohorts of pupils in **Year 10 & 12**. The aim of the survey was to elicit the views, experiences, trajectories and aspirations of young people coming towards the end of their compulsory education;
 - **Follow-up survey of the young people** surveyed in 2014 as a means of **tracking their trajectory** as they make their transition from school to further studies, employment or become NEET/ unemployed;
 - **Qualitative interviews and focus groups** with **over 180 participants**, including young people, policy makers, youth workers, education professionals, apprenticeship providers and parents.
 - **Over 120 young people** took part in the research. A sample of them was re-interviewed to gain a **longitudinal perspective** on their experience of transitioning from school to work.
 - Of these, **60 were NEET/ unemployed. With them, we conducted:**
 - 4 focus groups;
 - 28 individual biographical interviews;
 - repeat interviews with 10 NEETs.
 - An **online survey of educational staff** was used to collect data on the attitudes and practices of teachers in regards to institutional and national-level policies aimed at reducing early school leaving and becoming NEET.
- Research findings from this study have already been published in a number of **publications**, including:
 - D'Angelo, A. & Kaye, N. (forthcoming). [Disengaged students: insights from the RESL.eu international survey](#). In: Reducing Early School Leaving in the EU: A Comparative Qualitative and Quantitative Research. Routledge
 - D'Angelo, A. & Kaye, N. (2017). [Feeling supported. Enabling success by promoting engagement at school](#) - policy brief available at: https://www.sheffield.ac.uk/polopoly_fs/1.735649!/file/SS-Policy-Brief-Feeling-Supported.pdf
 - Kaye, N., D'Angelo, A., Ryan, L., Lőrinc, M. (2017). [Early School Leaving: Risk and Protective Factors. Findings from the RESL.eu international survey](#). Publication 4, RESL.eu. Available at: <https://www.uantwerpen.be/images/uantwerpen/container23160/files/Publication%204%20final%20version.pdf>
 - Ryan, L. & Lőrinc, M. (2015). [Interrogating Early School Leaving, Youth Unemployment and NEETs: Understanding Local Contexts in Two English Regions](#). Educação, Sociedade & Culturas, 45, 33-54. Available at: <http://www.fpce.up.pt/ciie/sites/default/files/ESC45Ryan.pdf>

- Ryan, L. & Lórin, M. (2017). Beyond the numbers. Incentivising and implementing better apprenticeships. Sheffield Solutions – policy brief available at: https://www.sheffield.ac.uk/polopoly_fs/1.735644!/file/SS-Policy-Brief-Beyond-Numbers.pdf
- Ryan, L. & Lórin, M. (forthcoming). The Opportunities and Challenges of Apprenticeships in England. In: Reducing Early School Leaving in the EU: A Comparative Qualitative and Quantitative Research. Routledge

What are the biggest challenges facing young people who are furthest from the labour market?

- For our case study on NEETs, we aimed at recruiting young people from different education, ethnic and migration backgrounds, to capture a wide variety of voices and experiences. In order to achieve this aim, we recruited NEETs through various channels: following up information about school/ college leavers; through local authorities and organisations working with vulnerable youth; using targeted networking and snowballing techniques. This way, we managed to collect data from a variety of young unemployed people, some of them being outside of all institutional settings.
- Based on our data, the **furthest away from the labour market are those:**
 - having a criminal record;
 - homeless young people;
 - growing up in the care system;
 - with low/ no qualifications (such as 5 A*-C GCSEs including English and Math) and no work experience;
 - having learning difficulties; mental health issues or disability.
- Additionally, our extensive review of national and international research indicates that young people's levels of **school engagement** are a significant predictor not just of educational outcomes but also of employment opportunities and economic independence later in life. Levels of engagement, in turn, depend on the complex interaction of personal, socio-economic and environmental circumstance. However, the analysis of our large scale survey identifies young people's levels of **perceived support** – particularly teachers' support and parental support – among the most significant predictors of engagement.
- Accordingly, **level of 'risk'** among young people cannot be determined only on the basis of socio-demographic, attainment and behavioural data, but should also take into consideration self-perceptions and **the level of support they feel is available to them**.
- Some of the challenges encountered by young unemployed people are specific to their individual circumstances; others, however, are shared by many. It is important to highlight that in the majority of cases, young unemployed people are facing **a multitude of challenges**. Often these are **interconnected**; they can interact and reinforce each other.
- **The most important challenges** discussed by our participants were:
 - Access to career guidance and information about jobs and jobs-search skills;

- Lack of clear progression routes from vocational and training courses, apprenticeships and NEET programmes to actual jobs;
 - Lack of high quality and adequately paid jobs for young people with low qualifications and/ or no work experience;
 - High competition for jobs in London;
 - Poverty and cost of living;
 - Low pay on apprenticeships;
 - Undiagnosed special educational needs leading to school disengagement and low/ no qualifications;
 - Lack of support with mental health issues and learning difficulties;
 - Having a criminal record.
- Based on our data, it seems that **support services for NEETs/ young unemployed are not sufficiently advertised**, and many young people are not aware of them: *'Organisations like this... are hidden. You're not taught, no-one is aware of charities like this.'* (Gemma)
 - While information might be publicly available, for example online, some of the most vulnerable young people don't have easy **access to internet**, or they might not be experts in online research. This can hinder their job opportunities significantly in an environment where **most jobs are only advertised online**: *'You always have to do your research; you have to go on the internet... But you know, there are people that may not know how to use the internet because they may have fallen off the education.'* (Nelson)
 - According to our participants, some **job centres fail to provide relevant career information, advice and guidance (IAG)**. At one focus group, participants agreed that it is easier to get the papers for unemployment benefits than obtaining support with job-search: *'You just go there for signing on, that's it, they don't really care... I don't want to sign on, I don't want to take £120 every two weeks, I want to work!'* (Ahmed)
 - Many participants agreed that **career IAG in schools is inadequate**. They reported not receiving enough **support** to make informed educational and occupational choices and not learning effective **job search techniques**: *'They didn't help us with like CVs or anything. I still struggle with that'* (Craig). Others remarked the **lack of career guidance for undecided students**: *'They expect young people to just know what they want to do and it's like here's all the information and these classes'* (Bernard). Not receiving adequate **educational and career advice at crucial transitions**, such as post-GCSEs can result in disengagement from education and dropping out, especially for young people who lack parental support: *'you may end up picking something you don't want to do, or you think you want to do it and then halfway during the course, you're just, like, no, why did I sign off for this and you end up dropping out.'* (Samira)
 - Many unemployed young people we talked to had no qualifications and were **not aware of any support services** available to them to improve their qualifications: *'There's not much support with that'* (Gemma). Finding a job also seemed very difficult for them: *'It's so much harder to find jobs without the correct GCSEs and stuff. I do find it is a lot harder'* (Hugo).

- Participants felt that in schools there was **too much emphasis on academic achievement**, instead of preparing students for **work and adult life**: *'They will train you... what is needed for your course, but then they don't really train you for the real life type of situations that you end up in after college... Like a day to day job.'* (Shirley)
- Being assessed on academic results, schools try to **direct young people towards academic studies** even when they would be more interested in and/ or suited for vocational studies: *'They didn't give us any idea that there were alternatives... It just seemed like uni was the only way that you could succeed in life.'* (Andrew)
- Participants criticised the **lack of information about alternative learning options such as apprenticeships**: *'They don't encourage you to take on apprenticeships'* (Nelson).
- Many participants described processes of **(undiagnosed) special educational needs** and other personal problems being inadequately handled by school staff and resulting in disengagement, behavioural issues and finally, dropping out of school or leaving with no qualifications.
- **NEETs** reported a high amount of **churning** between various vocational and training courses, short periods of low paid, low status and low security jobs in retail and the fast-food industry, casual jobs through friends and family and intervals of being NEET: *'I worked in JD in Harrow, and then I went to East Ham to work at my cousin's garage... Yeah, shop assistant and then I've worked in McDonalds as well... Oh, and then, another one, working, the volunteering... in the YMCA... I was taking care of younger children'* (Rosie). While most participants have undertaken vocational courses, these **didn't seem to lead to actual skilled employment**.
- Participants highlighted that the **youth job market**, especially for those with low/ no qualifications, is comprised of **low quality jobs, with little opportunity of learning and career progression**: *'if you go to jobs where it doesn't benefit us and we're only there for the income and cash flow how are we actually bettering ourselves to push forward?'* (Nelson)
- One of the main reasons our participants felt it is difficult for young people to get a job was their (relative) **lack of experience** and **high rate of competition for jobs** in London: *'We face a lot of competition... You're always competing with people that have more qualifications.'* (Luke) Participants explained the contradiction that in London, one of the wealthiest cities in the world, youth unemployment has been stubbornly high compared with other parts of the country with the high rates of competition: *'there are jobs there, but it's the fact that there's too many people looking for the same job, that exact same job.'* (Gemma)
- Many times, young people with no work experience don't even get to the interview stage as they are filtered out during the **job application process**: *'they only go for people that have more experience so us youths don't get a chance.'* (Joseph) Participants also felt that **group interviews are highly demoralising**, as with little or no experience and subsequent low confidence, they found it difficult to stand out.

- **Apprenticeships** were eagerly discussed as many young people liked the idea of earning and learning at the same time. However, the **low pay on apprenticeships made this route unfeasible** for the economically most deprived; *'12 months is a long time to be paid about two something an hour, a whole year on that pay.'* (Les) They also highlighted that many apprenticeship courses require qualifications, especially in English and math that many young people don't have.
- **The high cost of living in London** and **poverty** were also mentioned: *'Especially if you're not working, it's expensive to live in London, if you want to study and you want to build yourself further, you need to be able to support yourself... Most people here, their parents can't support them, you know.'* (Les) Poverty can entrap young people in a **perpetual state of unemployment**, since they don't have sufficient financial reserves to cover the first month of employment, when the unemployment benefit is already cut but the first salary hasn't arrived yet: *'The first month of your job, you haven't got any dole... Even to get to your job. Do you understand? So that in general is a battle in itself.'* (Shirley) Unemployed young people who lack family support – for example those growing up in the care system, find it very difficult to afford housing: *'most places need a rent deposit and I can't find two months or one month deposit.'* (Adam)
- We talked to several **homeless** young people who were living on the street or in homeless shelters. They explained that homelessness hinders their chance of **finding and keeping a job**: *'it's hard to get a job when... haven't got anywhere to stay... like getting up in the morning, getting ready... Where are you meant to do all that if you've got nowhere to live?'* (Sally); *'I rough sleep, so I don't get much sleep, so when I go to work my manager tells me, "You're not there. You keep falling asleep"... It goes like in a circle. If I can't have a place to stay, I can't sleep. When I can't sleep, I can't get a job and I'm going to get sacked.'* (Athena)
- Having a **criminal record** proved to be an insurmountable obstacle to finding a job for Adam: *'A lot of the jobs they wanted me to go to were all requiring a CRB and once you've got a criminal conviction you can't get a CRB check done so a lot of them are very restricting.'* He was also refused to attend a college course, for the same reason, leaving him stuck in being NEET.

What can government, local authority and other organisations do to further support more young people in this group?

- **Implementation of 'school engagement risk assessment' toolkits:** these can be used at school- and class-level to identify individual students who report low engagement, as well as at school level in cooperation with local authorities to identify areas where additional resources may be needed.
- **Compulsory high quality career information, advice and guidance (IAG) integrated into the school curriculum**
 - starting at the beginning of secondary education to benefit even those youngsters who drop out of education early;
 - covering a wide range of jobs, job search techniques, online research for jobs, CV writing and interviewing skills;
 - regular one-to-one or small group sessions.
- Compulsory, substantial and relevant **work experience** and work related extra-curricular activities in schools and colleges, starting at the beginning of secondary education.

- More substantial **training for teachers to identify children with special educational needs**.
- Increase the number of **teaching assistants in schools**.
- **Evaluation of measures and interventions on the basis of student feedback:** teachers, schools and local authorities should use students' own perceptions as a key evaluation tool. In particular, both the added academic benefit and the extent to which students have perceived increased pastoral support should be taken into account when evaluating the success of a measure.
- **Widely available and free IAG for unemployed/ NEET young people.**
 - advertised at places where young people have access to them, for example on buses, TV, shop windows on highstreets;
 - regular sessions held regularly in libraries and youth centres to reach as many NEETS/ young unemployed as possible.
- **Incentives for employers** to employ inexperienced workers and provide mentoring schemes for them.
- Creating **progression pathways from vocational and other training courses into employment**, for example through work guarantees.
- **Provide living wage for apprentices** so that these opportunities are viable for a broader range of young people.
- **Financial help during the first month of employment** for young people coming out of unemployment.
- **Housing support** for young homeless people.
- **Guaranteed starting jobs** for young people with criminal conviction.

Appendix XIV - Roland Meredith, Leading and learning Futures Ltd Submission

I provide this submission as an independent consultant who has worked in a wide range of educational contexts, the last 15 associated with innovation and transformation of education in the UK, Saudi Arabia, Nigeria and the Cayman Islands. Prior to this I worked as teacher/lecturer and curriculum leader of Art & Design and Media Studies faculties in schools and colleges.

My contention is that leaving it until young people reach a position where they are 'furthest from the labour market' is too late, and a last-minute reaction to something that could have been solved before such a dire situation is reached. Whilst I accept that young people are left in this position and that work needs to be done to support them, indeed, I have been a part of both further education college and community work to try and provide remedies, I would suggest that working more creatively to ensure this doesn't happen in the first place should be a key part of the work you are trying to do.

My work over the past 14 years has been to challenge educators and education establishments, including governments, to explore and define what 'education' should be. A major part of the problems we have in the UK with children and young people disengaging with the education they are offered/experience, or not even engaging in the first place, is that they see no purpose or relevance in the curriculum content or that they find accessing learning difficult because their learning does not start where they are.

My work generally explores two critical aspects of education, the WHAT and the HOW.

The What is the curriculum offer that we have in the UK. At best, it focusses on only one small element of human intelligence, linear, sequential, academic thinking, and in no way takes into account preparing children and young people for the world they will find when they leave formal education. Because of this our curriculum also remains firmly subject-based in a way that reinforces a silo mentality, neither reflective of the real world we all end up working and living in. Visioning work should commence with an exploration of what skills, knowledge package and personal qualities and strengths children and young people will need to be 'successful' in this world; fast changing (technically, socially and economically) and globally focused. Any curriculum offer should change to provide opportunities for children and young people to acquire and develop these critical elements of being 'educated'.

'Success' might be defined as economic (for the individual and the nation); leading to social and community cohesion and inclusion; and for the personal development aims and aspiration of the individual - playing to 'what they are good at'.

Add to this a general school system that remains stubbornly a one-size-fits-all, year group based, and teacher led model (almost in defiance at what other education systems are successfully doing globally).

One of the major barriers for many children and young people is the model where every lesson starts at the same place for all in any teaching group. Those that got ahead in the last lesson have to come back; risk of boredom and poor behaviour. Those that fall behind can't even access the starting point; risk of frustration and poor behaviour. Repeat this pattern 5 times or more a day, 5 times a week and every week of the school year and we should not wonder at the significant number of children and young people who 'turn off'; seeing no relevance or opportunity to succeed. This How needs as much 'back to basics' thought and exploration as the What.

Over the past years I have developed what I call my dis-list. Children who, for whatever reasons can't access the curriculum, or their learning, become disenfranchised. Being disenfranchised quickly leads to disinterested, rapidly followed by disillusioned, disengaged and disaffected; leading quite understandably to disruptive.

And it these young people who most frequently end up 'furthest from the labour market'. Change any, or all, of the above and these learners stand a chance of remaining engaged and being educated. Benefits to all learners are also realise, and in turn our society, communities and national economy.

My work supports the development of not only a curriculum that is relevant and fit for purpose (i.e. preparing children and young people to be 'successful'), but also changes to pedagogy that reflect more closely what we know about how the brain works and how we learn most effectively, and structures and organisation that enables this new curriculum and new approaches to learning to be realised.

I recognise that this is not exactly what you are looking for with this enquiry, but I hope the points made might encourage some thought as to how the breadth of your scope might be changed to include a cure, rather than just treatment.

roland.meredith@sky.com

Appendix – XV - Mark Bisson MA, PCC (ICF), I.Eng, M.I.C.E., FInstLM, FRSA, Executive Coach, Mentor, Behavioural Change Consultant Submission

BEING AN AUTHENTIC CARING HUMAN – THE KEY TO USING COACHING AS A TRANSFORMATIONAL APPROACH WITH HARD TO REACH YOUNG PEOPLE CLASSIFIED AS NOT IN EDUCATION, EMPLOYMENT OR TRAINING (NEET).

South view cottage, 24 Winterdown Road, Esher, Surrey, KT10 8LJ

Contact number 07841 649892

Website- www.risecoachingandmentoring.com

Email address- mark.bisson@btinternet.com

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Author description



Following a 35 year career in local government Mark is now Director of Rise Organisational Development Consultancy and author of Coach Yourself First – A coach's guide to self-reflection.

Mark conducted this research for his dissertation when studying for an MA in applied coaching. Mark believes the research evidences the transformative impact which a coaching approach can have in getting hard to reach NEET young people into employment

Mark has been coaching and mentoring for 18 years with senior management and executive clients in the commercial, public and voluntary sectors. Mark has worked in a variety of senior leadership roles including frontline delivery, change management and strategy development. Mark is also a university lecturer and author of Coach Yourself First- A coach's guide to self-reflection an Amazon top 500 best seller. Mark is also an ILM assessor, coach supervisor and visiting lecturer at Jesus College, Cambridge and University of East London.

Executive Summary

- *The aim of the research was to question whether Youth Support Officers (YSO) using a coaching approach could change life outcomes, outlook and attitudes for hard to reach NEET young people. YSO's have a pivotal role in influencing NEETs. Key to their success is the strength of the individual relationship with the young person.*
- *The Government strategy regarding NEETs results in a targeted service focused on process driven assessment and often does not result in a supportive caring relationship with the young person.*
- *YSO's used holistic coaching to support NEETs in unpicking limiting beliefs and negative values. Helping the young person identify their strengths and desires supported the development of an intrinsic motivation.*
- *This is challenging and courageous work. However the research evidences that the results can be transformational.*
- *The key outcome from the research is that setting aside Government targets and using a coaching approach enables practitioners to be authentic caring humans is the key to empowering young people and creating intrinsic motivation.*

Key words, coaching, hard to reach, NEETs, authentic caring human, empowerment, intrinsic motivation

Introduction

1. Surrey County Council piloted a nationally ground breaking coaching skills programme to support a change in practice for its Youth Support Officers (YSO's) aimed at working with young people classified as not in education , employment or training (NEET) at a deeper emotional level.

The research

2. The research sought to answer the question “Does coaching make a positive difference for the life outcomes and attitudes of young people classified as not in education, employment or training (NEET)?”
3. YSO’s located in the Youth Support Service (YSS) have a pivotal role in influencing these young people. They have a variety of professional backgrounds including youth work, teaching, social work, probation, careers guidance and nursing. They provide relationship based support and key to their success is the strength of the individual relationship with the young person and their ability to gain understanding and raise awareness through questioning and listening. These skills are particularly important for working with NEET young people who often have limiting beliefs and a lack of motivation.

Background

4. A report from inspectors on a Strategy for Skills and Employability and Raising the Participation Age recognised Surrey County Council’s (SCC) strengths in setting a clear strategy which expressed the priorities and actions needed to succeed. The review also referred to areas for improvement, “.... *there is scope for more consistent targeted support for young vulnerable people using case worker support. The case worker and case management approach appears to be too variable at present*”. (SCC, 2013:4) This was amplified by an internal audit of the YSS which stated a future direction in terms of practice that “*YSO’s develop their practice and engage young people and families at a deeper emotional level..... and new input into practice development from a coaching perspective was seen as key*”. (SCC 2012:14)
5. SCC’s Services for Young People commissioning strategy for 2015-2020 (SCC 2014) was informed by a robust needs assessment and thorough external assessments by the Institute of Local Government Studies (INLOGOV). The outcomes identified included that young

people are equipped with skills and attitudes to join the workforce and that they are resilient.

6. This approach is supported by the Government's participation strategy, *Building Engagement, Building Futures* (HM Government 2011) which set out priorities to provide more effective pathways to education, training and employment. The strategy emphasises the need to provide additional support for the most disadvantaged young people, who are at greatest risk of disengaging.
7. Research (SCC 2012; McCrone et al 2013; Hutchinson, Korzeniewski and Moore 2011; Walker and Donaldson 2010) evidences the need for coaching with vulnerable young people to increase their self esteem and confidence to support them to progress into education, training or employment. Research on the career learning journeys of Derbyshire NEETS included a reference that young people who experience NEET do so for a range of reasons. *"The factors that lead to some young people becoming NEET are varied. For some it is their health, low school attainment, bullying or parenthood that are associated with becoming NEET, for others it is a much more complex picture of multiple and mutually reinforcing issues"* (Hutchinson, Korzeniewski and Moore 2011:9). The research recommended that support should be personalised. The importance of support was also referred to in the audit of SCC's YSS (SCC 2012) which argued that the capacity to address young people's emotional wellbeing was the primary area for YSO's development.
8. The issues identified relating to the quality of practice in the YSS was the capacity to support young people who experienced rejection, abandonment and insecure attachment in childhood. The audit suggested that a new theory of practice was required focusing on the underlying emotional problems of young people. This change in practice included YSO's

being able to utilise psychodynamic⁸³ approaches that consider childhood experiences and family context. YSO's were prompted to look to working on 'critical consciousness'⁸⁴.

"Conscientisation" is the cornerstone of the youth work approach developed by Brazilian pedagogue and educational theorist Freire (1970). Critical consciousness includes taking action against the oppressive elements in one's life that are illuminated by understanding.

Theoretical underpinning

9. The core underpinning theories which relate to creating a transformational space for NEET young people are an appreciative coaching approach combined with the ability of the YSO to coach the inner self of the client to create an intrinsic motivation.
10. In her book appreciative coaching, Orem (2007) recognises that not all coaching clients come with positive life stories. This is particularly relevant to the starting point for coaching NEET young people. Orem argues that *"If coaching questions are negative or focused on troubles, the client may defend himself against change or become depressed at the prospect of marginally improving weakness."* (Orem, 2007:15)
11. Instead Orem suggests that the starting point for appreciative coaching should be a focus on a client's strengths. This picks up on a key appreciative inquiry (AI) assumption that people carry parts of their past forward. The poetic principle from AI states that a story can be *"reframed, re-imagined and refocused to enable a more hopeful and joyful action towards a desired change."* (Orem, 2007:16)
12. Csikszentmihalyi. (1999) suggests that happy adults are able to deal with adversity and have the ability to construct a sustained feeling of joy. Having a strong attachment early on in childhood can help a person with adversity later in life. However Seligman's research

⁸³ Psychodynamics is the theory and systematic study of the psychological forces that underlies human behaviour, especially the dynamic relations between conscious motivation and unconscious motivation.

⁸⁴ Critical consciousness focuses on achieving an in-depth understanding of the world, allowing for the perception and exposure of social and political contradictions

(Seligman, 2006:30) evidences that it can be taught and learned. Another term used to describe motivation which comes from within the person is intrinsic motivation. Coon and Mitterer (2010) state that "*intrinsic motivation occurs when we act without any obvious external rewards. We simply enjoy an activity or see it as an opportunity to explore, learn, and actualize our potentials.*" (2010:352)

13. The foundations for a child's happiness and how it relates to becoming a happy, responsible adult are articulated by Hallowell (2005) as the instilling of certain qualities by parents into their children. According to Hallowell (2005) they include optimism, playfulness, a can do attitude and connectedness. Hallowell (2005:4) references Mihaly Csikszentmihalyi a psychologist who researched the roots of happiness. His conclusion was that "*happiness is not something that happens to people but something they make happen*" (Csikszentmihalyi 1999). Hallowell indicated that people are at their happiest when they are in a state which he named "flow". This is a feeling of being at one with what you are doing.

National Longitudinal Study evidence

14. This view is supported and evidenced in The National Longitudinal Study of Adolescent Health in the United States (Resnick et al 1997). In the first phase of the study 90,000 students in 145 schools across America completed questionnaires. The study identified two key factors that protected children from negative outcomes. They were a feeling of connectedness at home and at school. Hromek (2007:10) argues that with children from chaotic backgrounds, which is often the case with NEETs a protective social network is required. "*This role is often filled by a teacher, counsellor, mentor, coach or other member of the community*" (Hromek, 2007:10-11). Hromek asserts that "*Supportive relationships with non-parent adults can powerfully influence the course and quality of young people's lives*". (2007:23). This view is supported by research (Benson et al ,1998:138-159) which suggests that a positive adult role model is crucial to a young person's wellbeing and potential transformation in terms of their attitude and outlook on life.

Transformational coaching

15. Transformational coaching focuses less on what the client may need to do (skills and behaviour) to change outputs and more on the foundation of a client's view of self through reflecting on their beliefs and values (Hawkins and Smith 2011). This facilitates a greater awareness and understanding of self and others and increases the likelihood of sustainable and ecological change.
16. The challenge with NEET young people is for YSO's to use an appreciative coaching approach to change limiting beliefs and reframe the past so that a more positive future can be visualised. Western (2012) suggests a focus on coaching from the perspective of the whole self using the "soul guide" discourse which *"opens a liminal space, pauses and hesitates, listening to the heartbeat of the conversation rather than only its content. It is the coaching space where the post modern confessional takes place; a site that welcomes disorder, where the unconscious is liberated to speak"*. (2012, p155) Western (2012) argues that this type of work is difficult and requires courage from the client and coach and describes the coaches' role as guiding the client to *"help them live their life with more meaning, desire, generosity and authenticity."* (2012, p155)
17. NEET young people have grown up with the back drop of society disclosing secrets and confessing publicly on TV shows presented by Oprah Winfrey, Jerry Springer and Jeremy Kyle. However data shows that 66% of NEET's would prefer to talk to someone in person on a one to one basis when they have a problem (Milburn, 2013). Western (2012) postulates that this confession is liberating because it removes burden and provides an opportunity to be forgiven. *Western goes on to define the coach's role when listening to the confession "The coach then takes up the role of guide for the conscience"* (Western, 2012:153).
18. In his work on "authentic" happiness Seligman (2006) describes a full life as *"...experiencing positive emotions about the past and future, savouring positive feelings from the pleasures, deriving abundant gratification from your signature strengths and using these strengths in*

the service of something larger to obtain meaning". (2003, p263) Arguably this is the starting point for the YSO's in guiding NEET young people on their journey towards a more fulfilling life.

Findings

- The research evidenced a change in the YSO practice and identified three main themes which were:
- The improved ability of the YSO to empower young people and create intrinsic motivation.
- The ability to work as a "soul guide" with the inner self of the young person to support them in changing limiting beliefs
- A conflict between Government strategy and policy regarding NEET young people and the YSO's ability to be young person focused

19. This led to an overarching finding that the difference which made a difference for the young people the YSO's were working with was their ability to be an "Authentic Caring Human".

20. During the research YSO's were interviewed and discussed the impact which using a coaching approach had on their working practice. They referred to specific anonymised cases in the interviews.

Empowerment

21. Empowerment in the context of this research means supporting a young person to become more resilient and confident, especially in controlling and taking responsibility for their life. The reference to coaching skills making a difference in terms of empowering clients was a common theme. There was also a relationship between unpicking barriers to motivation and achieving intrinsic motivation. When discussing empowerment one participant said

I kind of said I'm going to take off the table what we want as a service and just spend some time with you talking about what you want..... The next phone call I had with him which was a week later, he'd been to the salvation army to

get some volunteering and he's been doing that two days a week which is amazing and I asked him for his reason for that and he said I felt like I needed to do something outside of my room and this was driven by him and it wasn't a paid job, which everyone wants him to have and it wasn't college. This was about him working it out himself and I think that's amazing.

Soul Guide

22. All YSO's showed nuances of operating as a soul guide. For example working at their pace, following their chosen direction, helping them to find and own their future, their solutions which they are intrinsically motivated to achieve. A participant when discussing their role as "soul guide" for young people said

Trying to tackle this limiting belief that's been helpful. Whereas before, I probably would've tried to go straight in to try and reassure them..... My change (in practice) is taking a couple of steps back and getting more to the core of the issue....Being more open to listening, really listening to what they are saying and what they want rather than.....putting my own spin on what they're saying to fit with the service needs.

Conflict between Government strategy and being young person focused

23. The focus on being young person centric was seen as key by participants to creating sustainable transformational change in the young person. The conflict with Government strategy and targets was referred to by participants as focus on action planning getting in the way and that working with the young person being too process driven.

One participant said

The conflict between government targets and being there for the client is the biggest struggle.....we are contacting the young person because the government wants them in work or education and therefore we have got an agenda right from the word go and that's very difficult. When I want to say I am here for you and I am going to support you in whatever you want to do. They don't communicate the same thing.

Authentic Caring Human

24. The overarching theme which resonated from the research was that the YSO being an authentic caring human was the difference which resulted in transformational change in the young people they were working with. Describing this change a participant articulated that *The coaching model has taken the pressure away for me personally because it's helped me find my way back to the young person.... It's really helped me massively....I hadn't realised the external pressure of got to get that person to move on was preventing me getting anywhere with the young person.*

Another participant said

It's really important I think for young people to feel held in mind by an adult and lots of our young people don't have anyone to do that for them...I think just knowing that someone cares about you enough, to just hold them in mind is really really important ...

25. The Head of the YSS at SCC Ben Byrne in a paper on the future of YOT (Byrne and Brooks 2014) believes that underpinning the restorative approach they use in the service is a theoretical perspective that describes *"authentic relationships as the dynamo for change."* (Byrne and Brooks, 2014:16) Byrne and Brooks (2014) refer to a barrier for professionals in their anxiety as to their ability to be authentic. Brandon (1982) in his research of professionals working with homeless people states that *"we are afraid to risk using simply our own warmth and caring."* (Brandon,1982:8)

26. The inference is that practitioners hide behind organisational processes and their own specialisms. Byrne and Brooks believe that the reason for this is to *"avoid exposure to failure be that a failure to effect change in a young person or a failure to meet the expectations of regulators."* (Byrne and Brooks,2014:14)

27. Byrne and Brooks (2014) describe the purpose of a caring authentic relationship as helping the young person develop a sense of worth and belonging. Gilligan (2006) describes helping as *“drawing out the talent, the capacity and the resources that people may have and creating a space where good things may happen.”* (Gilligan,2006: p41).

Conclusions

28. The evidence from this research suggests that the provision of coaching skills to YSO’s enables them to connect with their clients at a deeper emotional level. The practice change revolves around moving from being process and target driven to a place where the YSO is an authentic, caring human who is focused on the young person and supports them on their journey at their pace. Developing a safe, trusting relationship where awareness can be raised in the young person of what has impacted their motivation and attitude to life is the starting point for the journey
29. The key to transformational change is grounded in the YSO using an appreciative coaching approach focusing on the positives in the young person’s life and identifying what it is which interests them and is their “flow” state when they are intrinsically motivated. Allied to this is a focus on unpicking barriers to internal motivation which include limiting beliefs and values derived from childhood which conflict with a desire to work towards education, training and employment and being a positive member of their community and society as a whole.
30. How to deliver in the context of the principles of social pedagogy and society’s expectations of what professionals working with marginalised members of society should be doing in terms of their practice is an ongoing journey.

Recommendations for practice and policy

- The use of insightful questions creating awareness in the young person rather than providing the young person with a solution
- Supporting the young person in reframing the past and in the creation of intrinsic motivation and virtuous circles leading towards sustainable responsabilisation

- Providing a safe space to reflect creates a confessional setting where limiting beliefs are shared and the journey of transformational change can commence
- Unpicking the barriers to motivation is key to the young person moving forward
- Moving from a government target and process driven mind set to one which is focused on the young person's needs
- Recognition that for hard to reach NEET's the journey is one of incremental steps which takes time and they need to be supported at their own pace
- Recognising that this is brave, courageous work and that further support will be required as the individual journeys of YSO's using their coaching skills continue

31. There is recognition that further research is required to assess the impact of using a coaching approach with NEET's nationally to reinforce or dispute the conclusions of this research.

32. The research also suggests that government policy should be influenced to direct the funding of support for NEET young people towards coaching skills programmes and evaluation of the benefits.

33. Western (2012) says the outcome of coaching the inner self is to *"help the coachee 'locate themselves', to discover their inner and authentic self, which means facing the demons as well as discovering their hidden talents."* (Western,2012:155) For some YSO's this approach will be a significant change in practice and for others it will be about building on their existing skills base. One participant described coaching as *"the lynch pin...It should underpin what we are doing so it should live on in our work...."*

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