

**BRIDGING THE GAP:
NEW OPPORTUNITIES FOR
16–18 YEAR OLDS NOT IN
EDUCATION, EMPLOYMENT
OR TRAINING**



Report by the Social Exclusion Unit



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OR TRAINING**

**Presented to Parliament by the
Prime Minister
by Command of Her Majesty**

July 1999

This report meets the Social Exclusion Unit's remit from the Prime Minister to:

“work with other departments to assess how many 16–18 year olds are not in education, work or training, analyse the reasons why, and produce proposals to reduce the numbers significantly.”

The report has been prepared in consultation with all the relevant Government Departments. The Unit has been greatly helped by these departments and the many organisations and individuals who responded to its consultation exercise, undertook invaluable research, and arranged meetings and visits. The Unit has also spoken to a large number of young people who have shared with it their views and insights about the problems they face and how they might be solved.

The Social Exclusion Unit's remit covers England only and references within the report to 'national' initiatives relate only to England. However, the analysis underlying the report, and the importance given to tackling the problem is shared by the Scottish, Welsh and Northern Ireland Offices. Together with the new devolved administrations, they will be considering whether the action set out in the report could be applied in the light of the particular circumstances present in each country.

GLOSSARY OF TERMS

DfEE	Department for Education and Employment												
DTOs <i>Detention and Training Orders</i>	Detention and Training Orders are new custodial sentences for 10–17 year olds introduced by the Crime and Disorder Act 1998 and scheduled for implementation in April 2000.												
EBD <i>Emotional and Behavioural Difficulties</i>	EBD as a Special Educational Need covers the emotional and behavioural difficulties that go beyond occasional bad or abnormal behaviour but fall short of mental illness.												
GCE A Levels	General Certificate of Education Advanced levels are the main academic qualification for entry to higher education and are normally taken by pupils at age 18 or over.												
GCE AS Levels	General Certificate of Education Advanced Supplementary qualifications are studied in the same depth as GCE A levels, but in terms of volume of material covered, take only half the time. The Advanced Subsidiary qualification, to be introduced in September 2000, will represent the first half of the full A level and be worth 50 per cent of the marks. It will encourage take-up of more subjects and provide better progression from GCSE into advance level study.												
GCSEs <i>General Certificates of Secondary Education</i>	General Certificates of Secondary Education normally taken at age 15–16. Pupils can take a wide range of subjects and are tested by assessment of work during the course and examinations at the end of the course. Passes are graded from A* to G (A* being the highest grade).												
GNVQs <i>General National Vocational Qualifications</i>	GNVQs combine general and vocational education. They provide a path into both education and employment. They are broadly based vocational qualifications incorporating the skills required by employers and are designed to develop skills and understanding needed in vocational areas such as business, engineering or health and social care. They are normally studied as full-time courses in school or college.												
Key Stages	A key stage is a description of a period of a pupil's school life. <table> <tr> <td>Key Stage 1</td> <td>Pupils aged 5–7</td> <td>Year Groups 1–2</td> </tr> <tr> <td>Key Stage 2</td> <td>Pupils aged 7–11</td> <td>Year Groups 3–6</td> </tr> <tr> <td>Key Stage 3</td> <td>Pupils aged 11–14</td> <td>Year Groups 7–9</td> </tr> <tr> <td>Key Stage 4</td> <td>Pupils aged 14–16</td> <td>Year Groups 10–11</td> </tr> </table>	Key Stage 1	Pupils aged 5–7	Year Groups 1–2	Key Stage 2	Pupils aged 7–11	Year Groups 3–6	Key Stage 3	Pupils aged 11–14	Year Groups 7–9	Key Stage 4	Pupils aged 14–16	Year Groups 10–11
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Key Stage 3	Pupils aged 11–14	Year Groups 7–9											
Key Stage 4	Pupils aged 14–16	Year Groups 10–11											
Levels of Qualification	The levels of qualification used in the DfEE/QCA National Qualification Framework are: <p>Level 1 (foundation level) – reached when students achieve GCSEs at grades D–G or Foundation GNVQ or NVQ Level 1;</p> <p>Level 2 (intermediate level) – reached when students achieve GCSEs at grades A*–C, or Intermediate GNVQ or NVQ Level 2;</p>												

Level 3 (advanced level) – reached when students achieve either 2 GCSE A Levels, **or** an advanced GNVQ **or** NVQ Level 3;

Level 4/5 – reached when students achieve either a degree **or** Higher National Diploma **or** higher professional qualification (NVQ Levels 4 and 5).

NVQs
National Vocational Qualifications

NVQs are specific to occupations. They are made up of a number of units which are based on *industry-defined* standards of occupational competence. Individuals are assessed against these standards largely by observation in the workplace. NVQs slot into a five-level framework from Level 1 (equating to foundation skills in semi-skilled occupations) to Level 5 (equating to professional/senior management occupations).

OFSTED
Office for Standards in Education

Office for Standards in Education, officially the Office of Her Majesty's Chief Inspector of Schools in England, is a non-ministerial Government Department, independent from the DfEE. It provides for the inspection of all 24,000 schools in England which are wholly or mainly state-funded.

QCA
Qualifications and Curriculum Authority

The QCA came into being in October 1997. This new organisation brings together the work of the National Council for Vocational Qualifications (NCVQ) and the School Curriculum and Assessment Authority (SCAA) with additional powers and duties.

SEN
Special Educational Needs

A child is defined as having Special Educational Needs if he or she has a learning difficulty which needs special teaching. A learning difficulty means that the child has significantly greater difficulty in learning than most children of the same age.

TECs
the Training and Enterprise Councils

Companies operating under contract to DfEE, commissioning training from providers and placements with employers, as well as offering advice to young people. To be superseded from April 2001 by the Local Learning and Skills Councils announced in the Government White Paper *Learning to Succeed: a new framework for post-16 learning*.

YOIs
Young Offender Institutions

Young Offender Institutions (YOIs) hold young people aged 15 to 20 sentenced by the courts. There are 24 dedicated YOIs, but there are also some adult prisons which include a YOI wing or unit. From 1 April 2000 under 18 year olds will be held in a discrete estate of 13 establishments.

YOTs
Youth Offending Teams

New structures at local and national level have been introduced to provide the framework to tackle youth offending. Youth Offending Teams will bring together the staff and wider resources of the police, social services, the probation service, education and health, in the delivery of youth justice services, with the scope to involve others, including the voluntary sector. YOTs are currently being piloted in ten areas and will have to be in place across England and Wales by April 2000.

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FOREWORD BY THE PRIME MINISTER

The best defence against social exclusion is having a job, and the best way to get a job is to have a good education, with the right training and experience.

But every year some 161,000 young people between 16 and 18 are not involved in any education, training or employment. For the majority these are wasted and frustrating years that lead, inexorably, to lower pay and worse job prospects in later life.

That is why I asked the Social Exclusion Unit to analyse what was happening to so many 16–18 year olds and what could be done to prepare them better for adult life.

The report sets out in detail both the scale and nature of the problem. It shows that while most young people enjoy a fairly smooth transition from school to work, often passing through A levels and university, a large minority lack support or guidance, and clear pathways to take them along the way to good jobs and career opportunities.

The report, along with David Blunkett's White Paper *Learning to Succeed* published last month, points the way to an ambitious, and radical, modernisation of how we support teenagers, particularly the most disadvantaged.

It proposes establishing a much better support service, founded around personal advisers, to guide young people through their teenage years and help them get around the problems that might stop them from making the most of learning.

It proposes a clear goal for young people to aim for with a new approach to graduation that would set a demanding, but achievable, standard encompassing not only formal qualifications but also other achievements in key skills and the community.

It proposes clear incentives for young people to stay in education through the development of the planned Education Maintenance Allowance pilots and a youth card at 16 that would offer access to leisure, sports and transport – new rights matched by new responsibilities.

Getting this right offers the prospect of a double dividend. A better life for young people themselves, saving them from the prospect of a lifetime of dead-end jobs, unemployment, poverty, ill-health and other kinds of exclusion. A better deal for society as a whole that has to pay a very high price in terms of welfare bills and crime for failing to help people make the transition to becoming independent adults.

A few decades ago only a minority stayed in education until 18 or 21. But as we move into an economy based more on knowledge, there will be ever fewer unskilled jobs. For this generation, and for young people in the future, staying at school or in training until 18 is no longer a luxury. It is becoming a necessity.

We are now moving into an important phase of further policy development, consultation and implementation, which will be led by David Blunkett but involve the whole Government. But we are now clear about the goal – higher standards of education for all, support for those who need it most, and an end to a situation in which thousands of young people are not given the chance to make a better life for themselves and a bigger contribution to society.

Tony Blair

1. MAIN CONCLUSIONS

What goes wrong

- 1.1 This report explains why so many of this country's young people – at any one time 161,000 or 9 per cent of the age group – are outside education, training and work for long periods after the school leaving age of 16, and why it matters that they are. It shows that 16 is a critical point when for some, problems that have been brewing for years reach a crisis, and for others, problems begin that could have been avoided. Both groups – and society more generally – bear the costs for years to come.
- 1.2 There is a clear structure for those who do best at school: full-time study for a further two years, leading to entry into higher education or reasonably skilled and secure employment, with the prospect of good career development in the years ahead. The achievement of high status qualifications and entry into the places they lead to provide a clear goal, and what can be seen as a 'rite of passage'. Other young people, particularly young women, stay on in school or college for one year in order to gain the qualifications needed to enter occupations in the middle tiers of the labour market. Many young people with relatively good GCSEs also obtain places on Modern Apprenticeships or other forms of high-quality structured training in their later teens. While young people from the full range of backgrounds can and do succeed through this structure, those from the least advantaged backgrounds and areas are least likely to do so.
- 1.3 The passage through the 16–18 years for those who have not achieved the success in school needed to enter these routes, or for whom personal or family problems, or poverty, get in the way of it – disproportionately people who come from backgrounds featuring a variety of kinds of social exclusion – is, by comparison, confused and lacking in clear goals and transition points. It offers *less* structure than the New Deal offers to *older* unemployed young people.
- 1.4 At best, where it involves college courses or training provision leading to qualifications, it is not nearly so likely to lead to employment with good pay and prospects. Rates of drop-out are very high. Often provision does little to enhance skills, either specific vocational skills or basic literacy or numeracy and personal and social skills which employers require for any job with satisfaction and prospects.
- 1.5 At worst, these years involve no education or training, but some combination of short term, poor quality jobs with no training, a lack of any purposeful activity and, all too often, a descent into the hardest end of the social exclusion spectrum – a variety of relationship, family and health problems, including homelessness, persistent offending or problem drug use.
- 1.6 The young people involved are disproportionately from poor backgrounds in deprived areas. They may suffer multiple disadvantage and few recover from the poor start that they have had. The report shows that where life goes wrong, or continues to go wrong, for young people in this age group, social exclusion in later life is disproportionately the result. They are much more likely to be unemployed, dependent on benefits, to live in unstable family structures, and to be depressed about their lives.
- 1.7 The obstacles to success which some 16–18 year olds have to deal with in their lives make up a complex picture, crossing many departmental boundaries, and those obstacles

often have their roots in a much earlier stage in the young person's life. The diagram overleaf shows the issues facing one young man in this age range. Three other companion pieces are at Annex B. These examples help to show the differing factors which can influence the chances of achievement and success at 16–18, and the different areas where support and advice might be needed. Although most young people are unlikely to face *all* the difficulties evident in the case studies, a large proportion will nevertheless be facing at least some of them, and the diagram emphasises how many very real and painful obstacles there can be to overcome for someone of this relatively young age.

A radical approach

- 1.8 The rest of this Chapter is an overview of the approach that will significantly improve the chances of *all* young people to succeed. The approach will require further debate and development before it can be implemented; and there are resource implications which will have to be considered in the 2000 spending review. The action plan is set out in full in Annex A. Proposals on how the follow-up to this report should be organised are in Chapter 12.
- 1.9 The approach set out in this report dovetails closely with the White Paper *Learning to Succeed: a New Framework for Post 16 Learning* (Cm 4392), published on 30 June. In particular, the White Paper announced the Government's intention to set up a new youth support service (see 1.21–25 below). Its proposals for bringing together funding streams and the planning of local delivery for post-16 education and training provide a clear framework within which the approach in this report to education and training for disadvantaged young people can be carried forward.
- 1.10 The approach links up ideas on the core structures of education and training provision and related advice and support services, which are the responsibilities of the Department for Education and Employment (DfEE), with income maintenance, housing, and a range of specialised services for particular groups which are the responsibility of other departments. This is in line with the push for joined-up working set out in the White Paper *Modernising Government* (Cm 4310). To show the picture as a whole, the approach is presented in outline in the remainder of this Chapter, before being looked at in more detail in Chapters 8–11.

The big picture

- 1.11 The basis of the approach is to ensure that *young people stay in education, training, or work with a strong education/training component until they are at least 18*. There are four main elements:
- (i) *a clear outcome to aim for by 19 – it needs working up, but is referred to in this report as 'graduation';*
 - (ii) *a variety of pathways to 'graduation' which suit the needs of all young people;*
 - (iii) *building on the forthcoming Education Maintenance Allowance (EMA) pilots to engage the most disadvantaged groups, and a youth card to assist with transport and other costs;*

- (iv) *a new multi-skill support service*, working with all young people, but giving priority to those most at risk of underachievement and disaffection, to support them between the ages of 13 and 19 through education and the transition to adulthood.

(i) *Graduation*

1.12 To create a more visible, universal and attractive goal both for young people and those providing them with services, the Government sees attractions in, and would like to consult on, a concept, called 'graduation' in this report, attainable by the age of 19. Graduation would be a challenging but achievable goal requiring as a minimum the Level 2 standard of achievement in formal qualifications (academic, vocational or occupational), and also involving the key skills of communication, use of numeracy and IT and a range of options for arts, sport and community activity. Options for taking it forward will be produced for extensive consultation with all relevant interests, to ensure it has credibility with employers, education institutions and young people themselves.

1.13 *The achievement of graduation by a high and increasing proportion of the cohort* would be developed as a key policy target. Achieving this goal would require the input of a large number of players, notably schools, post-16 education and training providers, employers, and agencies providing advice and support. There is also a key role for voluntary activity to contribute. There would also be mechanisms for people who do not obtain graduation by 19 to obtain equivalent recognition subsequently.

(ii) *Pathways to graduation*

1.14 There should be a more coherent and interchangeable pattern of provision bringing current further education and training provision closer together. It will offer three main routes:

- general education, based on full-time study in school or college;
- high-quality vocational education, with a stronger general education component, based in college or the workplace; and
- a third option, building on the current right to time off for study.

The report puts forward a set of principles for delivering education and training for those for whom it works least well at present, to be incorporated in funding, inspection and training processes.

(iii) *Financial support for individuals*

1.15 There are also strong arguments that the current structure of financial support for individuals in this age range needs fundamental reappraisal:

- it is even more confusing and complicated than support for adults. Eight different agencies are involved in paying eight different kinds of support, depending on whether a young person is in learning and at what kind of institution, and whether or not they live with their parents, or are a parent or sick or disabled;
- many argue that the low levels of support for those in learning – £30–40 a week – are not enough to keep young people from poor families in education, and that some of the most vulnerable young people – those who have left home in a crisis situation – get no support at all.

- 1.16 The Government is piloting Education Maintenance Allowances (EMAs) from September 1999, to test whether increasing support for full-time education encourages participation, whether the money is better paid to parents or young people themselves, and how allowances can best be divided between ongoing support and rewards for retention and achievement.
- 1.17 EMAs have the potential to make a major improvement in participation in full-time education and were very widely welcomed by those consulted. On the basis of the analysis of the most at-risk groups, the Government will ensure that the pilot models of EMA are flexible enough to engage more disadvantaged groups, who have more serious personal problems to overcome, or who might not be able to be in learning full time.
- 1.18 Pilots from September 2000 will test out variants on the EMA concept for young people who are homeless and young people with disabilities. Along with other measures to improve access to transport, the Government will also test out innovative approaches to providing additional help with transport costs, including a variant of EMA pilots focusing on transport, particularly for young people living in areas with poor public transport provision. These would be in addition to the recent decision to explore how the existing EMA pilots can take account of the particular needs of teenage parents.
- 1.19 Exploratory policy work will also begin on the case for and against wider rationalisation to make a coherent framework out of EMAs and other financial support systems for those in work-based training, those out of work and learning, and for lone parents and sick and disabled young people, including the scope for rewards, in cash or kind, for those achieving graduation.
- 1.20 As a further incentive to participate in the process leading to graduation, Government will develop a 'Youth Card' linked to participation in an improved programme of activity, combining the current concessionary travel cards, with negotiated concessionary access to public and privately-run leisure facilities and perhaps discounts in shops. This will build on the Learning Card which DfEE has already launched and on which development work is currently in progress.

(iv) *New support service*

- 1.21 The Government has already announced in the White Paper *Learning to Succeed* its plans to reorganise the current fragmented patterns of professions and services to create *a single new advice and support service, in charge of trying to steer young people aged between 13 and 19 through the system* and, with the Learning and Skills Council, accountable for success in meeting national targets for the age group in a local area. This will be a universal service, but will give priority to those most at risk of underachievement and disaffection.
- 1.22 Its main functions will include:
- working with schools to improve preparation for post-16 choices;
 - providing a full-service advice and support function for 13–19s. For those who need most help, it would provide a skilled personal adviser who would provide advice and support on education and training choices, and would either advise and help, or arrange specialised support for those with personal problems.

1.23 It will deliver targets for achievement of graduation in two ways:

- through its individual work with young people (which could involve trouble-shooting with education/training providers); and
- by influencing education and training providers (as a body strongly representing their customers).

1.24 The Government is putting forward ideas on other functions the new service might fulfil. Regardless of its final role, the new service will also need to work closely with specialised agencies, for example Youth Offending Teams, Young Offender Institutions, social services, drugs and health services, to ensure education and employability are well up their agenda and that young people get the specialised help with personal problems which they may need.

1.25 It will give particular priority to ensuring young offenders on probation or in custody start or continue to work towards graduation, addressing basic skills needs, and arranging suitable learning options as part of a sentence and to follow release.

Impact

1.26 The new structure will:

- be *socially inclusive* – every young person would have access to high-quality learning leading to certified achievement at 18/19;
- *end much of the institutional fragmentation* which characterises both the financial flows and service delivery, but preserve diversity and choice of provider;
- use financial and other incentives, and greatly strengthened, joined-up advice and support mechanisms, to *reduce the risk that young people do not participate in some form of learning in their 16–18 years* while avoiding compulsion;
- give *new recognition to volunteering and other kinds of currently underacknowledged achievement* by young people.

Making it happen

1.27 Much is, of course, already in place or in train which should, particularly over the long term, enable more young people to succeed at school, and hence reduce the extent of one of the main obstacles to success after the age of 16. The radical package in this report builds on this, while recognising that it would need to be implemented progressively, and would take some time to achieve results.

1.28 It may be helpful to see the process in terms of what the Government can do for different age cohorts.

1.29 For the three years or so immediately ahead, the Government will be introducing from this September, as key elements of its ConneXions strategy, significant improvements in provision and guidance for 16–18 year olds least likely to succeed through the academic routes. The plans in this report on education and training, support and advice, and financial incentives for 16–18 year olds are intended to build substantially on that.

- 1.30 The Government is also implementing a range of policies which will improve the prospects of success in secondary education. They can be expected to start to make that impact in the medium term for young people who will turn 16 in the middle years of the next decade. The plans set out in detail in Chapters 8, 9, 10 and 11 are intended to reinforce them and in particular to improve preparation for post-16 choices.
- 1.31 Looking well ahead, to young people who will turn 16 ten years or more from now, Sure Start, and the policies the Government has put in place to improve primary education, will provide a much better platform for success in secondary education and then afterwards. But even the most optimistic person would still accept there will be a need for a structure which can deal effectively with a smaller number of young people who will still struggle to succeed post-16 despite earlier best efforts. This report provides a basis for doing that.

2. CONTEXT AND TRENDS

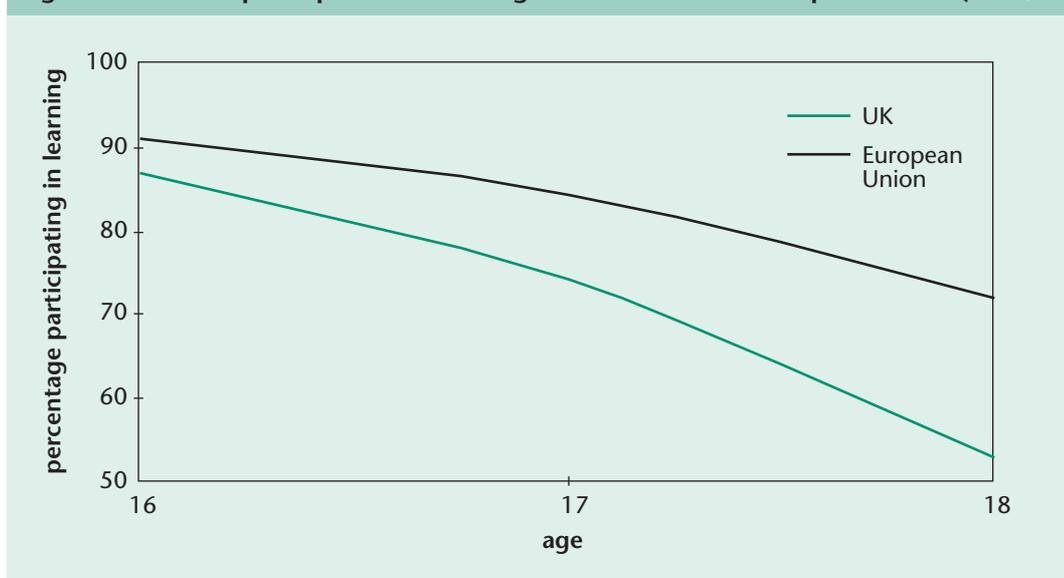
Focus

2.1 The focus of this report is those 16–18 year olds who neither participate in education or training nor have a job. At any one time, they number 9 per cent of the age group – around 161,000 young people.¹ A further 17 per cent work but undertake no formal education or training. Those from an unskilled family background are over four times more likely to be out of education and training at 16 than those from managerial and professional families.

International comparisons

2.2 The UK has lower rates of participation in education and a sharper decline between 16 and 18 than many other European countries, as **Figure 1** below shows. In only a few countries – Belgium, the Netherlands and Germany – are young people required to remain in part-time schooling or vocational education until they have reached 18. Most European Union countries have school-leaving ages of 15 or 16.

Figure 1: Rates of participation in learning in the UK and the European Union (1994/95)



Source: EUROSTAT

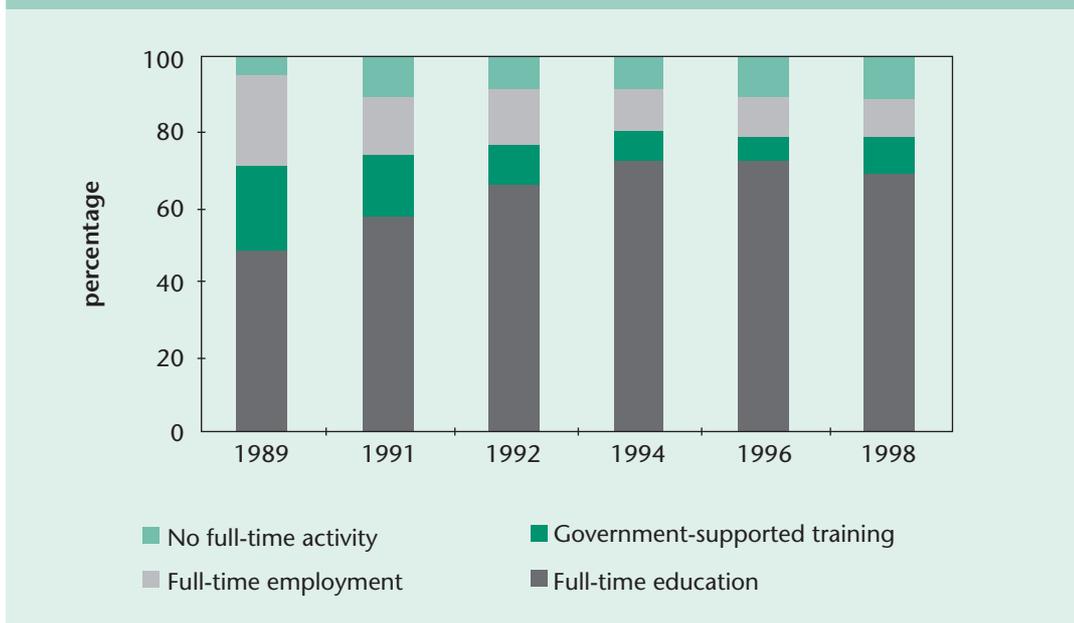
Trends in this country

2.3 **Table 1** shows the take-up and content of the main options open to 16–18 year olds in this country. **Figure 2** shows how take-up of the various options has changed over time.

Table 1: Education, training and employment options, 16–18 ²						
Option	% of age group	Delivered by	Funded by	Leading to	Support for individuals	How much per week?
Full-time education	55	School 6th forms FE Colleges including sixth form colleges	LEAs Further Education Funding Council	A/AS levels, GNVQs, GCSEs, NVQs and other equivalents	Income Support Housing Benefit Child Benefit ³	Income Support £30.95 ⁴ £40.70 18 or over
Government-supported training	9 ⁵	Employer based (eg Modern Apprenticeships, National Traineeships) Other training	Employers, TECs TECS	GNVQs, NVQs and other equivalents NVQs	Wage Training allowance	Not known £39.50
Employer-funded training	3	Employers	Employers	NVQs or equivalents	Wage	Not known
Other education and training	7	Eg voluntary sector	Various	Various qualification aims and training programmes	Income Support or Jobseeker's Allowance may be payable	£30.95 16/17 £40.70 18 or over ⁶
Not in education and training ⁷	26	Employers (those in work)	Employers (those in work)	May (or may not) involve some informal training	Wage (those in work) Jobseeker's Allowance/ Income Support/ Housing Benefit (in some cases, for those not in work)	£137.20 ⁸ (average) £30.95 16/17 £40.70 18 or over ⁹

End 1998 figures. Source: DfEE Statistical First Release 13/99

Figure 2: Main activity in the spring after end of compulsory education, 1989–1998¹⁰



Source: YCS cohorts 4–9, sweep 1

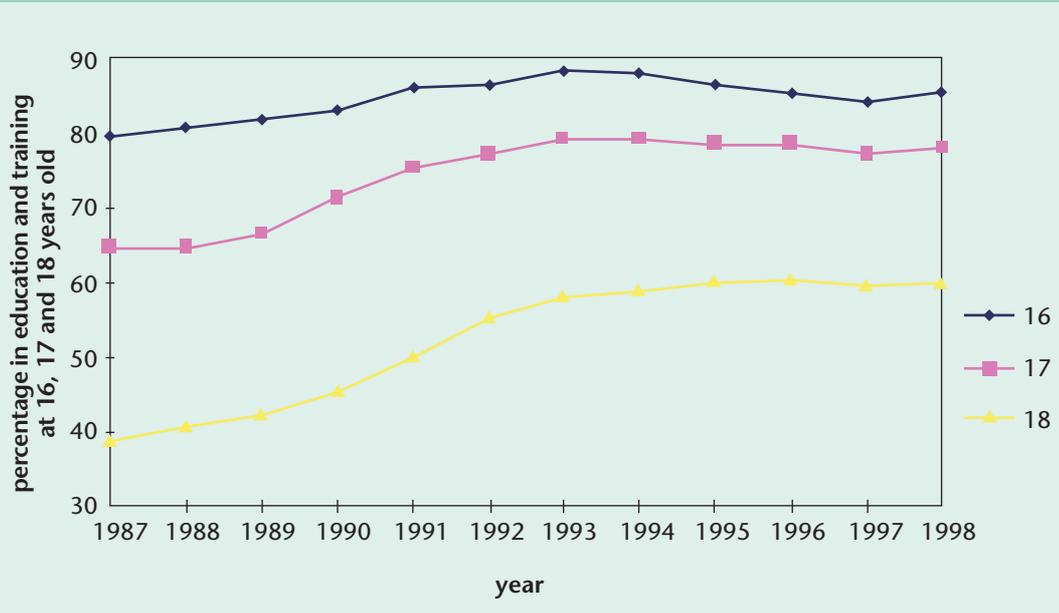
2.4 Five trends are worth commenting on.

(i) *More in education*

2.5 The most important development in the last ten years has been a sharp rise in the proportion of young people staying on in full-time education. Less than half of all 16 year olds stayed on in full-time education in the mid 1980s; by the early 1990s, this had risen to seven out of ten. The reasons for this are complex, but the most powerful single factor appears to have been the introduction of the GCSE in 1988.¹¹ The rise in examination performance after the introduction of the GCSE, with its emphasis on coursework as well as exams, pushed up participation in post-compulsory education, amongst lower achievers as well as those attaining higher grades.

2.6 As **Figure 3** shows, however, the upward trend in participation was not sustained throughout the 1990s. There has been a small but nonetheless significant decline in the proportion of 16 and 17 year olds undertaking education or training between 1994 and 1997, with a slight upturn on the provisional 1998 figures. The most recent data shows a fall in the numbers of young people participating in and starting government-supported training programmes.¹²

Figure 3: Participation in education and training of 16, 17 and 18 year olds (1987–1997)



Note: figures for 1998 are provisional. Source: DfEE Statistical First Release 13/99

(ii) *Fewer in full-time work*

2.7 As more 16 year olds have been staying on in full-time education there has been a decline in entry to regular full-time employment by school-leavers. In 1996, only 7 per cent of 16 year olds were in full-time work outside of Government-supported training, compared to 23 per cent in 1989.¹³ The strength of the labour market recovery in the last two years has not substantially reversed this trend.¹⁴

2.8 This change is closely associated with wider youth labour market trends, particularly:¹⁵

- a decline in types of work which require few qualifications or none at all;
- the increasing scarcity of skilled manual jobs in craft and related occupations, although such employment remains available through structured training and apprenticeship routes;
- the growth of occupations in service industries, and in technical and professional jobs accessed through academic study and higher education.¹⁶

(iii) *Insecurity and low training in many jobs*

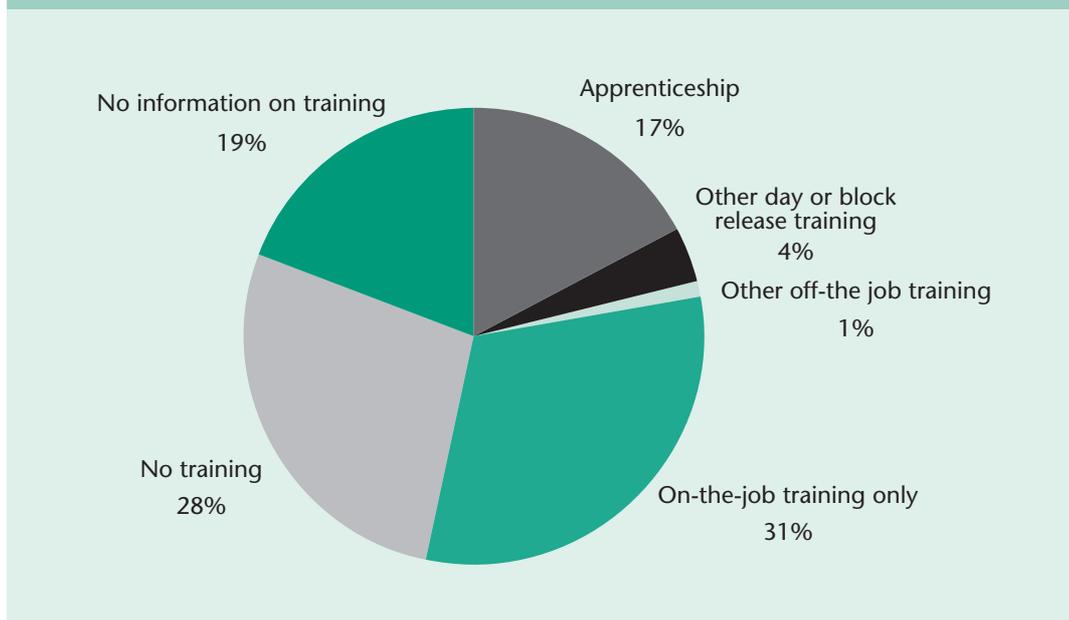
2.9 Full-time work outside Government-supported training available to young people is increasingly insecure, part time, poorly paid and lacking in training or prospects. Where jobs are available they tend to be in occupations such as sales, plant or machine operations and other low skill work. Training for these young people is often limited to on-the-job training, such as basic induction and health and safety. Many get no training at all.

2.10 The training received by those in full-time jobs unsupported by government training programmes has also become more limited relative to those within these programmes.

This is principally because the introduction of Modern Apprenticeships brought within Government-supported training some types of training, particularly in craft-related jobs, previously carried out independently by employers. Nearly half of those in full-time jobs with Government-supported training are now in craft and related occupations.¹⁷

2.11 **Figure 4** shows the breakdown of types of training for these young people. It helps to explain why those in full-time jobs outside Government-supported training remain poorly qualified. Forty-four per cent of young people in full-time jobs at age 18 have not reached Level 2 qualifications or above.

Figure 4: Training received by those in full-time jobs outside of Government-supported training¹⁸

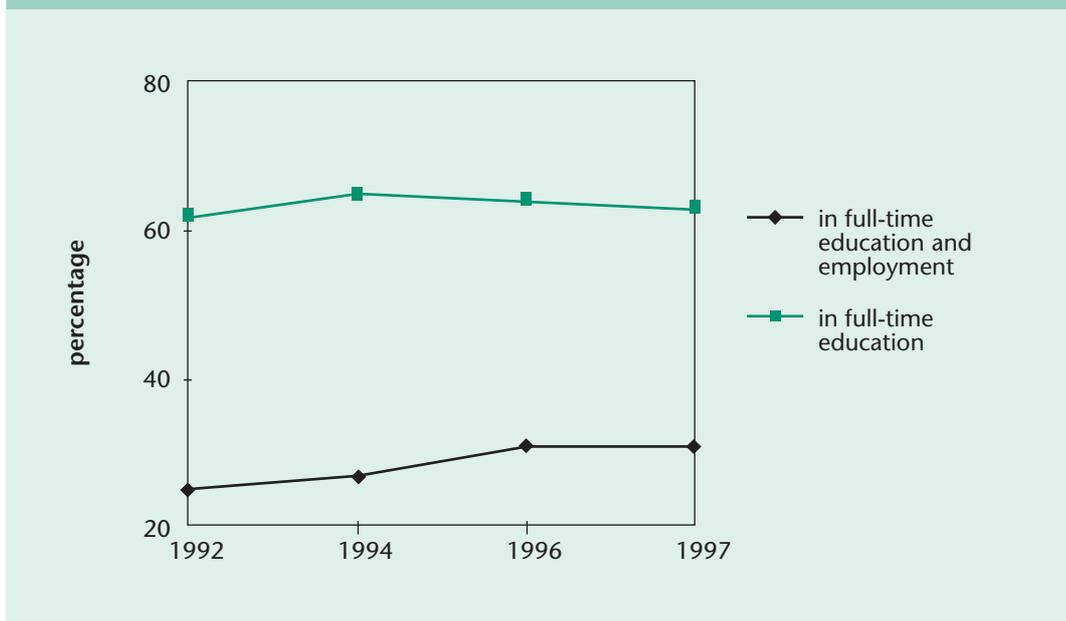


Source: Payne (1998)

(iv) *More full-time students working part time*

2.12 A growing number of young people participate in both education and work at the same time as **Figure 5** shows. Half of all 16–17 year old students in full-time education are also in employment.

Figure 5: 16 and 17 year olds working whilst in full-time education



Source: DfEE Statistical Bulletin 8/98

(v) *Little impact on numbers not participating at all*

2.13 The 9 per cent of the age group who do not participate in education, training or employment has remained fairly constant since 1994. This contrasts with previous fluctuations in the size of the non-participant group. It was at its highest in the early 1980s, when a combination of economic recession and low staying-on rates in full-time education left one in eight 16–17 year olds outside learning or work. It then fell in the later 1980s, before rising again with the economic recession of the early 1990s.¹⁹ Chapter 3 looks at the basic facts about this group in more detail.

3. THE SCALE OF THE PROBLEM

3.1 As paragraph 2.1 noted, at any one time, 9 per cent of 16–18 year olds are not in learning or work. However, this underestimates the scale of the problem:

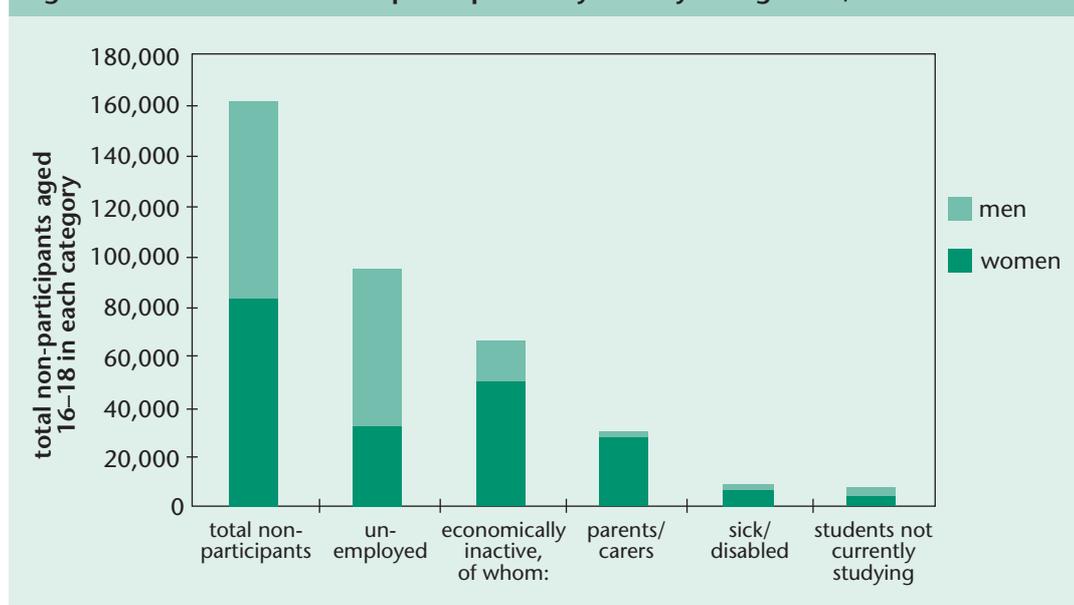
- as paragraph 3.4 below shows the total number who experience a significant spell of non-participation at some stage between 16 and 18 is large;
- quite long spells of non-participation are by no means uncommon. Six per cent of the age range are out of work and education for more than six months and 3 per cent for more than 12 months;²⁰
- rates of non-participation are considerably higher than the national average in some areas, among those who have attended particular schools, among members of some minority ethnic groups, and among a number of particularly vulnerable groups;
- non-participation in education, training or employment at age 16–18 is a major predictor of unemployment at age 21.²¹

Characteristics

3.2 Non-participants fall into a number of sub-categories, shown in **Figure 6**. ‘Unemployed’ is based on the International Labour Organisation (ILO) definition – “anyone who is seeking and available for work or training”. The chart shows that:

- in total, slightly more women than men are non-participants. While gender differences within this total are small, of more significance are those *within* the various sub-groups;
- two thirds of those classed as ‘unemployed’ are men;
- three quarters of those classed as ‘economically inactive’ are women – over half of them parents or carers.

Figure 6: Breakdown of non-participation by activity and gender, 1997

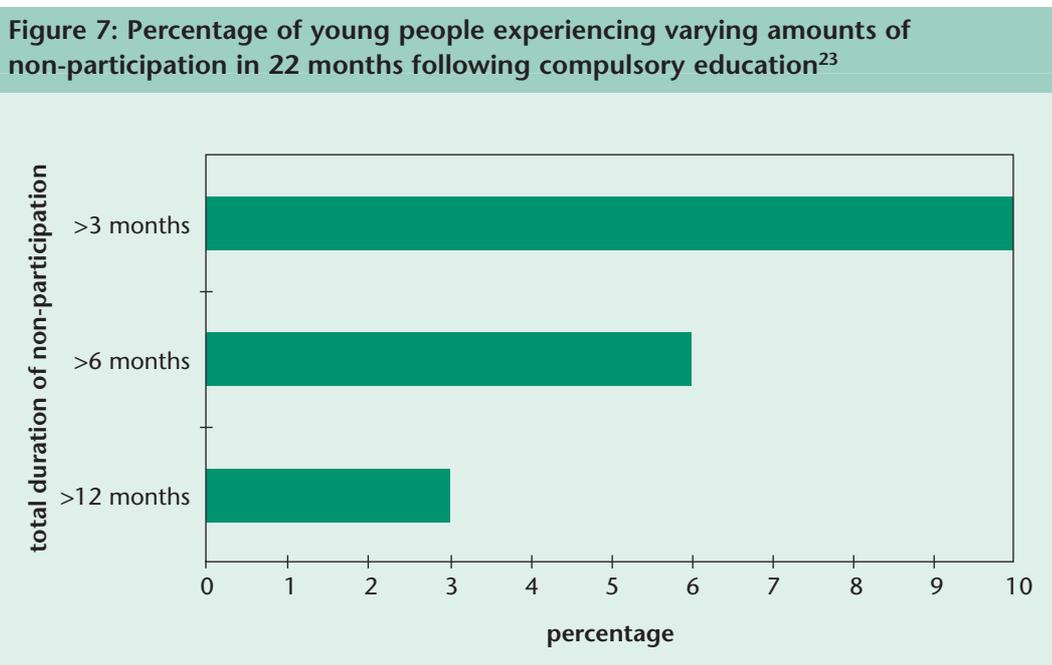


Source: DfEE, from school, college and trainee records and the Labour Force Survey

3.3 The distinction in these figures between 'unemployed' and 'economically inactive' is probably over-stark. Evidence from the Youth Cohort Study suggests that around a quarter of young people in the various 'economically inactive' groups are inactive because they believe there are no jobs. There is also no reason to believe that young people in these groups who for example are lone parents or have a disability, could not participate in learning or work given the opportunity and help in doing so.

Time spent out

3.4 **Figure 7** shows the percentages of young people who experience varying amounts of non-participation between the ages of 16 and 18.²² These figures *exclude* summer holidays, ie the percentage experiencing a spell of three months or more is *not* a product of the long break between academic years. First spells last, on average, just under six months for women and just under five months for men.

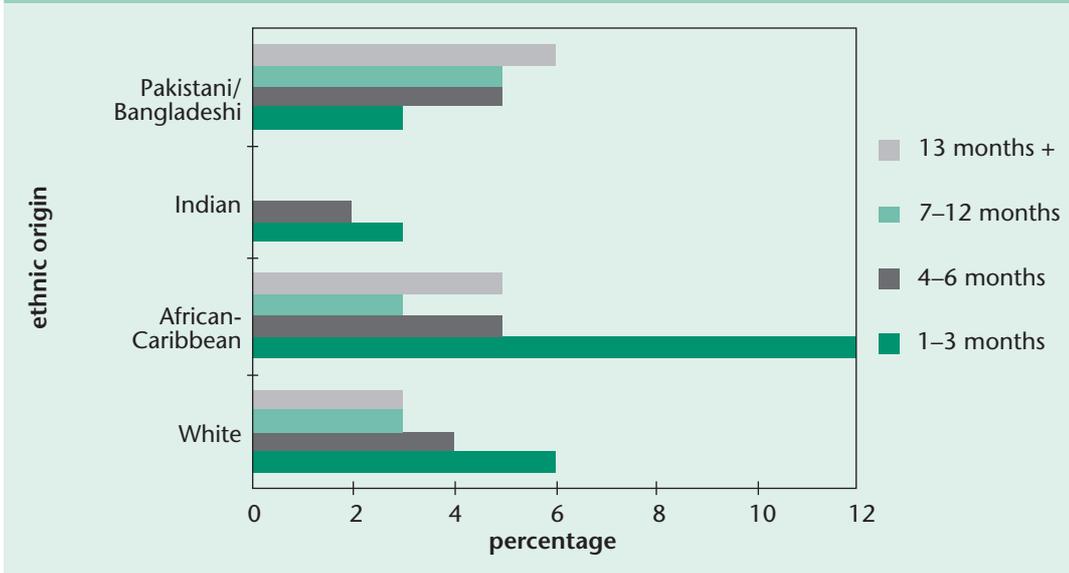


Source: Payne (1999). See end note 20

Ethnic minorities

3.5 As **Figure 8** shows, this distribution changes for young people from ethnic minorities. Young people of African-Caribbean, Pakistani and Bangladeshi origin experience longer periods out of learning and work than young white and Indian people. Young people of Pakistani and Bangladeshi origin are particularly likely to experience lengthy spells of non-participation, with one in six experiencing spells of four or more months in the 22 months following the end of compulsory schooling.

Figure 8: Total months (excluding summer holidays) spent in non-participation, by ethnic group²⁴

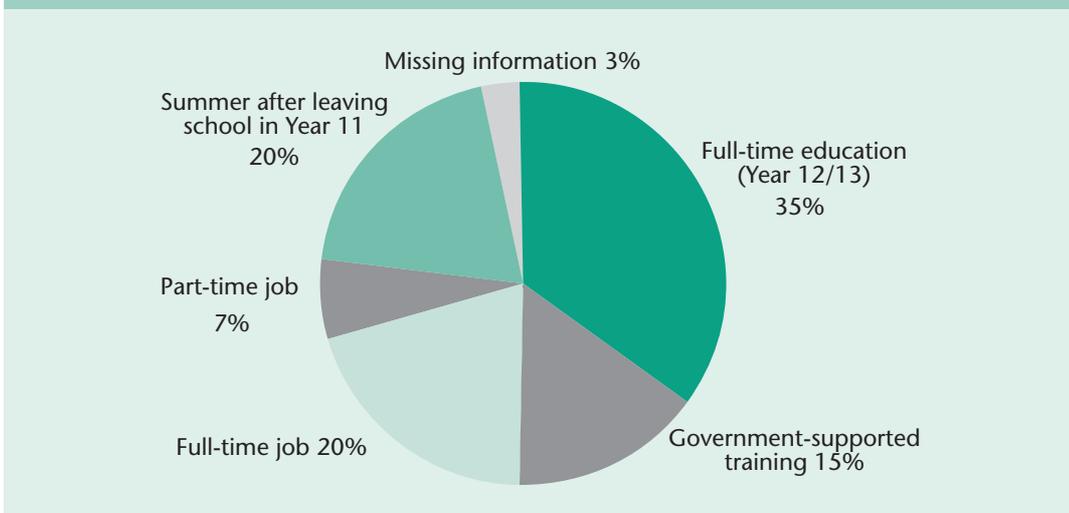


Source: Payne (1999)

How do people fall out of the system?

- 3.6 The snapshot figures give only a partial picture of the extent of non-participation because young people often move between statuses. On average, between the ages of 16 and 23, young people experience seven or eight spells²⁵ of education, work, training or economic inactivity, with some experiencing as many as 33.²⁶
- 3.7 About a fifth of young people who experience a spell of non-participation start it immediately after leaving school at 16. A further third come from the sixth form or an FE college in Year 12 or 13. But significant numbers of other young people – over 40 per cent – experience a spell in work or training first, as **Figure 9** illustrates.

Figure 9: Activity immediately before first spell of non-participation²⁷



Source: Payne (1999)

3.8 Non-participation therefore does not arise only from an inability or unwillingness to enter post-16 options. Young people are as likely to enter learning or work and then to stop – making it important to look at what may go wrong with these options as well as how to encourage young people into them in the first place.

Who is at risk?

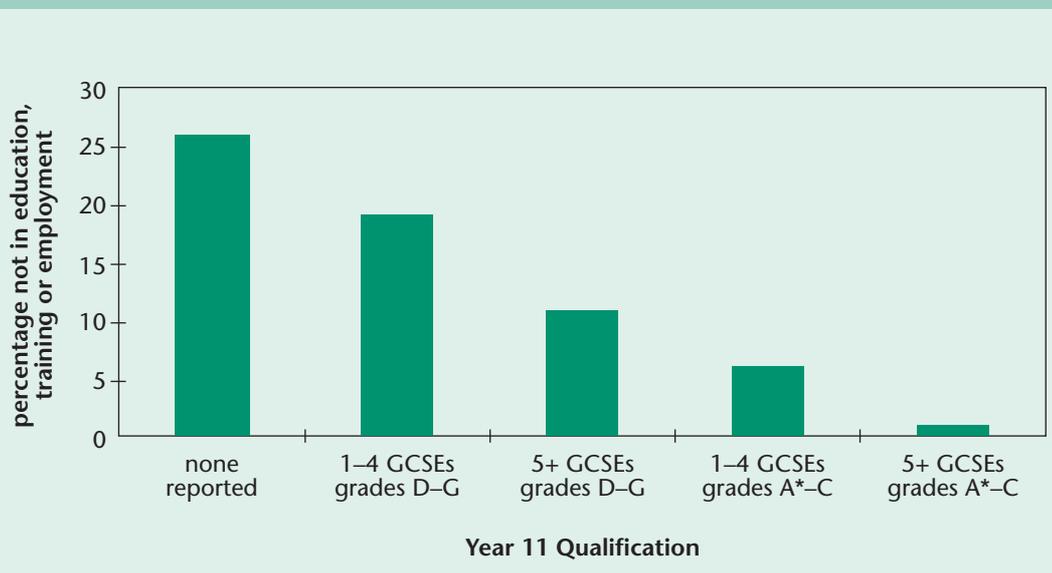
3.9 Research commissioned for this study suggests that the two main sets of factors associated with non-participation at 16–18 are:

- educational underachievement and educational disaffection; and
- family disadvantage and poverty.

3.10 Chapters 5 and 6 expand on these factors and some of the groups of young people particularly at risk, such as young people from ethnic minorities, who are carers, homeless or looked after, young people with learning difficulties and/or disability, or those with problems of mental illness, teenage parents, young offenders and those misusing drugs and alcohol.

3.11 But on the first of the factors above, **Figure 10**, using data from the Youth Cohort Study, underlines the striking correlation between educational achievement at 16 and non-participation between the ages of 16 and 18.

Figure 10: 16 year olds in 1998: percentage of those with GCSE attainment not in education, training or employment



Source: YCS cohort 9, sweep 1

3.12 There is a strong association between educational underachievement and persistent truancy. The YCS shows that fewer than 1 per cent of those who achieve five GCSEs grade A–C or more were persistent truants, compared with 15 per cent of those with less than five GCSEs at grade D–G and 27 per cent of those with no GCSEs.

3.13 Analysis of the 1970 British Birth Cohort Study also shows that other factors are associated with non-participation and that there are a number of differences between men and women. Young men who started nursery education after the age of 4, were brought up in a poor family living in overcrowded, inner city accommodation and who at birth either had a father in a manual occupation or an absent father are more likely to become non-participants on leaving school at the age of 16. For young women, similar predictors apply, but with the additional factors of having a mother with no qualifications and parents who do not encourage their daughter's continuation in education beyond 16.

Geographical differences

By region

3.14 There are some interesting regional patterns in participation in post-16 education and training. Staying-on rates in full-time education are higher in London, the South East and South West than in other regions, particularly those of the North of England. These regional differences persist even after GCSE performance has been taken into account.²⁸ Conversely, participation in Government-supported training is higher in the North East, the North West, Merseyside and Yorkshire and the Humber, than elsewhere. As a result, overall combined rates of participation in education and training do not display strong regional disparities.²⁹

3.15 However, there are some observable regional effects in patterns of overall non-participation. Regions with a history of high unemployment – the North, the North West, Yorkshire and the Humber, and Wales – have very slightly higher rates of non-participation than other regions.

Local authorities and neighbourhoods

3.16 The sharpest differences are seen at smaller area level, with higher rates of non-participation in deprived areas. Inner London has much higher rates of non-participation than Outer London: in the former, 21 per cent of 16–18 year olds spent some time and 12 per cent spent over six months not participating in education, training or employment; in the latter the corresponding figures were 13 per cent and 4 per cent.³⁰ The maps in **Figures 11a, b and c** show how, at Local Education Authority and local authority level, high levels of non-participation by 16 and 17 year olds in education and training³¹ are associated with other aspects of social exclusion. There is a considerable amount of overlap from map to map.³²

Figure 11a: Rates of non-participation in education or training, by 16/17 year olds, by Local Education Authority area, England 1996–97

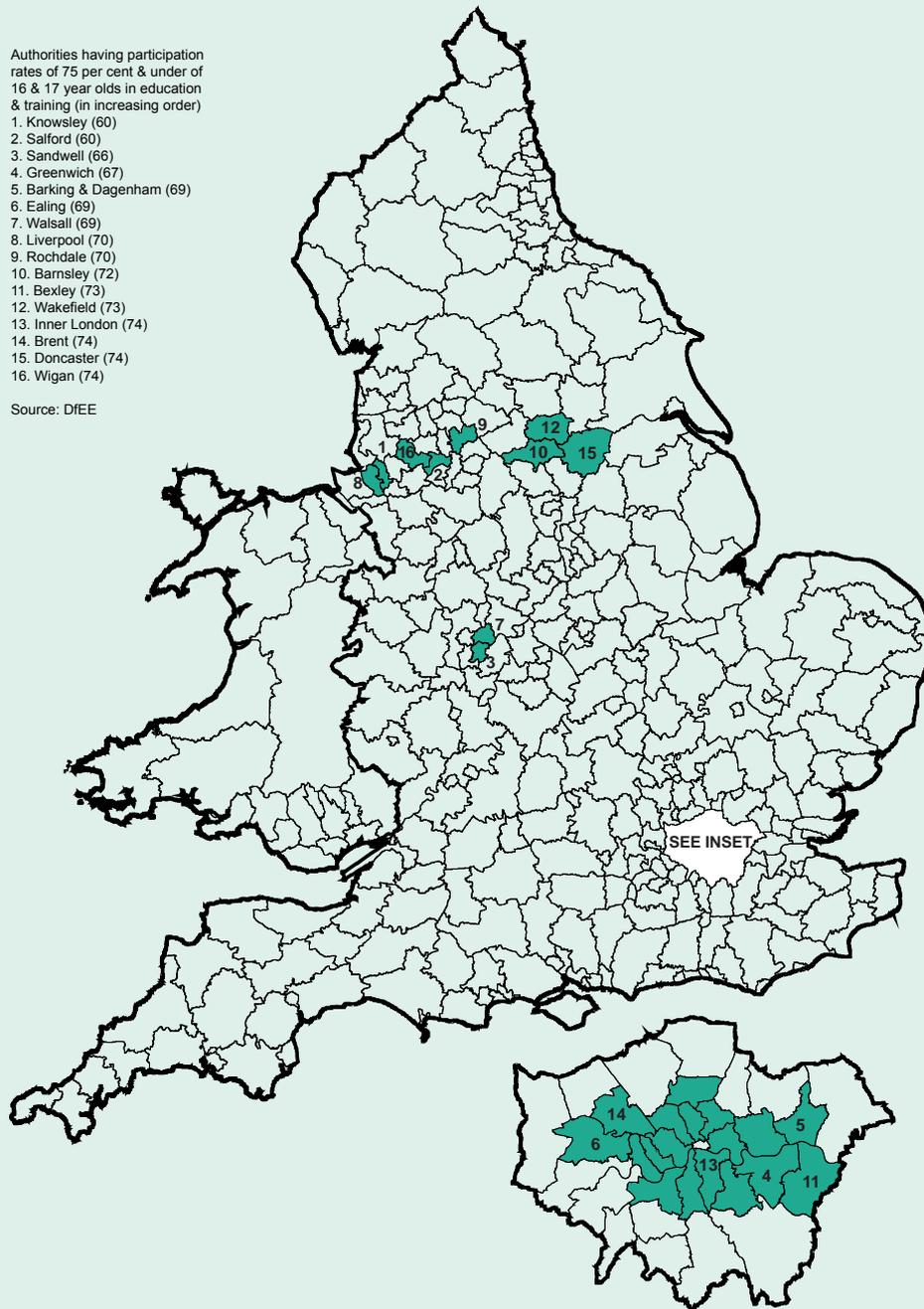


Figure 11b: Forty-four most deprived local authority districts in England according to 1998 Index of Local Deprivation

1. Liverpool
2. Newham
3. Manchester
4. Hackney
5. Birmingham
6. Tower Hamlets
7. Sandwell
8. Southwark
9. Knowsley
10. Islington
11. Greenwich
12. Lambeth
13. Haringey
14. Lewisham
15. Barking and Dagenham
16. Nottingham
17. Camden
18. Hammersmith and Fulham
19. Newcastle upon Tyne
20. Brent
21. Sunderland
22. Waltham Forest
23. Salford
24. Middlesbrough
25. Sheffield
26. City of Kingston upon Hull
27. Wolverhampton
28. Bradford
29. Rochdale
30. Wandsworth
31. Walsall
32. Leicester
33. Oldham
34. Hartlepool
35. Doncaster
36. Coventry
37. Blackburn with Darwen
38. Bolton
39. Blackpool
40. Leeds
41. City of Westminster
42. Kensington and Chelsea
43. Burnley
44. Preston

Source: DETR

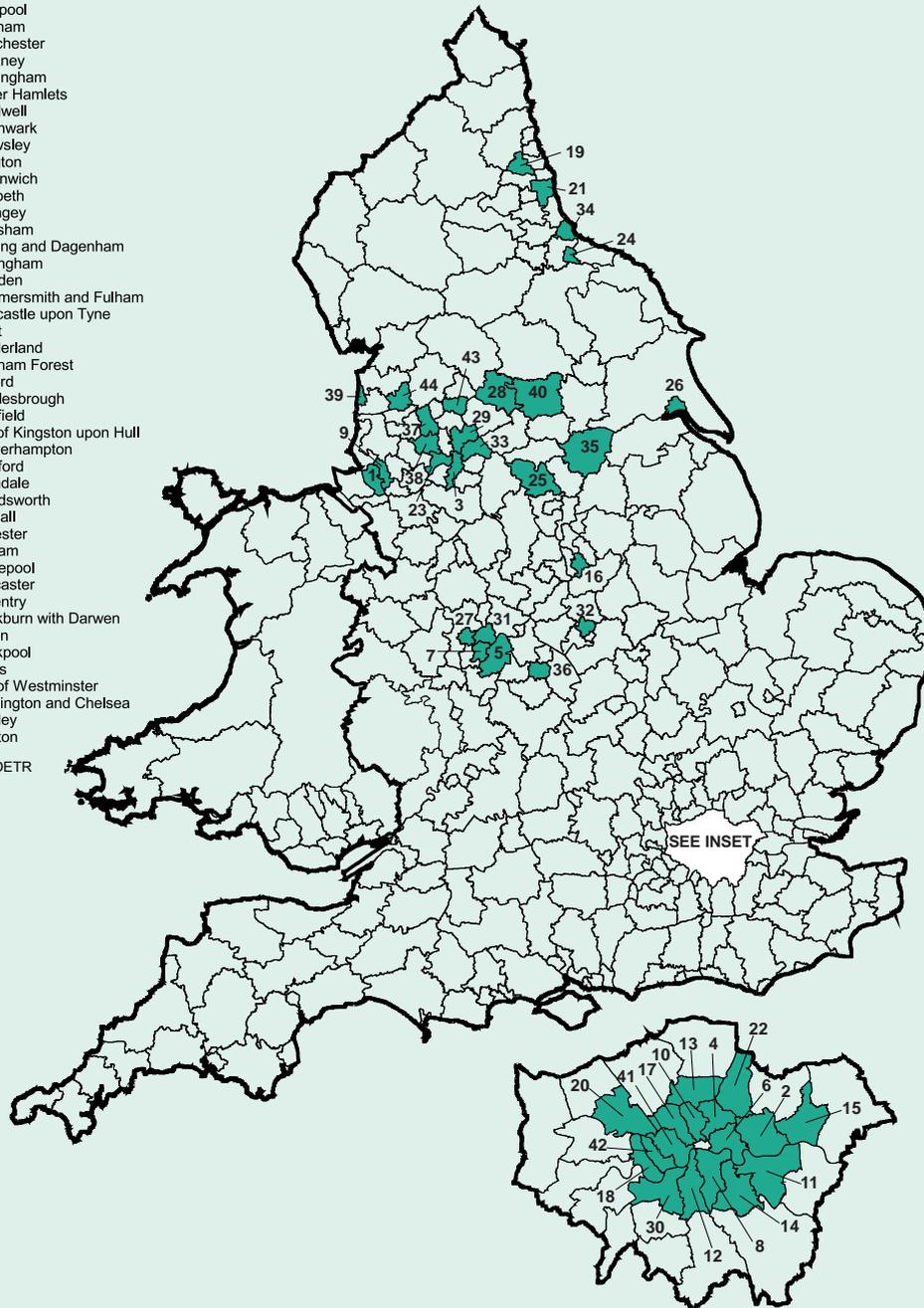
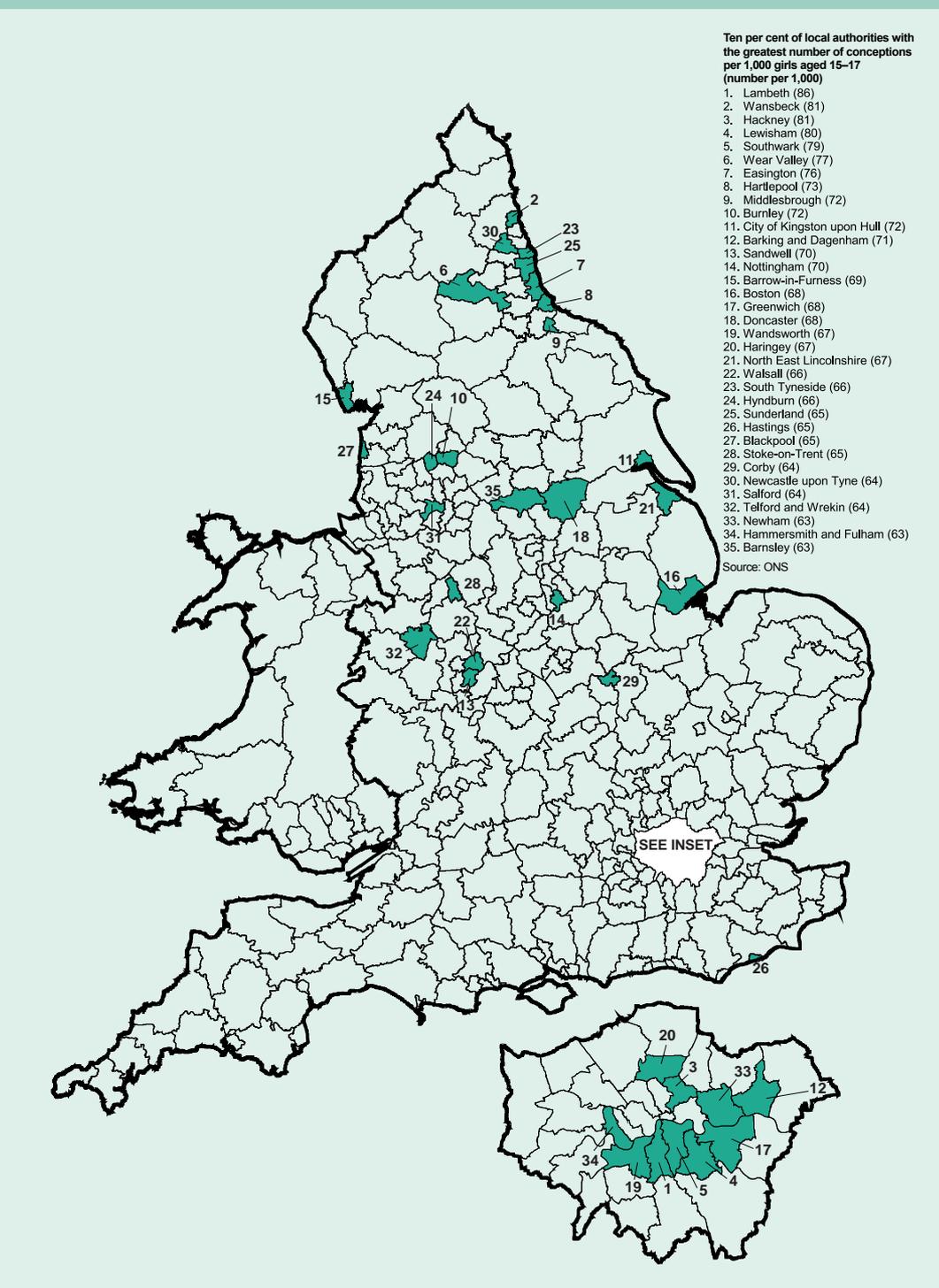


Figure 11c: Under 18 conception rates by local authority district, England, 1997 (1998 boundaries)



"I believe the biggest single reason [why 16–18 year olds are not in education, work or training] in Merseyside during the 23 years I have been here is the high unemployment figures and the culture that has developed that does not expect that there will be a decent job to go to. [...] Somehow a whole culture that has had no expectation of employment has taken over communities – in some cases for three generations."

The Rt. Rev. Lord Sheppard of Liverpool

"Communities may have developed a reputation, such as the much quoted ... which is viewed by outsiders as an undesirable area. This often leads to a situation where young people feel they have to live up to their reputation. Twisted value systems develop where heroes are those who spend time at"

National Council for Voluntary Youth Services

3.17 At the more local level, educational underachievement, which is strongly linked to later non-participation, is disproportionately concentrated in poor neighbourhoods. Data from the DfEE shows that 20 per cent of pupils who achieve no GCSEs come from 203 schools in England, which accounts for just 6 per cent of all maintained secondary schools. Over half (58 per cent) of these schools are located within two miles of a large deprived social housing estate.³³

3.18 The Unit's visits and consultations showed that poor neighbourhoods are also likely to suffer from a range of other factors which tend to reduce participation in education, training or employment:

- the effect of second or third-generation unemployment in families;
- expectations based on past employment patterns, for example that young men can and should find manual work;
- obstacles presented by geographic isolation in disadvantaged rural areas and outer estates with poor public transport links;
- the view that employers avoid people with particular addresses.

3.19 Neighbourhood effects in some cases coincide with minority ethnic origin: more than 50 per cent of people from black and ethnic minority backgrounds live in just 29 local authority areas, all of which are in the 44 deprived local authority areas identified in the Unit's earlier report on neighbourhood renewal.³⁴

Staffordshire

An area analysis of non-participation in Staffordshire³⁵ has shown that non-participation coincides with areas of:

- high adult unemployment
- former mining areas
- high levels of deprivation on the 1998 Index of Local Deprivation
- high population of children receiving free school meals
- changing patterns of employment
- rural isolation and poverty
- low GCSE attainment in school.

St. Helens

Non-participation 3 months after leaving school ranges from 4 per cent (school serving affluent areas) to 28 per cent (school serving inner town areas and public housing estates).

Sunderland

Fifty-three per cent of unemployed 16–19 year olds registered with the Careers Service lived in the two postcode areas comprising the catchment area of the secondary school with the highest truancy rate and the poorest GCSE results.

3.20 A 1995 study found that post-16 staying on rates in full-time education are influenced by the nature of local labour markets and post-16 provision. Staying-on rates are highest in areas with low rates of unemployment, an employment sector based on banking and service industries and low proportions of lone parent families.³⁶

3.21 Chapter 4 will now look at why non-participation matters – its consequences in the short term and in later life.

4. WHY IT MATTERS

"I sleep to about lunchtime and then I get up and just dander about the road."

"I don't lie in too late. I get up about half past twelve. I get up and walk round to Kathy's house. She's my mate. She has a wee baby so sometimes I help her with the shopping."

"We just hang around the arcade when it opens at 12 o'clock until it closes at 10.30. Sometimes we go to the snooker club too. Sometimes a couple of us go stealing. You need money for a drink."

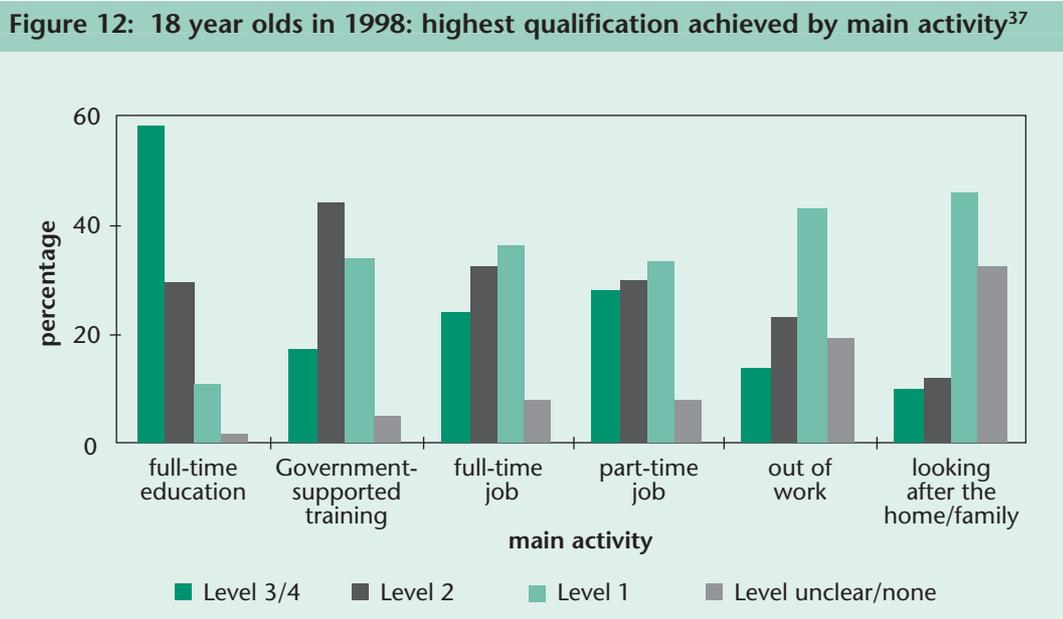
"Most times I watch TV or go to someone's house and just hang around. In three months time I'll probably be doing the same thing."

From: A Study of Young People on the Margin,
NIERC/University of Ulster, 1997

- 4.1 Being outside education, employment or training between 16 and 18 has serious consequences for the individual and society in both the short and long term. It is a major predictor of later unemployment and for women, also of teenage motherhood.

Lack of qualifications

- 4.2 **Figure 12** shows that at 18, only a little over a third of those without jobs, and less than a quarter of those looking after the home or family, have reached Level 2 qualifications or above.

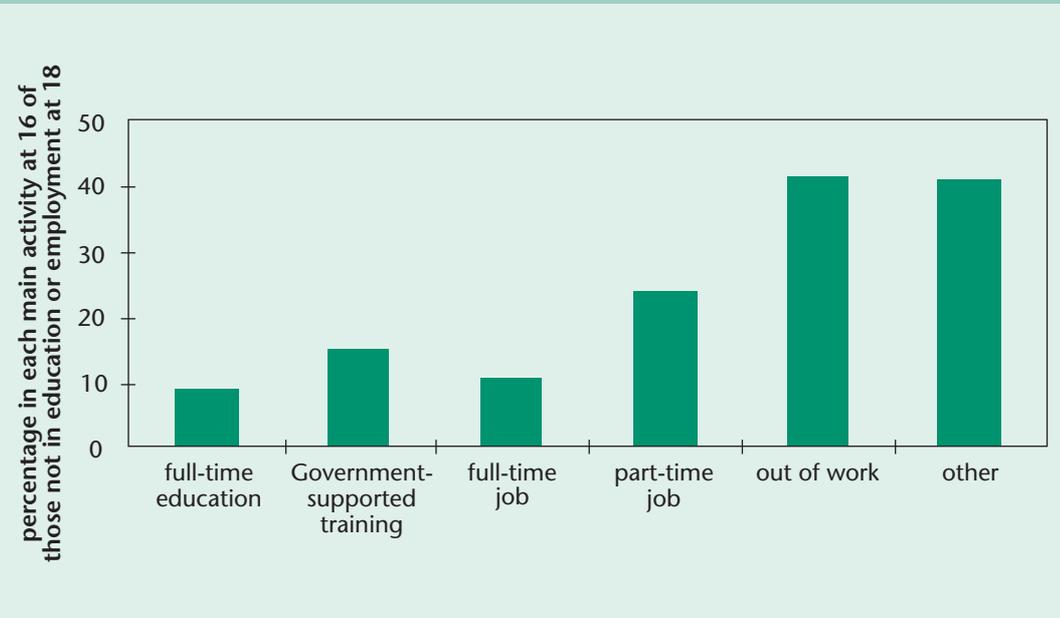


Source: YCS cohort 8, sweep 2

Unemployment

- 4.3 As **Figure 13** shows, over 40 per cent of those young people who were out of work and education at 16 are also not in education or employment at age 18.

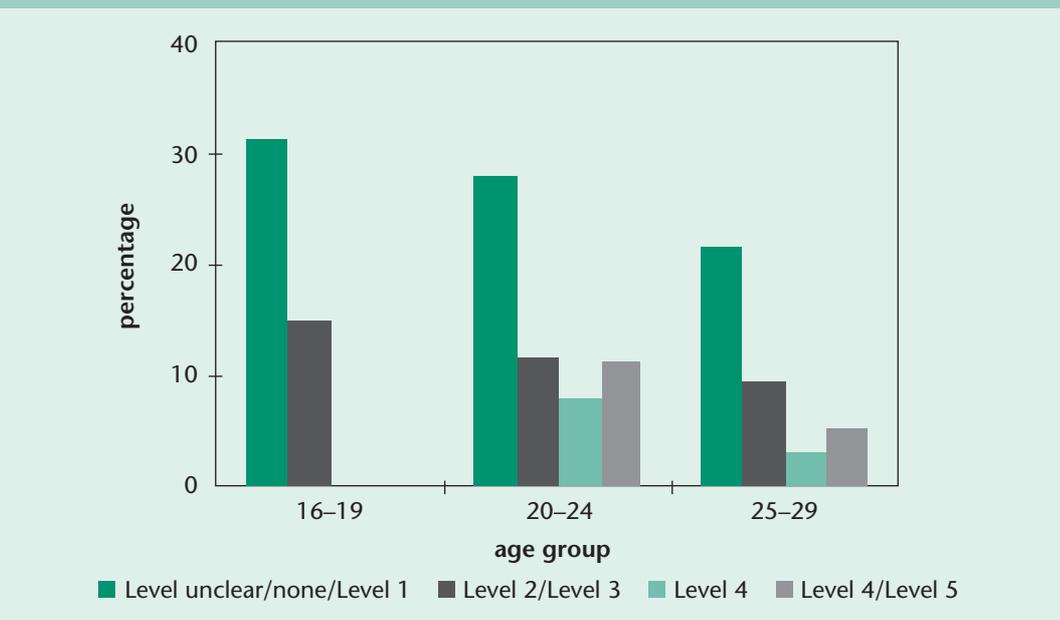
Figure 13: Main activities at 16 of those not in education, training or employment at 18.



Source: YCS cohort 8, sweeps 1 and 2

- 4.4 As **Figure 14** shows, this unemployment disadvantage persists as young people progress further into adulthood.

Figure 14: Unemployment rate by level of educational attainment and age, UK (1996)^{38,39}



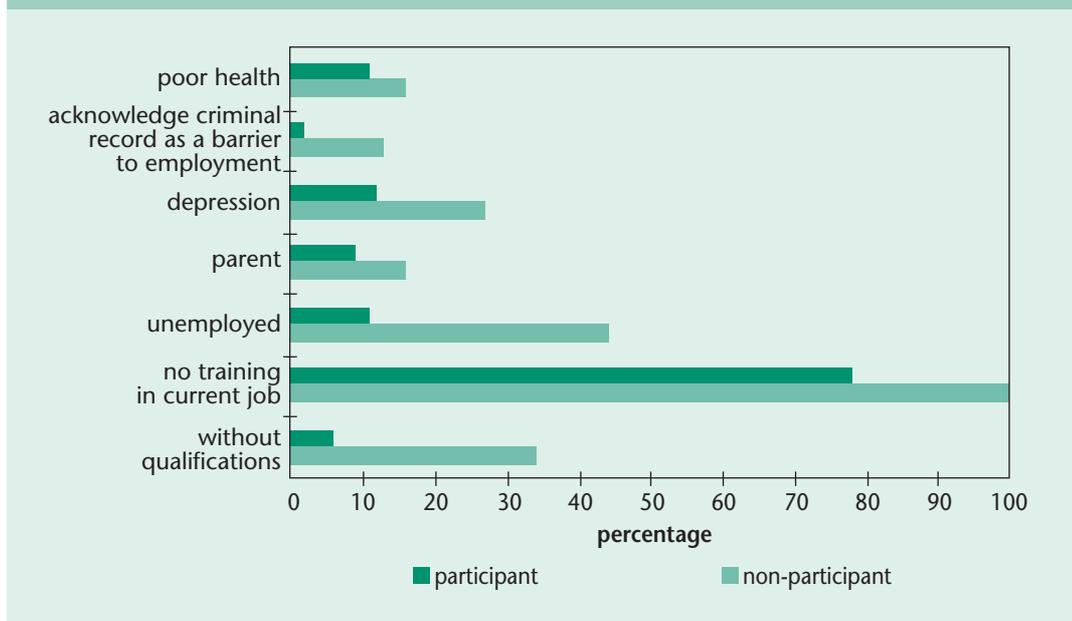
Source: OECD Education Database

Other social exclusion consequences

4.5 These labour market disadvantages often cause or are compounded by other symptoms of social exclusion. As **Figures 15a** and **15b** show, compared with their peers who were in education or work between 16 and 18, non-participating young people are, by the age of 21, not only more likely to be unqualified, untrained and unemployed, but are also likely to earn less if employed, be a parent and experience depression and poor physical health. *Men* are also more likely to acknowledge a criminal record as a barrier to employment. *Women* are also more likely to live in rented accommodation and considerably more likely to be coping with the additional burdens of home-care responsibilities, and concede that these present a barrier to employment.

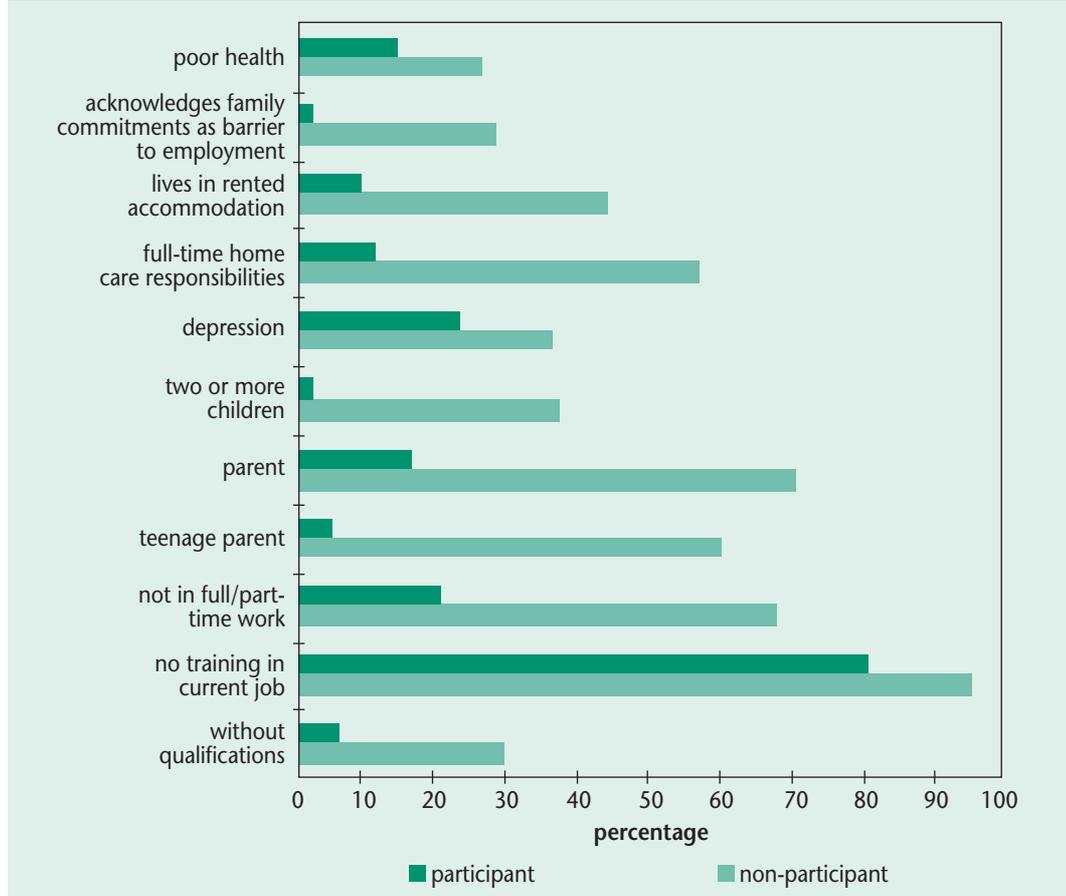
4.6 These later life experiences are common to many people who have, for example, grown up in poverty or left school without qualifications, whatever they did between 16 and 18. But research on the 1970 British Birth Cohort Study has shown that being out of education, employment and training for six months or more during these years has a severe additional effect on otherwise similar people. Indeed, it is the single most powerful predictor of unemployment at age 21.

Figure 15a: Some long-term outcomes (at age 21) of non-participation⁴⁰ by young men at age 16–18



Source: 1970 British Birth Cohort Study

Figure 15b: Some long-term outcomes (at age 21) of non-participation by young women at age 16–18



Source: 1970 British Birth Cohort Study

Inter-generational effects

4.7 It is well established that parental unemployment increases the likelihood of subsequent unemployment among children. An analysis of data from the National Child Development Study (NCDS) showed that during the 1980s, young men (aged between 23 and 33) were twice as likely to be unemployed for at least one year if their father had been unemployed at age 16.⁴¹

Crime and drug use

4.8 The importance of crime as a barrier to employment for young men who are out of education and work is very striking. As can be seen from **Figure 15a**, 13 per cent of non-participants mentioned a criminal record as a barrier to employment, compared to just 1 per cent of those in education, training or employment.

4.9 There is no reliable data to show what proportion of 16–18 year old men non-participants are engaged in crime, but it is known that 75 per cent of males aged 16–17 who are charged and appear before the Youth Court are in no formal full-time activity. In most cases it is unlikely that offending will have started at 16 – the peak age for the onset of offending is 13⁴² – but it is also clear that having no full-time activity substantially increases the opportunity.

4.10 Similar factors probably apply to drug use, where 71 per cent of those out of education, employment and training report having used drugs against 47 per cent of their peers.⁴³ Truants are twice as likely to have tried solvents or illicit drugs and three times more likely to have tried hard drugs as non-truants.⁴⁴ Evidence from one study shows that over three quarters (78 per cent) of a sample of children permanently excluded from school had used illegal drugs at some point in their lives, with over one third (38 per cent) having used drugs other than cannabis. Nine per cent had used cocaine and 5 per cent crack cocaine.⁴⁵

Parenthood

4.11 Analysis of the 1970 British Birth Cohort Study also shows that for women, non-participation at age 16–18 is a powerful independent predictor of teenage parenthood, which as the recent Unit report shows, is strongly related to social exclusion. Seventy-one per cent of women who experience a significant spell of non-participation (six months or more between 16 and 18) are parents by the age of 21 compared with 16 per cent of other young women. About a third of teenage parents in the Study were not in learning or work before they became parents.

Financial costs

4.12 The short and long-term costs to the state of non-participation are hard to quantify. However, the box below sets out what the OECD has found in studying other countries.

“In Canada, Ireland and the United States, unemployment is twice as high for young people with low literacy skills as it is for their high-literate peers. In the Netherlands and the United Kingdom the differences are even larger. Although young people with poor skills may be working, their jobs will not necessarily be stable, rewarding or well-paid. For workers with low literacy skills, the prospect of holding better-paid jobs varies among countries. In the United States, they are 3.5 times as likely to be among the worst-paid workers. But in Canada, Ireland and the United Kingdom, the chances are about even for young adults with low literacy skills to have low or high income, although there is a clear earnings advantage for their high-literate peers. These young adults with high skills have employment rates with medium or high income 2.2 times (the United States) to 1.2 times (the Netherlands) higher than those with low skills.

The Conference Board of Canada has made the following calculations of the financial and economic cost of school drop-outs for 1992:

- Canada will lose more than \$4 billion in present-value terms over the working lifetimes of nearly 137,000 youths, who dropped out of secondary school instead of graduating with the class of 1989.
- Each individual male drop-out will lose on average nearly \$129,000 – in 1992 dollars – over his working lifetime, while the female drop-out forfeits \$107,000.
- As an investment vehicle, education has a higher rate of return than almost any alternative investment project. The rate of return to society of investing in secondary school education is 19 per cent for males and 18 per cent for females.
- Canada could save \$26 billion if the drop-out rate were reduced from 34 per cent to 10 per cent by the year 2000.”

Overcoming Failure at School, OECD, Paris 1998

4.13 In this country, a range of short and long-term costs to the state arise from non-participation, not least the current New Deal for Young People, the Government's programme for reducing long-term unemployment amongst 18–24 year olds, many of whom, as research demonstrates, will have been non-participants in learning or work after leaving school at 16. Further illustrative costs to the state are given in the box below.

In the short term

Benefits: although benefits for 16 and 17 year olds are usually only available on more stringent terms than for older people, some young people who are outside education, work and training do receive state allowances and benefits – Bridging Allowance, Jobseeker's Allowance, Severe Hardship Payments, Income Support (for those in particularly vulnerable circumstances) and Housing Benefit, at an estimated cost of around £170 million in 1998–99.

Uncompleted courses: from the taxpayer's point of view, much, if not all of the cost of the course is wasted, and for individuals it is all too often yet another experience of failure which reduces self-esteem still further.

Offending: as Chapter 6 makes clear, offending and non-participation are closely linked. The cost to society of serious young offenders aged 15–17 who end up in custody is estimated to be at least £75,000 per offender.⁴⁶ The total Young Offender Institution population is currently 2,370, which gives a total minimum cost of approximately £175 million (and simply for those in custody). The Audit Commission estimates that the total cost to society of the youth justice system is about £1 billion. If one assumes that 16/17 year olds account for approximately half of all known juvenile offending, then this age group costs society about £500 million.

Drugs: non-participants are three times more likely to be drug dependent than participants. The total costs of problematic drug misuse have been estimated at between £3.2 billion and £3.7 billion, comprising £100 million health costs, £600 million unemployment and sickness benefit payments, £500 million criminal justice system costs, and costs of between £2 billion and £2.5 billion to victims of drug-related crime.⁴⁷ Drug Treatment and Testing Orders are estimated to cost £6,400 per order or £40 million for 6,250 orders per year.⁴⁸

In the long term

Longer-term costs to the state of non-participation are difficult to assess. However, some idea of their magnitude can be gained from the public expenditure costs of unemployment and poor health, which are experienced disproportionately by non-participants in later life:

Unemployment: the average cost of unemployment-related benefits per unemployed person per year, at 1998/99 benefit levels is approximately £3,850.⁴⁹ In 1998/99, a single person in employment for a full year on median earnings (£337 per week) would pay £4,400 in income tax and employee National Insurance Contributions. In 1998/99 a married couple with one member in full-time employment for a full year on median earnings would pay £4,100 in income tax and employee National Insurance Contributions.⁵⁰ An employer would pay £1,800 in employer National Insurance Contributions in respect of an employee on median earnings.

The total cost of the New Deal for 18–24 year olds over the period 1997–2002 is £2.55 billion.

In the long term (continued)

Smoking: at age 26, both men and women in the British Cohort Study with predicted non-participant status⁵¹ are substantially more likely to be smokers on a daily basis. Smoking is estimated to cost the NHS £1.7 billion per year in terms of GP visits, prescriptions, treatment and operations.⁵² It also costs families, especially the poorest, in financial terms as much as in physical well-being: it is estimated that 55 per cent of the one million lone parents on Income Support in 1996 smoked an average of five packets of cigarettes a week, at a cost of £357 million in total.⁵³

4.14 Such costs to the state are mirrored by a range of short and long-term costs to the individual, not least of which are financial, as illustrated in the box below:

In the short term

Foregone earnings: a young person working full time for a year in continuous employment earns £6,279 or £137.20 per week (average gross earnings). Young women earn somewhat less – £128.10 per week – than young men, who earn gross on average £143.10 per week.⁵⁴

In the long term

Lower earnings in later life: related to lower qualification achievements. By age 26, men in the British Birth Cohort Study with predicted non-participant status earned on average £29 less per week and women £25 less per week.

4.15 Chapter 6 on groups at particular risk refers in more detail to teenage parents.

THE BACKGROUND TO NON-PARTICIPATION

5. EDUCATION

5.1 Chapter 3 singled out educational underachievement and family disadvantage and poverty as the main factors associated with non-participation. This Chapter looks at educational underachievement further and suggests some reasons why it occurs. There are three sections, on:

- what happens at school;
- the break at 16 and the post-16 education and training options that follow it; and
- the financial support available to young people to keep them in post-16 education and training.

What happens at school

5.2 Chapter 3 pointed out the strong associations between low levels of GCSE achievement and subsequent non-participation in education and training. Respondents to the Unit's consultation exercise and those met during visits put forward their own views on what some of the causes might be. Those below are typical:

"Most of the young people with whom the project has worked have some history of underachievement in mainstream education and training. This often includes their not completing full-time education or not attending for significant periods."

New Horizons, Durham

"The national curriculum... does not take into account different learning styles or 'intelligences'."

Brathay Hall Trust

"The curriculum on offer is not as flexible as it needs to be in order to motivate and keep these young people on track."

National Institute of Adult Continuing Education

"Many young people are turned away from learning while at school, they don't see the relevance of the Curriculum to future work/careers. The style in which they are taught is not appropriate to their skills, abilities and learning style. Teachers are not always skilled in dealing with difficult young people."

Northamptonshire County Council, Education and Community Learning

"...a school that offers 20 hours of careers curriculum, two weeks work experience, a careers interview and some informal pastoral advice, may satisfy 80 per cent of pupils' needs. However, the other 20 per cent may find this totally inadequate for a variety of reasons."

From *Young men, the job market and gendered work*,
Joseph Rowntree Foundation, 1999

'Work experience was only for the teacher's favourite kids. They didn't want anyone doing it who might show the school up.'

Young woman at Newcastle Careers Club

"Careers Services need to adopt a more advisory approach. Give young people the opportunity to explore alternatives with them not merely supply information."

Havering College of Further and Higher Education

"They [Careers Adviser] just told me to go on the dole."

Young man in Durham

(i) *Exclusion and truancy*

5.3 Many consultation respondents mentioned a history of non-attendance at school as part of non-participants' background, and it was frequently mentioned to us by young people on visits.

5.4 Data from the YCS⁵⁵ shows that a quarter of those who *truanted* persistently in Year 11 in 1996/97 were not in education, training or employment the following year compared to only 3 per cent of those who did not truant at all. Persistent truants were also more likely to be in full-time jobs than either full-time education or government-supported training. Data from the YCS shows that, in 1996/97, those who had been permanently *excluded* from school in Year 10 or 11 were two and half times as likely, and those who were excluded for a fixed term were twice as likely, to be out of education, training or employment, compared to those who were not excluded at all.

5.5 Last year's Social Exclusion Unit report on Truancy and School Exclusion showed that certain groups – boys, young people of African-Caribbean origin, children in care and children with Special Educational Needs – are disproportionately excluded, and demonstrated the links between non-attendance and low qualifications. The Government is now implementing a programme of action to improve school attendance and exclusions have begun to fall.

(ii) *Curriculum, qualifications and targets*

5.6 The Unit found plenty of evidence in its consultations of young people who did not see the relevance of academic learning to their future lives. Many believed qualifications were unimportant either because they would not need them to succeed, in their terms, or because they did not believe they would succeed anyway.

5.7 The Unit also heard many people express the view that *school targets* as currently formulated influence schools' teaching priorities in ways that reinforce this:

- the historic emphasis in national targets, and measurement for league table purposes, of the numbers achieving five or more GCSE A*–C encourage a focus on raising the attainment of those who have a realistic prospect of achieving those levels by 16;
- this has to some extent been corrected by now including in league tables also those achieving one or more GCSE A*–G.⁵⁶ A GCSE/GNVQ average point score based indicator was included in the tables for the first time last year. This measure was introduced to reflect the GCSE/GNVQ achievements of pupils across a wider ability range;
- while vocational qualifications can 'score' for league table purposes in the place of GCSEs, the one GCSE measure by itself is only a rough proxy for a concept of 'getting something out of school'. It does not, for example, of itself incentivise schools to put effort into improving basic skills, nor, as has been noted, does it do much to improve a young person's chances of participating in education or training post-16;
- in addition, there are still signs that the five GCSE A*–C target is thought to be the only one that matters and contributes to a view among young people that GCSEs at D–G are of negligible value, as the exchange below perhaps indicates:

SEU member: "Have you any GCSEs?"

young person: "No".

project worker: "Yes, you do..."

young person: "Oh yes, I've got six but they're all D–G".

Dialogue at Base 10, Sheffield

(iii) Attitudes and support

- 5.8 It is striking how strongly many of the young people consulted felt that many – not all – the teachers they knew did not respect or understand them. Young people from minority ethnic groups, and those who work with them, frequently report such symptoms of lack of understanding as ignorant comments based on stereotyping about careers goals, family and community cultures.
- 5.9 This may be exacerbated by weaknesses or overstretch in pastoral, welfare or counselling support in schools. There is some excellent practice in individual schools and DfEE's recent proposals, as part of their 'Excellence in Cities' announcement,⁵⁷ for learning mentors, will expand this kind of support for the inner city schools on which 'Excellence in Cities' is focused. A theme of the consultation and discussions with young people is, however, that there is currently no generally available source of advice and guidance for young people aside from teachers (whom young people, the most disadvantaged especially, may be reluctant to approach), or educational welfare officers, whose role centres on enforcing attendance.

(iv) *Careers education, information and guidance in schools*

5.10 One of the most frequent reactions of young people, and which is reflected in the consultation responses, is that careers education, information and guidance is delivered too late for young people to work it into the crucial decisions they take in Year 9 on GCSE options – and the attitudes which harden around that time about whether to take school seriously, or even to turn up at all. Again, it was often commented that some careers teachers and advisers sometimes hold stereotyped views, based on ethnic origin, gender or other aspects of a young person’s background, which unduly influence their advice.

5.11 DfEE are now working with careers services, schools and others on ways of addressing these weaknesses and a new operational framework for careers services from April 1999 should provide increased flexibility for them to develop earlier careers provision in their area, if appropriate.

Data from the Youth Cohort Study on 1997 school leavers showed that 15 per cent had not received a careers session in school in Year 11. Of those who had, only 55 per cent found it ‘fairly useful’, 8 per cent found it ‘very useful’ and as many as 30 per cent had found it ‘not very useful’. Five per cent had not received an interview with the Careers Service in 1997. Of the 95 per cent who did, fewer than half felt that it helped them to make a decision.⁵⁸

A joint OFSTED/DfEE report last year⁵⁹ found that while careers education and guidance was satisfactory in eight out of ten schools, the following weaknesses could be identified:

- a quarter of schools failed to provide a planned and well-organised programme of careers education;
- there are insufficient suitably qualified careers teachers and only a third of careers co-ordinators hold a recognised qualification; and
- one in ten schools has no dedicated careers library and in a quarter of schools the information available is unsatisfactory.

5.12 The extent to which, taking all these dimensions together, school experiences play a critical part in later participation, is confirmed by research. Recent analysis of the YCS and other data shows that whilst individual characteristics account for much of the variation between schools in terms of staying-on rates, the schools themselves account for about 10 per cent of this (after controlling for pupils’ backgrounds and educational achievements, local labour market conditions and the character of the local neighbourhood).⁶⁰ High teacher turnover and a culture which discourages staying on post-16 help to explain some of the variation, but much is left unexplained and further research which provides detailed knowledge about what aspects of schools make a difference and why, is urgently needed.

Options post-16

"It was two years on YT and they didn't have to keep you on. The money was disgusting. I lived on it and paid mum and dad £10 board so I had £19.50 left a week."

Young woman in Wakefield, Wakefield Training and Enterprise Council

"...the background of staff in training provision is often in commerce/industry and therefore staff may not recognise the starting points of young people. If employers do not provide adequate and appropriate staff development, staff may be unable to cope with young people who exhibit challenging behaviour."

New Horizons, Durham

"Assessment and induction [in training programmes] tends to take place in group settings and many young people are intimidated by this. The importance of the individual needs of young people cannot be overemphasised."

New Horizons, Durham

"There are too many different schemes which are all short term with no work guarantees [and] there is no accepted 'transition' phase which can be flexible enough to allow young people, particularly those in crisis or with a history of poor educational attainment, to fail and come back and try again."

Centrepoint

"I think I mean just getting in, I've managed to get into the system. I think there's a lot of help to be done in just getting people into it. I mean I've spent a couple of years completely outside it all, didn't exist as far as anybody was concerned. And I mean now I'm on the road to getting where I want to go. And once you get into services and you find out and connect one thing you can connect to everything, but if you never connect to the first part then you never ever reach any of that."

Destination Unknown, Engaging with the problems of marginalised youth, Demos, May 1999

(i) A sudden break

5.13 Except for young people who stay in school for the sixth form, there is a break in provision corresponding to the end of compulsory schooling at 16. Even where young people move on to education or training post-16, it is in a different institutional environment, which is both less controlled and less supportive.

5.14 Increased freedom, balanced by greater maturity, is a necessary part of growing up. But current structures result in a sudden shift rather than a gradual stepped process. A group of young men in Blackburn told the Unit how they welcomed release from what they saw as an excessively controlled and restricted environment at school, but would have welcomed *more* structure in the college to which they had moved: "No one checks up on you or does anything if you do not turn up to class".

(ii) *No overall structure*

5.15 Post-16, there are a number of quite sharply defined options, statuses and goals – as perceived by young people and others:⁶¹

- even within FE, there are distinctions between sixth form colleges, general FE Colleges, and specialised institutions, for example, agricultural or arts colleges. Courses may lead to academic, vocational or occupational qualifications;
- within work-based training, there are distinctions, and a clear pecking order, between Modern Apprenticeships, National Traineeships and other training, with those options giving employed status perceived as higher status than non-employed status options;
- there is no overarching goal for those participating in learning post-16, nor is the goal, for those not aiming for A levels or Advanced GNVQs, well defined. Young people in learning in post-16 may pursue one of an estimated 20,000 different qualifications.

5.16 This has two consequences:

- first it *generates confusion and may reinforce low self esteem* amongst those in options perceived as being of lower status and may contribute to drop-out rates;
- second, it means that as young people move around *no single institution is responsible for ensuring that they find a suitable option or even necessarily knows what has become of them*. A recent report for DfEE shows that most Careers Companies now have a strategy in place for identifying, contacting and providing services for non-participants.⁶² But over 40 per cent of Companies surveyed were not even attempting to reach all non-participants. Just under half of all Companies were unable to provide an estimate of the proportion of the non-participant group they had worked with. There is often a heavy dependence on letters, telephone calls and advertising, as opposed to more active outreach.

(iii) *Problems with particular options*

5.17 The Unit found a number of problems with particular post-16 routes that served to reduce the participation or achievement of disadvantaged young people in post-16 education and training:

- *Work-based training*: only just over half of those involved in what is called ‘other’ work-based training complete their training or gain a full or partial qualification.⁶³ A quarter to a half are no longer in a job after six months. Responses to the consultation also highlighted the short duration (13 weeks) of the ‘pre-vocational’ provision for those young people not ready for a course leading to a qualification; the lack of training and skills among trainers in dealing with challenging behaviour; and the incentive created by the output-related funding system to ‘cream’ the young people for whom least effort will be needed.⁶⁴
- *Further Education*: there are two issues here. First, funding has until recently not recognised the extra costs of working with disadvantaged young people. The funding methodology now does make such an allowance, and is being refined further in this respect. Second, in some FE Colleges, the proportion of those who stay

on their chosen course can be as low as 70 per cent, and, of those who complete, the proportion who achieve the qualification they set out for can be as little as 30 per cent.⁶⁵

- *Those in work without training:* the Government has introduced a right to time off for study or training. DfEE is working to a planning assumption of 50 per cent take-up by the cohort by 2001/02. However, there are a number of reasons for being sceptical about whether this goal will be achieved: the fact that young people must take the initiative in exercising their right; if a young person's request for time off is denied, the only redress is via an industrial tribunal, a daunting step for a young person to take; while DfEE have said both TECs and Careers Services will have a part to play in securing local delivery, no agency at the local level has any target or funding linked to achieving take-up.

(iv) *Insecure and incoherent funding*

5.18 It is striking how much of the most effective practice targeted on preventing non-participation and helping young people back into mainstream provision has been situated outside core institutional structures and funded, in whole or in part, by various public and voluntary funders on a project basis. This doubtless encourages a sharper focus on outcomes and reduces the risk of provision continuing where it is not needed. But the accompanying insecurity generates practical problems in terms of staff retention and the amount of management time and effort needed to make applications for funding.

Financial support to stay in post-16 education and training

5.19 Many respondents to the consultation exercise and those met on visits commented on how difficult and complex young people find the current system of financial support available to them, and how as a result they often struggle to support themselves while in education and training. The quotes below are typical.

"There are clearly financial pressures at work as the benefit system has developed over recent years with the aim of penalising those who disengage from work and training. This is complicated by the high cost of housing and the way in which Housing Benefit diminishes rapidly as young people start to earn wages. Quite often a poverty trap emerges, reminiscent of that which has been identified in the adult population."

Royal Borough of Kingston upon Thames, Children and Family Services

"I always check the Jobcentre adverts and use agencies, but they tend to muck you about, giving you a couple of days work and then nothing for weeks, which then mucks up your benefit entitlements. They generally offer poor wages, don't give advance warning about jobs and aren't really worth your while."

Young man in Wakefield, Wakefield Training and Enterprise Council

"The Benefits system still assumes that 16–18 year olds are not 'independent'. Whilst the link between the 1988 changes and youth homelessness may have been overstated, there is a need to look at the whole issue of financing young people who are not living at home. There are currently few incentives for young people to access training, and very few housing options open to them."

The London Connection

“You need money to support yourself. If you travel to Leeds, half your wage is gone on buses.”

Young woman in Wakefield, Wakefield Training and Enterprise Council

“Public transport is unreliable and expensive. TECs’ training provision is based on travel arrangements of journeys lasting one hour in each direction. This has made access to schemes difficult. Direct links across Teesside, for example, from east to west are complex and time-consuming which discourages young people from participating.”

Future Steps

5.20 The availability of financial support for young people is certainly extremely complex, as **Table 2** shows. A young person’s entitlement to state financial support varies according to their personal status (for example, whether they are a lone parent or disabled), what they are doing in education, training, or work, whether they are unemployed, and whether or not they are living at home. Money is paid through at least eight different routes by eight different agencies (with a ninth heavily involved) on behalf of two Government Departments. The system is so complex that someone has written a book of around 130 pages about it for young people and their advisers.⁶⁶

5.21 This generates anomalies and perverse effects, for example:

- a young person living at home and in full-time education receives no payment themselves, but, if entitled, their parents may receive £30.95 as part of their Income Support, paid by the Benefits Agency or, if eligible, they might be in receipt of a dependant’s allowance through income based Jobseeker’s Allowance;⁶⁷
- yet a young person in full-time training receives in their own right a training allowance of £39.50 (the minimum figure, more is paid in some areas), paid by the training provider on behalf of the TEC;
- a young person outside defined extremely vulnerable categories who is not working or training can generally only get help if they prove estrangement from their parents – even where their parents are very poor. There is a strong body of opinion which argues that this *causes or reinforces* estrangement;⁶⁸
- approaches to determining financial support vary between entitlement to benefit according to individual circumstances (Income Support for lone parents and young people with disabilities) to wholly discretionary payments from an FE access fund, according to criteria and levels of payment determined locally;⁶⁹
- administration practices and performance standards, for example on processing times, vary according to the source of income.

Table 2: 16–18s and Benefits					
					Special groups
	Still with parents	No longer with parents	Still in LA care	No longer in LA care	sick/disabled, parent or within 11 weeks of confinement, orphans
Full-time non-advanced study ¹	Not entitled (parents may receive Child Benefit and IS/HB) FE/School Access Fund	IS, subject to estrangement condition HB FE/School Access Fund	Not entitled FE/School Access Fund	IS, subject to estrangement condition HB FE/School Access Fund	IS HB FE/School Access Fund
Training	Training Allowance Parents may receive IS/HB	Training Allowance HB	Training Allowance	Training Allowance HB	Training Allowance & HB
Full-time work ²	Not entitled Parents may receive IS/HB	HB on low enough wage	Not entitled	HB on low enough wage	HB if qualified Disability Working Allowance if qualified
Not working/ part-time work/part-time study	Bridging Allowance ³ (first 8 weeks in between training schemes) Parents may receive Child Benefit and IS/HB	Bridging Allowance (first 8 weeks) Jobseeker's Allowance Severe Hardship Payment (usually depends on evidence of estrangement) HB subject to resources	Bridging Allowance (first 8 weeks)	Bridging Allowance (first 8 weeks) Jobseeker's Allowance Severe Hardship Payment (usually depends on evidence of estrangement) HB subject to resources	IS HB

Notes:

- 1 Complex definition. Generally means 16 hours + per week of 'guided learning' (if FEFC funded).
- 2 16 hours or more per week.
- 3 Bridging Allowance is £15 per week.

5.22 Consultation responses were particularly clear about the way the current availability of financial support for young people confuses the choices they make:

- the limited availability, and low levels of financial support, encourage young people to work, even in low-paid work with poor training or prospects, rather than staying in education;
- the administrative complexity and frequent delays in processing benefits lead to young people being left without money, and cause problems for housing providers and others working with young people, who have to carry the financial consequences.

5.23 The cost of transport to and from education and training was another issue repeatedly raised, especially in large metropolitan and rural areas where young people may have to travel considerable distances. This was also acknowledged in the work of the Lane Committee, which made proposals to DfEE in 1998 on effective student support in FE.⁷⁰ A recent study of participation in FE quoted travel costs as the biggest single item of expenditure, particularly for those aged 16–18.⁷¹

5.24 The 1985 Transport Act allows local authorities to make arrangements for concessionary travel for 16–18 year olds in full-time education. In London, London Regional Transport offer concessionary travel to all 16–17 year olds and students aged between 18 and 24. A DETR survey in 1995–96 indicated that schemes were run in four out of six metropolitan areas, but in only 24 per cent of other areas. Since then, there is anecdotal evidence that schemes have been cut back.

6. THOSE AT PARTICULAR RISK

6.1 The research quoted in Chapter 3 showed that the risk of non-participation is higher for young people if:

- their parents are poor or unemployed;
- they are members of certain minority ethnic groups;
- they are in particular circumstances which create barriers to participation:
 - (i) they are carers
 - (ii) they are teenage parents
 - (iii) they are homeless
 - (iv) they are or have been in care
 - (v) they have a learning difficulty
 - (vi) they have a disability
 - (vii) they have a mental illness
 - (viii) they misuse drugs or alcohol
 - (ix) they are involved in offending

Family poverty and unemployment

“For many young people the problem is the lack of a role model. Many come from families who have experienced three generations of unemployment and low aspirations.”

The Big Issue in the North

“The experience of long-term unemployment is widespread and well established. Attitudes towards unemployment have changed. There is, to some degree, a ‘culture of acceptance’ of unemployment; the idea of a ‘career’ in any traditional sense is seen as irrelevant. Young people are not thinking of ‘moving on’ or ‘going forward’.”

New Horizons

“What young person facing significant debt and pressure from peers is going to train and go through the NVQ barrier [...] for less in a week than they can earn on a Sunday shift at TESCO?”

Hertfordshire Careers Services Ltd

6.2 Consultation responses frequently mentioned two linked points (corresponding to the main factors emerging from the longitudinal research summarised in Chapter 3) about the importance of family background to non-participation:

- *being from a family with little or no history of work* (sometimes back to the third generation). This leads to pessimism about the prospects of achieving success in life through the formal education and training system, and thus to disengagement from learning in school and subsequently. It also deprives young people of one of the

main sources of understanding of the labour market, how to go about getting a job, and the pros and cons of different careers;

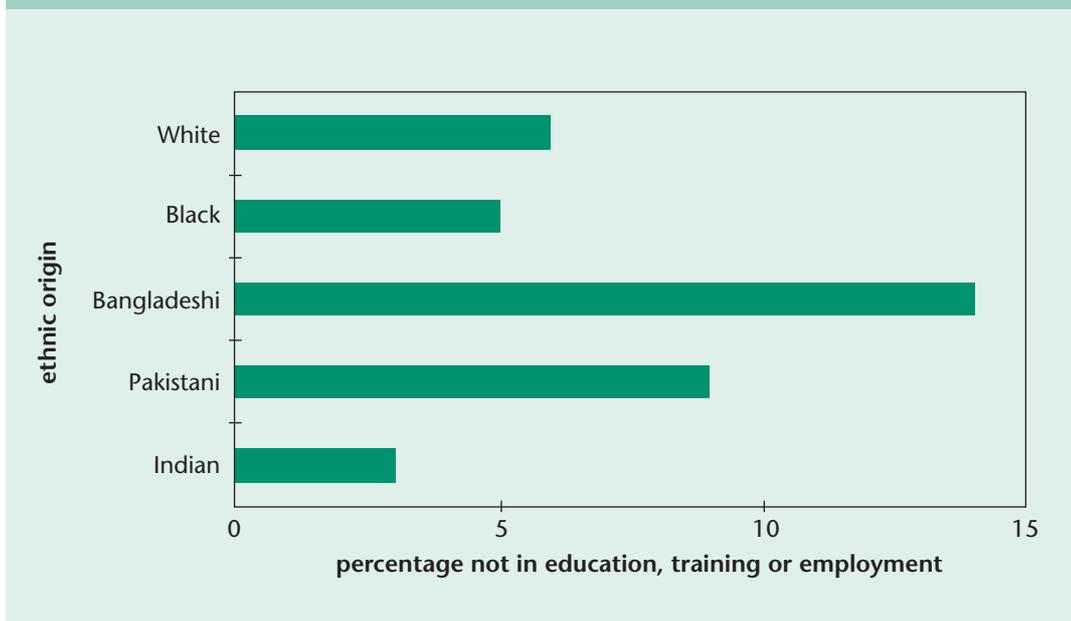
- *being from a very poor family.* This generates pressure to secure an income greater than that available from education and training by finding work as soon as possible. Since even poorly paid jobs with poor prospects (and little training) generate more income than staying in education, young people are encouraged to work at the expense of their future prospects. If, despite opting to look for work rather than staying in education, they do not find it, they may be forced to leave the family home.

6.3 These factors are borne out in the fact that 91 per cent of 16 year olds from managerial and professional families stay on in full-time education or government-supported training in England and Wales, compared to 61 per cent of those from unskilled families.

Young people from ethnic minorities

6.4 **Figure 16** shows the percentage of 16 year olds from different ethnic backgrounds who were not participating in education, training or employment in 1998. Pakistani and Bangladeshi young people are more likely than others not to participate in education, training or employment.

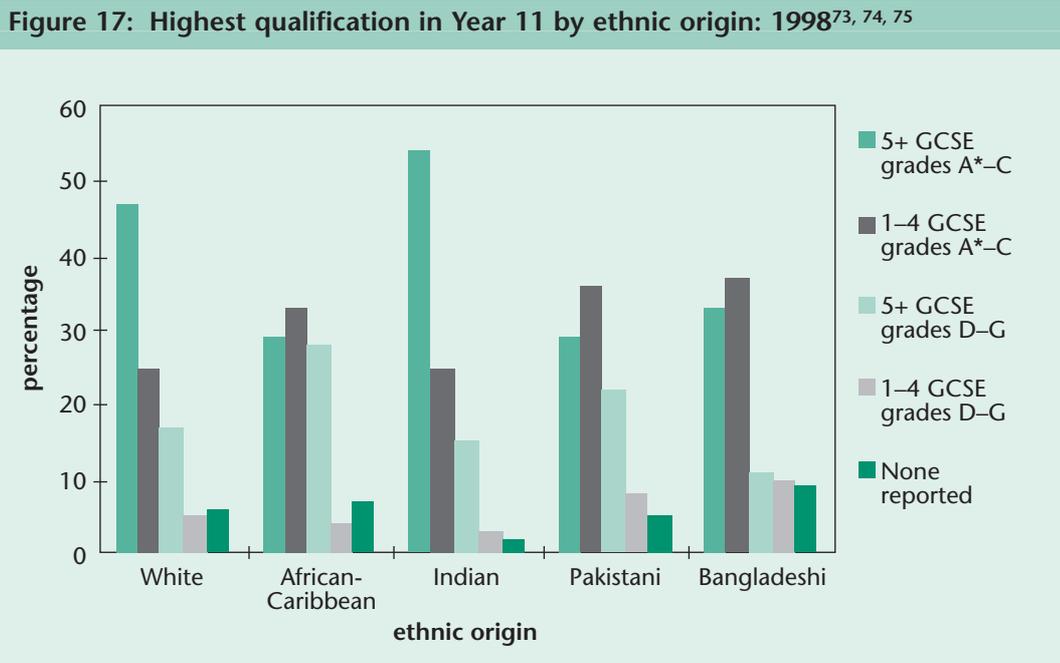
Figure 16: 16 year olds in 1998: Ethnic origin and non-participation in education, training or employment



Source: YCS cohort 9, sweep 1

Experience of school

6.5 The roots of non-participation, and the choices young people from ethnic minorities make post-16, can often be traced back to their experience of pre-16 education. Young people from some minority ethnic groups – African-Caribbean, Pakistani and Bangladeshi – are less likely to obtain the best GCSEs, as **Figure 17** shows. African-Caribbean pupils are also disproportionately likely to be excluded from school.⁷² Both of these are factors which are linked to later non-participation.



Source: YCS cohort 9, sweep 1

6.6 Educational underachievement among young people from certain ethnic minority groups remains a source of concern. The following box summarises some of the key findings from a recent OFSTED report.⁷⁶

OFSTED findings on ethnic minority attainment

While the attainment of minority ethnic groups as a whole is improving, there is cause for concern about:

- the performance of pupils of Bangladeshi and Pakistani origin in the early years of schooling, and their lower attainment of higher grade GCSEs;
- the performance of pupils of African-Caribbean origin in secondary school;
- Gypsy Traveller pupils;
- pupils from refugee communities.

The same report also found that there were shortcomings about the approaches of many schools:

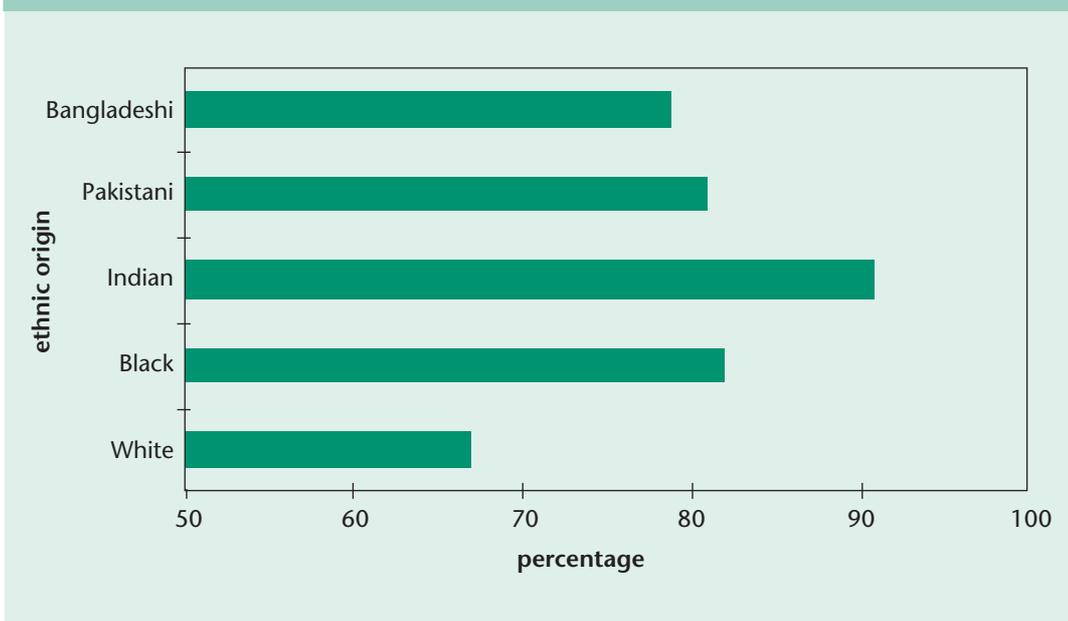
- at primary level, *“the use of ethnic monitoring as part of a school’s strategy for raising attainment has barely begun”*;
- while secondary schools are more likely to have attainment data *“few use this information as a key management tool for raising standards”*;
- *“very few schools review their curriculum and pastoral strategies to ensure they are sensitive to the ethnic groups in the school”*.

Fewer than a quarter of the 25 LEAs visited on the inspection have a clear strategy for raising minority ethnic attainment, and only a third monitor attainment comprehensively.

“In many LEAs there is uncertainty which verges on helplessness about what are effective strategies to improve attainment for some groups. There is, for instance, a worrying ignorance, generally, about how to raise the attainment of Black Caribbean boys.”

6.7 Yet young people from ethnic minorities are more likely to participate in *full-time education* after leaving school than their white counterparts. **Figure 18** shows the percentage of 16 year olds in full-time education by ethnic origin in 1998.

Figure 18: Percentage of 16 year olds in full-time education by ethnic origin, 1998



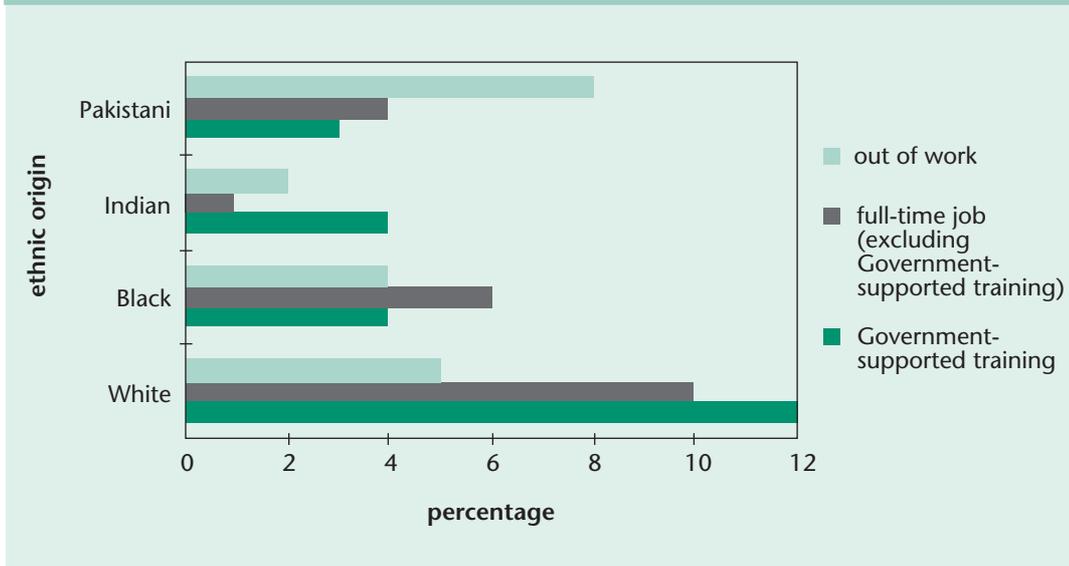
Source: YCS cohort 9, sweep 1

6.8 There are also clear differences between the further educational *institutions* at which young people from different ethnic backgrounds study. Young Black and Asian people (with the particular exception of young people of Indian origin) are much more likely to study at FE Colleges than in school sixth-forms if they are undertaking full-time education.⁷⁷

Access to work and training

6.9 Young people from ethnic minorities face additional and particular barriers in finding work. **Figure 19** shows the percentage of 16 year olds in full-time work, in Government-supported training and out of work by ethnic origin in 1998.

Figure 19: Percentage of 16 year olds in work, in Government-supported training and out of work by ethnic origin, 1998⁷⁸



Source: YCS cohort 9, sweep 1

6.10 Two fifths of 16 year olds from ethnic minorities not in full-time education were out of work in 1997, compared to one fifth of their white counterparts.⁷⁹ This does not improve with age: 13 per cent of men aged under 35 from ethnic minority backgrounds have spent more than a third of their lives since the age of 16 in unemployment, compared with just 7 per cent of young white men.⁸⁰

6.11 These young people may also have greater difficulty in obtaining training places: while there is little research, one study in South London showed that 75 per cent of those waiting for a place were black, though they made up only 40 per cent of the local 16–17 year old population.⁸¹ Training places are less likely to be with employers, and less likely to lead to employment. Young people from minority ethnic groups have particularly poor prospects of Modern Apprenticeships, the highest quality work-based provision. In 1997, only 3.4 per cent of Modern Apprentices were black, compared with a population benchmark of 8 per cent. Among large employers of Modern Apprentices, ethnic minority trainees were proportionately even fewer in construction, engineering manufacturing and the motor industry.⁸²

(i) Young people who are carers

6.12 In some family situations, young people have extensive caring responsibilities. These include caring for family members with disabilities or who are ill or looking after younger siblings for all or part of the day. For some, but by no means all, carers, these responsibilities clearly hinder attendance at school, college or training and hence the achievement of qualifications. In addition, as the National Strategy for Carers notes, carrying such responsibilities long term may contribute to low self-esteem and obstruct an effective transition to adulthood.⁸³ Some young carers often escape the attention of statutory services because by the nature of their responsibilities they spend much time at home, and they are not ‘creating problems’.

(ii) Teenage parents

6.13 The breakdown of non-participation in Chapter 3 showed that at any one time, something like a third of young women who are not in education, work or training are parents or carers. Many of these are likely to be teenage parents and, as shown in Chapter 4, a third of teenage parents were not in learning or work before they became parents. The Unit's report on Teenage Pregnancy⁸⁴ analyses the reasons why teenage parents find it hard to continue their education: possible exclusion during pregnancy; the interruption caused by the birth; lack of childcare for those who want to continue in education; and the stress of coping with young children. The report also draws attention to the many ways in which early parenthood is associated with poverty, lack of access to good quality work, and poor outcomes for children.

(iii) Homeless young people

6.14 It is obviously extremely difficult for young people to manage to sort out education, training, or work while they are homeless, and lack of income is often likely to lead to homelessness, whether from parental pressure to leave home, or inability to maintain an independent tenancy. It is no surprise, therefore, to find strong links between non-participation and homelessness and the consultation exercise and visits suggest that the causal connections work in both directions.

6.15 Of 513 16–18 year olds admitted to 14 Centrepunt projects between April 1997 and March 1998, 79 per cent were unemployed or long-term sick and disabled. A 1993 Government report on homelessness estimated that only a third of 16–17 year olds living in hostels or bed and breakfast accommodation were in education, employment or training. The rest were either unemployed, temporarily sick or waiting to take up a job.⁸⁵ A more recent survey of homelessness amongst young people in London also found that nearly two thirds were unemployed.⁸⁶ The Foyer Federation estimates that there are between 20,000 and 30,000 homeless 16–17 year olds in England. It can therefore be estimated that there are between 13,000 and 20,000 homeless 16–17 year olds who are also not in learning or work – up to 12 per cent of the total at any one time.

6.16 Homelessness is also associated with other factors linked to non-participation. The 1993 Government survey quoted above found that 44 per cent of the young homeless came from Black African, Black Caribbean and other ethnic groups. Two thirds had no qualifications, two out of five had previously lived in a children's home and a third had foster parents. Three quarters reported at least one health problem.

(iv) Looked-after young people and care leavers

6.17 Young people who are or have been looked after by a local authority are of course at the extreme end of the spectrum of family disadvantage. Fifty-one per cent of young people in a survey of 13,000 in leaving care projects were unemployed. Seventy-five per cent of care leavers have no academic qualifications of any kind, as against just over 6 per cent of the general population. Only between 12 per cent and 19 per cent go on to full-time

education after leaving school.⁸⁷ A care background is closely linked with a range of other factors affecting looked after young people:

- young black people form approximately 19 per cent of the looked after population, yet form only around 6 per cent of the general population;⁸⁸
- two thirds of those who left care in 1997 lived independently before they were 18 (compared with 13 per cent of other 16–18 year olds). Over 20 per cent are likely to become homeless at some stage in the two years after leaving care;
- there is also evidence that care-leavers are more likely than average to be depressed, to experience eating disorders, and to harm themselves – to the point of killing themselves or trying to do so. A survey of 179 young people leaving care identified 13 per cent as having special needs, with over half of this group having emotional and behavioural difficulties.⁸⁹

6.18 Respondents to the consultation exercise also singled out looked after young people as a group with particular obstacles to participation. Lack of family support, unsettled educational background with high risk of underachievement, and psychological and emotional problems were the main background factors quoted. Like other young people who find themselves outside a family setting soon after they are 16, those young people with a care background who have left care before they are 18 are also likely to experience the difficulties associated with living independently at an early age and usually on a very low income.

(v) Young people with learning difficulties

6.19 The number of pupils with statements of Special Educational Needs has been steadily rising in recent years. Currently, there are 250,000 pupils in schools with statements, which amounts to 3 per cent of the total school population, an increase of nearly 50 per cent since the early 1990s. Since children with statements of Special Educational Needs are six times more likely to be excluded from school⁹⁰ and are much more likely to leave school with no qualifications than others, it is very likely that young people with Special Educational Needs will be over-represented amongst the population of non-participants.

(vi) Young people with disabilities

6.20 For young people affected by disability, the risks of social exclusion are also compounded. About two fifths of disabled people of working age have no educational qualifications (compared with under a fifth of the non-disabled) and unemployment rates among disabled people are two and a half times those for non-disabled people. Cohort 9 of the YCS shows that 11 per cent of those reporting a disability or health problem were not in education, employment or training in the spring (1998) following completion of schooling, compared with 6 per cent of those not reporting a disability or health problem. Of 18 year olds surveyed in 1998, 25 per cent of those reporting a disability or health problem, compared with 12 per cent of those not, were either out of work, looking after home or family or doing 'something else'.

6.21 In addition to affecting a young person's access to educational opportunities, with some not being able to follow the course they want, the consultation responses picked out a number of other points related to disability:

- low expectations at schools, which contributes to poor qualifications;
- lack of understanding and discrimination by employers;
- physical barriers to accessing places of education and work; and
- the particularly difficult transition to adulthood, for both young people and their family members.

"Issues that can have a relatively minor effect on the perception of education, training and employment opportunities for non-disabled people, can be the determining factor for disabled people. These can include areas such as transport, housing and personal support. The lack of recognition of the importance of these areas can be a major reason why some disabled people have low aspirations, lack confidence and fail to utilise education, training and employment opportunities."

RADAR

"Many of the young people training on our Youth Training Schemes have multiple and complex needs, including those relating to physical disability, mental health, communication difficulties, severe/moderate learning disabilities, visual impairment and behaviour problems."

Barnardos

"There are many young people of this age group who, having a significant disability, whether it be cognitive or physical, will have, along with this disability, experienced being separated out (excluded) and treated differently and educated apart. This has an impact on their social networks, reinforcing their (perceived) position in society, often dislocating their social networks. These groups of people also struggle to access leisure, training or employment opportunities for a number of physical and attitudinal barriers."

City of Liverpool Social Services Unit

(vii) Young people with emotional and behavioural problems and mental illness

6.22 Research clearly shows that unemployed people are between two and three times more likely to experience a range of psychiatric problems and that unemployed young people experience higher levels of depression and psychiatric morbidity.⁹¹ A 1999 survey shows that about one fifth (21 per cent) of 16–18 year olds have experienced some type of mental health problem in their lives, the most common being depression, suicidal feelings and fear of open and closed spaces.⁹² Data from a 1995 survey⁹³ showed that about 9 per cent of 16–18 year olds in full-time education, training or employment in Great Britain suffered from neurotic disorders compared with 16 per cent of 16–18 year old non-participants. Similarly the 1999 survey mentioned above showed that 40 per cent of 16–18 year old non-participants reported a mental health problem compared with 19 per cent of participants.

6.23 The cost to society of mental health problems is considerable, with some 80 million working days being lost per year at an estimated annual cost to industry of £3.7 billion.⁹⁴

6.24 While few respondents to the consultation were in a position to make informed comments about this group of young people, issues cited included:

- a tendency for young people to fall through both psychiatric and social work nets, and to be deemed troublesome, unmanageable and unhelpful;
- education and training provision is seldom designed to meet their needs, for example the length of the day is too long, and staff are not trained to deal with their particular needs; and
- they may be prone to bullying.

“Often, [young people with mental health problems] want to participate but are unable to maintain full-time commitments. For some, even part-time is too much. The emotional difficulties they have experienced means that often their level of maturity has been hindered and their behaviour can be erratic.”

Centrepoint

“Each year, around 10,000 to 13,000 young people are educated in special schools for emotional and behavioural difficulties. [...] This enforced segregation from mainstream life propels these young people further to the margins of their communities, making participation in the mainstream even more difficult to achieve.”

Include

(viii) Young people involved with misuse of drugs and alcohol

6.25 Despite the limitations of information on illegal drug use, it is widely acknowledged that drug use is most prevalent amongst young people, increasing markedly after the age of 14 or 15.⁹⁵ Recently, evidence has emerged which suggests a surge in heroin use among young people,⁹⁶ but it is not known to what extent young people are engaged in illegal drug markets as an alternative source of income.

6.26 Although information on drug use by non-participants is also limited, data from the 1999 Youth Lifestyles Survey shows that nearly three quarters (71 per cent) of non-participants aged 16–18 have used drugs at some point in their lives, compared with just under half (47 per cent) of participants.⁹⁷ Male non-participants are more likely to use drugs than females (77 per cent compared to 65 per cent). The box overleaf illustrates the links between drug use and factors closely associated with post-16 non-participation.

Illegal drug use and truancy⁹⁸ and school exclusion:⁹⁹ truants are twice as likely to have tried solvents or illicit drugs and three times more likely to have tried hard drugs as non-truants. Evidence from one study shows that over three quarters (78 per cent) of a sample of children permanently excluded from school had used illegal drugs at some point in their lives, with over one third (38 per cent) having used drugs other than cannabis. Nine per cent had used cocaine and 5 per cent crack cocaine.

Drug use and emotional and behavioural difficulties: children attending EBD schools are four times more likely to use illicit drugs than other school children.

Drug use and homelessness: one study of drug taking amongst the young homeless in Inner London found that 88 per cent had used illicit drugs, twice the rate for the non-homeless living in inner cities.

6.27 Information on *serious* drug misuse is also limited, however the 1995 Morbidity Survey found that whereas about 3 per cent of 16–18 year old participants were dependent on drugs, over 10 per cent of non-participants were found to be drug dependent.¹⁰⁰ The same survey also found that about 13 per cent of non-participants were dependent on alcohol, compared with 5 per cent of participants. Forty-two per cent of 16–18s referred to the drug arrest referral scheme in County Durham between April 1997 and January 1999 were non-participants.

(ix) Young offenders

6.28 Responses to the consultation exercise frequently mentioned offending. In many cases, the lifestyle and income available through criminal activity, especially dealing in drugs, may appear far more attractive than any legitimate alternative. The criminal record which offending often leads to is, of course, frequently a barrier to obtaining employment.

6.29 Offending and non-participation are strongly associated. Seventy-five per cent of males aged 16–17 who are charged and appear before the Youth Court are not in education, employment or training.¹⁰¹ In Portsmouth, 80 per cent of young offenders who appear before the Court have been unemployed for more than six months and 20 per cent have never worked.

6.30 By the age of 18, one in every hundred young men will have experienced some time in custody (on remand or sentenced) and in the last five years the custodial population for 15–17 year olds has increased by 55 per cent, from 1,526 to 2,370. There is serious concern about their level of education and training. A study of 100 aged 15–17 juveniles sent to custody found that 73 per cent had left school before 16, 55 per cent had been expelled from school, 42 per cent had been regular truants, 80 per cent had no qualifications and 60 per cent had never been employed in any capacity.¹⁰² Levels of literacy and numeracy are very poor with nearly two thirds of young offenders sent to custody at NVQ Level 1 or below for reading and more than three quarters at NVQ Level 1 or below for writing and numeracy.¹⁰³ At one Young Offender Institution (Wetherby) less than one in five juveniles (those aged 15–17) have acquired the basic skills required to read and only one in ten the basic skills necessary to write. There is some evidence that poor levels of literacy in young offenders are linked to a disproportionately high incidence of previously unidentified specific learning difficulties associated with dyslexia.

6.31 According to Her Majesty's Inspectorate of Prisons Thematic Review of Young Prisoners and their most recent Annual Report, a range of improvements to tackle the educational and training deficits of young prisoners are needed.¹⁰⁴ These include:

- proper accreditation and flexible application of the core curriculum;
- more, and more consistent, quality and quantity of careers and employment advice;
- more thorough preparation for release, including better collaboration with services in offenders' home areas;
- obtaining from other services better information at the beginning of the sentence (especially on special needs, including dyslexia);
- improved training of prison officers who deal with young persons (ie 15–17 year olds);
- greater focus on outcomes than on inputs;
- improved co-ordination and continuity with supervising services in the community;
- improving remuneration to avoid financial disincentives to participation in education.

6.32 The Prison Service has developed a new policy framework for prison education, which is consistent with the Government's wider priorities of improving basic skills, including literacy and numeracy. Money allocated by the Comprehensive Spending Review is being used to restore funding for educational provision and the recent Annual Report of HM Chief Inspector of Prisons recommends that all establishments (not just those holding young offenders) should provide education and training plans.

6.33 Currently, young offenders under the age of 16 need only be provided with 15 hours of education and training a week. This means that young people with needs almost certain to be considerably greater than those in mainstream education are offered considerably fewer hours of education.

7. THE INSTITUTIONAL LANDSCAPE AND POLICY CONTEXT

7.1 Any action for change needs to be set against a broader understanding of the institutional landscape and the policy context as it has developed since 1997.

Institutions

7.2 One factor is the large number of different agencies and institutions involved in the education and broader welfare of young people in the 16–18 period and before.

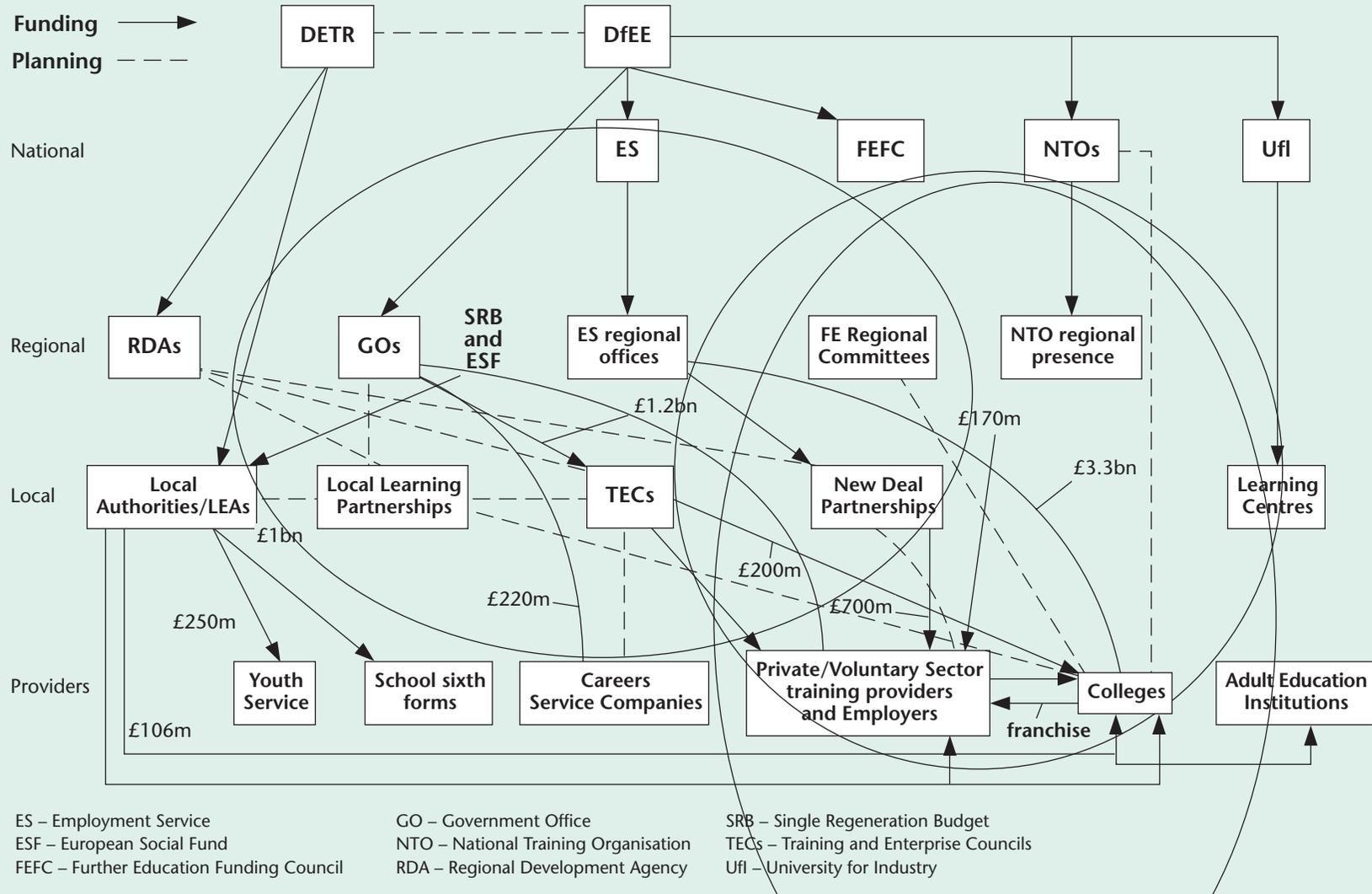
7.3 Schools, FE colleges and training providers naturally dominate the field, but as **Table 3** below shows, there is a range of other statutory agencies which exist to provide different kinds of support – whether generalised educational and vocational, or more specialised for young people with particular problems and needs.

Table 3: Statutory agencies providing support to young people pre and post-16		
Agency	Status	Role
Educational/vocational support		
Education Welfare	Local authority service	Advice, guidance and enforcement of parental responsibilities towards educating children of compulsory school age, including regular attendance at school
Educational Psychology Service	Local authority service	Applying psychological principles to educational and community settings concerned in a child's development pre- and post-16, including psychological assessment of their learning and developmental needs and appropriate intervention strategies to address these
Careers Companies	Companies operating under contract to DfEE	Advice pre-16 on post-16 options. Advice and referral to post-16 options
Youth Service	(a) 'the statutory Youth Service' – part of local authorities (b) voluntary sector youth organisations	Advice, guidance and planned personal and social education for young people, delivered through a variety of activities (some recreational)
TECs	Companies operating under contract to DfEE	Some TECs not only commission training from providers and placements with employers, but offer advice to young people

Table 3 continued		
Agency	Status	Role
Specialised Support		
Employment Service	DfEE Agency	Help with job search. Assessment for payment of Jobseeker's Allowance
Benefits Agency	DSS Agency	Assessment for payment of Income Support, Disability benefits etc
Housing Benefit Departments	LA departments	Assessment for payment of Housing Benefit
Social landlords	LAs, Housing Associations, Voluntary sector	Provision of housing
Youth Offending Teams	LA, police, probation and NHS	Work with young offenders (and preventive role)
Health Services	GPs, NHS Trusts, other services funded by health authorities	General and specialised health services
Drug Action Teams	Non-statutory partnerships	Co-ordinate action against illegal drugs
Social Services	LA departments	Services for children in need, including looked-after children and care-leavers, their families and child protection
Prison Service	Home Office Agency	Secure facilities for remanded and convicted young people

7.4 Another way of looking at some of this is in the diagram overleaf, which shows the current range of planning and management relationships. The Government's White Paper *Learning to Succeed*, published on 30 June, proposes significant changes to this structure, in particular bringing together the funding and planning of education and training, and the establishment of a new youth support service.

Education and Training System for 16–18 year olds



Funding

7.5 Aside from the mainstream core funding provided for the services listed above, much work with young people is funded on a project basis, from statutory and European sources. **Table 4** below gives an idea of the variety of sources and examples of what they fund. Despite such an apparent range of initiatives, however, a considerable body of evidence indicates that the benefits of urban policy initiatives, particularly those implemented prior to 1994, have failed to trickle down to disadvantaged groups, particularly black and ethnic minority communities.¹⁰⁵ The voluntary sector, whether or not supported by statutory funding streams, also provides a diverse range of services to young people, including the most disadvantaged. These include provision of recreation and outdoor activities and drop-in advice centres providing advice and services to young people, including those with particular health problems or disabilities.

Table 4: Projects working with young people pre and post-16	
Source	Examples
Statutory	
Single Regeneration Budget	<i>Sandwell Youth Forum</i> : giving young people a chance to participate effectively in their community and allowing their views to be represented when key local decisions are made; <i>West Midlands Industrial Club</i> : bringing together young people and the private sector, seeking to motivate the former to take up careers in the engineering and related industries in the region.
European	
European Social Fund	<i>New Horizons, Durham</i> : an action research project, specifically seeking to address the needs and aspirations of 16–18 year olds through group and arts activities; <i>Moving on, Bradford and Keighley</i> : project aimed at supporting looked-after young people, care-leavers and young offenders into education, employment or training; <i>Careerlink, Nottingham</i> : undertakes assessments of problems with basic numeracy and literacy, providing access to appropriate training and work placements.
Youth Start	<i>ADMOVE, Kingston upon Thames</i> : providing final year integrated education and work experience for excluded Year 11 pupils; an outreach service for 16–20 year olds especially care-leavers and those living alone; opportunities to influence local employers into recruiting more young people from disadvantaged groups; <i>Careers Workout, Sheffield</i> : series of projects aimed respectively at non-attenders at school; young offenders; a community group from a disadvantaged area. Used focus groups and other activities to increase confidence and self-esteem.
National Lottery	
National Lottery Charities Board	<i>Base 51, Nottingham</i> : a drop-in health centre for disaffected young people, providing health services, counselling, advice and activities, and a café.
Voluntary	
Community Action	<i>Wilder Park Cottage, North Devon</i> : safe accommodation for young people 'at risk', providing shelter, support, counselling, advice and information.
42nd Street	<i>42nd Street, Manchester</i> : mental health project, combining mental health practice and youth work.
Fairbridge	<i>Learn to Earn, Glasgow, London, Cardiff, Merseyside</i> : pilot work-based skills project in four areas, aiming to give young people the opportunity to experience the world of work. Participants are given seed capital to invest and use their own business as a learning experience during the course of the programme.

7.6 This pattern of provision has many strengths and includes many examples of good practice. But many of those the Unit consulted made clear their view that agencies and initiatives tended to be unco-ordinated so that young people could easily fall through the cracks, that there was too little local and national strategy and no clear 'ownership' of the fate of those most in need, and that many of the best projects had short-term and fragile funding.

Main developments since the Election

7.7 Since the Election, there have been a number of developments affecting the landscape outlined above, notably:

- under the *Investing in Young People Strategy* (further developed in the recent White Paper *Learning to Succeed* under the name *ConneXions*), a range of measures, implemented or forthcoming, seeking to achieve the four key aims outlined in the box opposite;
- the *National Learning Targets* for 2002 include the attainment by 85 per cent of 19-year olds of a 'Level 2' qualification¹⁰⁶ and by 60 per cent of 21-year olds of a 'Level 3' qualification;
- changes to the *funding methodology for FE Colleges*, in particular the introduction of a 'widening participation factor' to encourage colleges to provide courses for disadvantaged groups;
- provision, in the Comprehensive Spending Review, for *additional funding for and expansion of further education provision*;
- the creation of *lifelong learning partnerships* to support improved levels of participation and achievement;
- development of the *University for Industry* to promote lifelong learning;
- integrating *basic skills* screening and provision into Investing in Young People and the New Deal for 18–24 year olds. DfEE is drawing up a national strategy on post-school basic skills following the report earlier this year of the Working Group chaired by Sir Claus Moser;¹⁰⁷
- the introduction of a *neighbourhood support fund*, following the Unit's report on neighbourhood renewal, to target those who have dropped out of education or training, or are in danger of doing so;
- reforms to the *youth justice system*, notably the introduction of Youth Offending Teams;
- funding, through the *Family Support Grant* programme, for voluntary organisations working with boys, young men and fathers;
- improvements in the care of *looked-after 16–18 year olds living in and leaving care*, as part of the Government's response to the Utting review;
- improvements in the *management and delivery of children's social services* through the Quality Protects programme, aiming to ensure that looked-after children and children in need gain maximum life chance benefits;
- improvements in arrangements for *young carers*, as part of the Government's wider National Strategy for Carers;
- as part of the Government's refocusing of *National Lottery spending*, an increased emphasis on children and young people, and disadvantaged communities.

Investing in Young People/ConneXions

Outreach and personal support

A range of measures to keep track of young people moving on from compulsory education at 16, offering support and guidance, especially to the most disadvantaged. These include:

- the extension of the New Start initiative to all parts of England, including funding over 60 pilot projects to identify innovative ways of tackling disaffection among 14–17 year olds;
- the introduction of a Learning Card to make young people aware of their entitlement to education and training, and improve the quality of the options available;
- refocusing the Careers Service towards those with the most need;
- measures to combat truancy and exclusion from school;
- giving all 16 and 17 year olds without Level 2 qualification the right to paid time off work for study or training (September 1999);
- a new 'Learning Gateway' for those not ready to access Level 2 learning, including personal advisers/advocates for those who need them (September 1999);
- auditing the Youth Service.

Improved curriculum and range of qualifications

Measures targeted at the significant minority of young people achieving no qualifications by the end of their eleven school years. These include:

- Education Action Zones, testing new approaches to tackling disaffection;
- possibility of disapplication of elements of Key Stage 4 in favour of work-based training for all those who would benefit, particularly those getting least out of the curriculum;
- more flexible 14–16 curriculum generally, with provision in Further Education and with employers;
- expanding National Traineeships (Summer 1999);
- making GNVQ Part 1 nationally available as a vocational option for 14–16 year olds (September 1999);
- implementing the Review of the National Curriculum, including 'citizenship' teaching (September 2000);
- new basic skills qualifications being developed for 16–17 year olds (September 2000).

Improved standards of delivery

Measures to ensure higher standards in education are central to current government policy. The National Literacy and Numeracy strategies and the Sure Start programme for pre-school age children will contribute to raising standards, as will:

- Schools Standards programme;
- new inspection system for work-based training;
- harmonisation of best practice from all standards programmes, including benchmarking and target setting;
- Further Education Standards programme.

Financial support for those who need it most

Some students have financial barriers to continuing in education. Measures to overcome this include:

- FE Access Funds targeted to increase retention and achievement of 16–19 year olds;
- Education Maintenance Allowances being piloted in priority areas (September 1999);
- Minimum Training Allowances raised nationally (September 1999).

7.8 On 30 June, the Government published its White Paper on post-16 learning *Learning to Succeed: a New Framework for Post-16 Learning* (Cm 4392). The main proposals in it of relevance to this report are:

- bringing together the funding of further education and work-based training, currently funded through the Further Education Funding Council and TECs respectively, into a single new *Learning and Skills Council for England*;
- the new Council will operate through *Local Learning and Skills Councils* which will plan and co-ordinate provision locally;
- the introduction of a new *youth support service* to create a comprehensive structure for advice and support for all young people beyond 13, improving the coherence of what is currently provided through organisations such as the careers service, parts of the youth service and a range of other specialist agencies. The new service would present a step-change in the way this support is provided to young people, ensuring a smooth transition at 16 from compulsory schooling to post-16 learning. Chapter 10 sets out ideas on the new service in more detail.

THE WAY AHEAD

8. EDUCATION, TRAINING AND WORK

8.1 The approach set out in this report contains four main elements:

- (i) *a clear outcome to aim for by 19* – it needs more working up, but we refer to it in this report as ‘graduation’;
- (ii) *a variety of pathways to ‘graduation’* which suit the needs of all young people;
- (iii) *building on the forthcoming EMA pilots to engage the most disadvantaged groups, and a youth card* to assist with transport and other costs;
- (iv) *developing a new multi-skill support service, working with all young people, but giving priority to those most at risk of underachievement and disaffection, to support them through the educational and other changes they go through between the ages of 13 and 19.*

8.2 This Chapter looks at ‘graduation’ and the education and training processes leading to it, both for under 16s in school and for 16–18s. Chapter 9 looks at extending the EMA pilots and at the youth card. Chapter 10 sets out ideas about the support service in more depth and Chapter 11 looks at how the support service and other sources of support and advice for specific groups of disadvantaged young people can work together.

(i) A clear high quality goal – graduation

8.3 Chapter 5 pointed out how the variety of learning routes for 16–18s carried with it a lack of a clear unifying theme, and resulted in a strongly perceived status for different routes. For the less academic tracks, there is also often no clear signal of recognition such as is provided by success in A levels and entry to higher education. This and the lack of an overarching goal emphasise the status divide. In addition, NVQs and other very specific occupational qualifications are often the only post-16 qualifications – if any – obtained by young people on less academic tracks. Yet they do not provide young people and employers with recognition of attainment of key skills, unless these skills have been attained through additional certification in government-supported training programmes.

Action 1

The Government will ask the Qualifications and Curriculum Authority (QCA) to develop and consult on options for a common objective obtainable by all young people, which encourages participation in learning beyond 16 and achievement to at least Level 2 standard. It would need to be flexible enough to recognise different styles and levels of learning, but credible to young people, 19-plus learning providers and employers as recognition for what has been achieved. It is termed ‘graduation’ in this report.

8.4 The following box sets out one possible design. There are very many ways in which the concept and its detailed components could be developed – this is purely by way of example.

What might graduation involve?

On one possible design, the graduation certificate would require achievement to a Level 2 standard and could record achievement or activity in the following four areas:

Qualifications (and units of qualifications)

The certificate would record achievement to at least Level 2 in formal qualifications.

Key skills

The certificate could record attainment at Level 2 and above in the key skills of communication, application of number and information technology.

Curriculum enrichment and community participation

The certificate could record demonstrable achievement in activity in areas drawn from a menu of options. This menu would constitute a core from which all young people would have to choose, thereby combining the notions of choice and obligation. The menu could include areas of activity and achievement such as citizenship/volunteering, sports, the arts, general studies, and experience and skills gained through work. The menu would be customised in order fully to engage not only young people in full-time education, but those in work-based training, jobs without training and those outside learning.

Personal development and achievement

The certificate could include a record of personal development and achievement, harnessing some of the features of the National Record of Achievement (Progress File). It would have to be created and sustained with the ongoing support of a mentor, for example from the new youth support service and/or an academic tutor. This would ensure that a young person's involvement in work towards the certificate would be underpinned by quality support for all young people, but would have particular relevance for the most vulnerable groups.

8.5 Such a design:

- places emphasis on achieving at least Level 2 standard and requires attainment in GCSEs, NVQs (or equivalent);
- incorporates the development of the new Key Skills qualification designed predominantly for 16–19 year olds and due to be introduced in 2000;
- permits a variety of approaches to obtaining it including the opportunity for those beyond their teenage years to achieve the certificate at later stages in their lives;
- offers recognition for community and citizenship activities, arts and sports, in line with Government policy.

8.6 The Government will ask the QCA to explore and consult on the concept of graduation. Chapter 12 says how this will be taken forward. Among the issues QCA will need to take into account are:

- the usefulness and credibility of different options for young people on different learning tracks, for education and training providers, and employers;

- experience in other countries, notably North America;
- the need to avoid unintended *negative* consequences for young people on any type of learning track;
- mechanisms for people who cannot achieve graduation by 19 to obtain equivalent recognition subsequently.

(ii) Pathways to graduation

8.7 The process leading to graduation starts *before* 16 in school and continues through the options available post-16. What follows looks at each age range in turn, and then at young people with special needs, where themes extend through the age range.

a. Education in school pre-16

8.8 The approach at this stage contains two main themes:

- (i) greater choice at Key Stage 4;
- (ii) teaching approaches which work for disadvantaged young people.

(i) Greater choice at Key Stage 4

8.9 The Government's policy is already to open up alternative approaches to learning at Key Stage 4. Schools can disapply some parts of the National Curriculum for individuals or groups of pupils in specific circumstances. Clearly there need to be safeguards as to the resultant quality and status of education provision, and the alternative provision made can be scrutinised as part of the OFSTED inspection process. Schools can also offer work-based approaches to learning, often with partners; and the Part I GNVQ is now available as an alternative qualification (and counts as two GCSEs for league table purposes). The PIEL Project in Durham, highlighted in Annex D, shows one example of how this works in practice.

The National Curriculum Review

The National Curriculum Review is exploring how to increase flexibilities within the current arrangements for disapplication, to allow a greater focus on work-related learning, through:

- raising awareness of the possibilities which exist and of good practice and exploring whether the use of the Regulations can be made easier;
- reviewing the range of vocational qualifications available for use by 14–16 year olds;
- reducing the level of prescription of proposed programmes of study and encouraging the development of more vocationally oriented courses;
- investigating the demand for adapting the Regulations for other purposes, for example, for particularly gifted pupils or to allow greater specialisation;
- investigating the demand for allowing schools to suspend the programmes of study in science, modern foreign languages or design and technology so as to permit courses leading to a wider range of qualifications than those currently available.

8.10 Such approaches are not cost-free for schools. If, for example, young people are removed from a standard class and given specialised provision in an FE College, there is no saving for the school in teaching time and there is a cost to securing the alternative provision.

Action 2

The DfEE is making substantial resources available for school inclusion, and the expansion of alternative approaches to learning at Key Stage 4 will continue to be a priority within DfEE's Delegated Expenditure Limit, with appropriate safeguards on the quality and status of education provision.

(ii) Teaching approaches

8.11 Chapter 5 commented on the widespread complaint from disadvantaged young people that many teachers' approaches and attitudes fail to maintain their interest and engagement in education.

8.12 It is striking that most classroom teachers do not have access to specific training in effective approaches to teaching disadvantaged young people, even in schools where they are concentrated. This contrasts with the specialist training for special needs teachers and other 'specialists'.

Action 3

The Teacher Training Agency will:

- incorporate in initial teacher training material on the factors involved in social and economic disadvantage, and effective approaches to engaging all disadvantaged young people, taking into account the specific pressures faced by young men and young women;
- ensure that initial and in-service teacher training build on work currently being undertaken on raising the achievement of ethnic minority pupils and improving initial teacher training standards;
- ensure that opportunities for developing and recognising excellence in the teaching of disadvantaged pupils are included in the new professional framework currently being established.

(b) Education and training post-16

8.13 The Government's White Paper *Learning to Succeed* sets out a new institutional and funding structure in which a new Learning and Skills Council for England will have responsibility for funding further education and training, currently separately the responsibility of the Further Education Funding Council (FEFC) and TECs respectively. The Council will work through Local Learning and Skills Councils which will plan and co-ordinate the delivery of post-16 learning locally.

8.14 Within this framework, the Government's approach to education and training for disadvantaged young people contains four main elements:

- (i) embedding a clear set of *principles* on how to work effectively with disadvantaged young people into funding methodologies, inspection and training;
- (ii) *building on the right to time off for study* for young people who do not wish to remain in full-time education and training, despite the extra help and incentives implementation of this report will bring;
- (iii) improving the design of the funding methodology so that it *makes more effective provision for the most disadvantaged*;
- (iv) ensuring that the funding methodology for the new Learning and Skills Council gives specific recognition to *students and trainees with formally identified Special Needs*.

(i) Principles for effective working

8.15 A number of key principles for effective education and training for disadvantaged 16–18 year olds can be drawn from the Unit's consultation responses and from research:¹⁰⁸

- effective **pre-vocational support**: eg to build basic and key skills, and help with personal problems;
- **tailoring schemes to local and individual needs**: for example working with the grain of local cultures and allowing modular approaches which mean that a temporary break in learning does not mean going back to the beginning;

- **funding mechanisms** which are **flexible and responsive** to the special needs of disadvantaged young people;
- **tutors and trainers able to build up a rapport** with the young people on whom their course is targeted;
- **good quality work placements** with clear learning objectives, with sympathetic employers who are alert to the support needs of individuals.

8.16 Annex E contains fuller descriptions of these principles. The examples of the Lewisham Further Education College and the EMTA, Cleveland Training Centre in Annex D show how these approaches are already working successfully in particular localities.

Action 4

These principles of best practice are put forward as a starting point for debate. DfEE will, taking account of these principles and reactions to them:

- develop a set of key principles for effective working with disadvantaged 16–18s, in consultation with professionals working with young people and testing them through qualitative research with young people themselves;
- require OFSTED, the new Learning and Skills Council and the Training Inspectorate to ensure these key principles are being implemented effectively by education and training providers;
- in establishing the funding methodology of the new Learning and Skills Council, ensure it gives credit for provision which meets these principles.

(ii) *Right to time off for study – making it an effective learning option*

8.17 The proposals in this report are designed to help increase the number of young people in education and training. However, work is likely to remain an attractive option for some disadvantaged young people. And for them, some study or training, even if only on a part-time basis, is much better than none at all. Employees aged 16–17 who achieved few if any qualifications whilst at school, need to be encouraged to take advantage of the new right to study or train for approved qualifications, with the support of their employer. As part of the Government’s wider approach to boosting participation in learning, this is likely to require a co-ordinated and focused effort to minimise the numbers eligible for the right but not taking it up.

Action 5

DfEE will produce proposals for increasing the attractiveness of the right to time off for young people and employers to participate. Ideas for consideration will include promoting the development of tailored packages of education and training.

DfEE will seek to manage over time close to zero the percentage eligible for, but not taking up, the right, with milestones of 50 per cent not taking it up by 2001/02 and 25 per cent by 2004/05.

DfEE will set Local Learning Partnerships targets for reducing the numbers eligible but not taking up the right from the 2000–01 academic year.

Once established, the lead bodies for the new advice and support service in each area (see Chapter 10) will also have targets for reducing the numbers eligible for, but not taking up, the right.

DfEE will review progress on the percentage taking up the right in autumn 2000, after the right has been in force for a year.

(iii) *Greater incentives to engage the most disadvantaged*

8.18 Following the Kennedy Report,¹⁰⁹ the FEFC has revised the funding methodology for further education, most importantly by introducing a 'widening participation factor' which provides extra funding for students from postcode areas of high disadvantage. There is widespread recognition that methodology taking account of *individual* factors (notably previous educational underachievement) would be more effective.

Action 6

The FEFC is considering responses to its consultation on how its funding system could further address areas of disadvantage, focusing as far as possible on individuals. A more precisely calibrated incentive will be a key element in the funding methodology for the Learning and Skills Council. The funding methodology will also be designed so that, so far as possible, effective approaches to provision for the most disadvantaged need not depend on one-off or discretionary project funding.

(iv) *Young people with Special Needs*

8.19 Earlier Chapters showed that that young people with Special Educational Needs, for example dyslexia, are disproportionately likely to experience difficulties in post-16 participation. DfEE are currently reviewing the Code of Practice on Special Educational Needs, with a view to strengthening what it says about transition planning.

8.20 The FE funding methodology does encourage provision which meets Special Educational Needs. There is, however, no equivalent 'premium' for work-based training for those with Special Needs. While some changes have been made to the operational and funding arrangements for TECs,¹¹⁰ the strongly output-related funding methodology for work-based training is likely to discourage providers from working with young people with Special Educational Needs, who may need much more help and attention to achieve the results sought.

8.21 The introduction of Learning Mentors under the Excellence in Cities proposals, and the new advice and support service set out more fully in Chapter 10 should further improve the identification of Special Needs and the transfer of knowledge about individuals between learning providers. But the funding methodology should support this too.

Action 7

The funding methodology for the Learning and Skills Council will give specific recognition to students and trainees with formally identified Special Needs.

9. FINANCIAL INCENTIVES

9.1 This Chapter is about:

- financial support for individuals in full-time learning;
- a new single youth card to further incentivise young people.

Financial support for individuals

9.2 Chapter 6 suggested that there are significant drawbacks to the current system of financial support for 16–18 year olds:

- it provides insufficient incentives for disadvantaged young people to participate in learning, as opposed to taking work;
- there are many different sources of support, administered by different organisations according to different rules.

9.3 Following research that shows that young people from low income families are less likely to remain in learning post-16, the Government is starting to address these issues through its pilots of Educational Maintenance Allowances (EMAs), starting in autumn 1999 and due to run for three years.

Education Maintenance Allowance (EMA) pilots

EMAs will be piloted in 15 local education authority areas from September 1999. The purpose of the pilots is to test the extent to which different elements of a financial support and incentive package, targeted at young people from low income families, makes a difference to young people's participation and achievement rates.

Eligibility will be dependent on the young person's family income levels, with the full EMA being payable where the family's total taxable income is less than £13,000, and a tapered amount for incomes between £13,000 and £30,000 (except in the London pilots where the upper limit is £20,000). Young people will also have to adhere to the terms of a Learning Agreement or payment may be withheld. This will normally involve full-time learning in school or FE college. Additional bonuses will be payable for retention and achievement.

Four different variants are being piloted:

- £30 per week plus a £50/£50 (retention/achievement) bonus – Cornwall, Greenwich (targeted), Lambeth (targeted), Leeds (targeted), Lewisham (targeted), Middlesbrough, Southampton, Southwark (targeted), Walsall;
- £40 per week plus a £50/£50 bonus – Nottingham, Oldham;
- £30 per week to the parent plus a £50/£50 bonus – Bolton, Doncaster;
- £30 per week plus a £80/£140 bonus – Gateshead, Stoke on Trent.

Evaluation of the pilots will look at the impact of different elements of the EMA and other sources of income on young people's participation and achievement. It will provide more detailed qualitative research on income and expenditure and how much young people get from their families. It will also consider specific issues such as the impact of high transport costs (a particular issue in rural areas such as Cornwall). The impact of the Learning Agreement on young people's activity will provide valuable experience.

- 9.4 EMAs have the potential to make a major improvement in participation in full-time education and were very widely welcomed by those consulted. The only other additional action at this stage, on the basis of analysis of the most at-risk groups, is to ensure that the pilot models of EMA are flexible enough to engage more disadvantaged groups, who have more serious personal problems to overcome or who might not be able to be in learning full time.

Action 8

The Government will therefore establish an additional set of small-scale pilots along EMA principles, starting in 2000 so they sit alongside the second cohort of the pilots currently planned.

These will test out the additional support that might be required by the following groups:

- young people who are *homeless*;
- young people with *disabilities*.

The Government will also test out innovative approaches to providing additional help with *transport* costs (eg discount schemes) for young people in all kinds of learning, including work-based training. For those in full-time education, these will include a variant of EMA pilots focusing on transport, particularly for young people living in areas with poor public transport provision.

These will be in addition to the recent decision to explore, within the existing EMA pilot timetable, how the study programme and attendance requirements set out in the learning agreement can take account of the particular needs of *teenage parents*.¹¹¹

Action 9

Longer term, when the Government is due to make decisions on the basis of all of the EMA pilots, there will be an issue about the case for and against wider rationalisation to make a coherent framework out of EMAs and the other financial support systems for those in work-based training, those out of work and learning, and for lone parents and sick and disabled young people, including the scope for rewards, in cash or kind, for those achieving graduation. Given the complexity of the issue, exploratory policy work needs to start before the pilots have run their course. This should be pursued as part of the follow-up to this report.

These ideas should include consideration of the Single Youth Allowance which has been paid in Australia since 1998. A description of the Allowance and the way it works is at Annex F. Similar ideas have been advocated by independent observers.¹¹²

Youth Card

- 9.5 The Government has already introduced a Learning Card, issued to all young people in Year 11, which sets out their entitlement to learning and is linked to a website. Discussions are in progress with the intention of linking discounts on a range of goods

and services to the card, and using smart card technology so that the card can assist enrolment, tracking and the payment of EMAs. DfEE plan demonstration projects from September this year.

- 9.6 There is scope to develop this concept into something more ambitious, which would give 16–18s in education and training benefits akin to those which are available to higher education students through Union, NUS and concessionary travel cards. This would provide a practical benefit to participation in learning leading to graduation – and its continued possession after graduation might be a reward for successful completion. If it is linked to concessionary travel, it would also remove one significant barrier to participation in rural or large urban areas. Links with access to leisure would also key into the Government’s policies on access to and participation in sports and leisure, helping to overcome the fall in participation in such activities which often follows the end of compulsory schooling.

Action 10

The Government will develop proposals for consultation with local authorities and business (notably transport operators), organisations working with young people, and with young people themselves for a card which could carry with it entitlement to:

- free or reduced-cost travel;
- free or reduced-cost access to publicly- and privately-owned leisure facilities;
- commercial discounts.

- 9.7 Any public spending implications of these proposals will need to be considered during the 2000 spending review.

10. A NEW SUPPORT SERVICE

10.1 Chapters 5, 6 and 7 set out the Unit's analysis of what is wrong with the current mechanisms for supporting young people, especially those from disadvantaged backgrounds or experiencing particular difficulties, through their teenage years:

- institutional fragmentation;
- insufficient preparation in school for post-16 choices;
- the lack of a comprehensive support service for 16–18 year olds who are not in the relatively straightforward and supportive world of school.

10.2 The Unit saw on its visits, and in consultation responses, many excellent examples of best practice which between them form the ingredients of a way forward. Unfortunately, this kind of provision is only available patchily, it is often not well integrated with mainstream provision, and it is dependent on non-core, often time-limited, funding.

What has already been done

10.3 The DfEE has already taken action since 1997 to improve advice and support services by:

- refocusing the Careers Service towards those most in need;
- auditing the role of the Youth Service;
- supporting innovative new arrangements through the New Start programme.

10.4 In addition, at school level, *Excellence in Cities* will establish by April 2000 Learning Mentors in six city areas in England,¹¹³ based in schools and professionally trained to make sure that barriers to a pupil's learning – in school and outside – are removed. They will work closely with the *Learning Gateway* Personal Advisers who will be appointed to work with school-leavers who need extra help.

What more is needed

10.5 However, as announced in the DfEE White Paper *Learning to Succeed* on 30 June, in the light of the analysis in this report and the review of post-16 funding, the Government intends to go further, and create a new service to provide support to young people between 13 and 19. It will build mainly on what is currently provided through agencies such as the Careers Service, parts of the Youth Service and a range of other specialist agencies. Its aim will be to ensure coherence:

- *over time*, so that the needs of each young person are met throughout this period and there is a smooth transition at 16 from school to post-16 options, taking advantage of the curriculum changes being introduced by the Government, which provide a basis for new forms of transition from education into the world of work and adult life (see 8.9). Research undertaken in preparation for the White Paper *Modernising Government* identified leaving school as one of the 'life episodes' where people faced particular problems using public services;
- *across current service boundaries*, so someone has an overview of the whole of a young person's needs – their education and training needs, and other needs which if not dealt with are likely to get in the way of education and training;

- *through the development of a comprehensive record system, which ensures that no young person becomes 'missing' and prompt action is taken if they cease to be involved in education or training.*

10.6 The examples of OPEX Plus in Leeds and the Genesis Project in Peckham, London, in Annex D, show how many elements of this design are already in place in particular localities and are working well. Where the Careers Service has focused its effort on those most at risk, it has often resulted in more innovative approaches to individual risk assessment and intensive personalised support. Examples of this are given in Annex D for Devon and Cornwall Careers' Career Direct project and Lifetime Careers Wiltshire's work on identifying those at risk of disaffection. Evidence should also be drawn from the effectiveness of the 'Follow-up Service' operated in Norway. The main features of this are shown below.

FOLLOW-UP SERVICE, NORWAY

Since 1994, the Regional Authorities in Norway have been under a statutory duty to establish Follow-Up Services (FUSs). These are aimed at those 16–19 year olds who are not in training or employment, or whose education has discontinued. (All 16–19 year olds have a statutory right to three years' education.)

The object of the FUS is to provide these young people with opportunities which will lead to formal qualifications. The FUS is required to check every young person in the cohort and offer individual counselling to all of those who did not go or dropped out of upper secondary school. The FUS's primary functions are to:

- establish and maintain a complete register of the target group;
- contact every young person in the target group;
- offer advice and counselling;
- offer education, training and workplace job-practice;
- keep itself continuously informed of existing opportunities and offers;
- conduct follow-up activities for all who want help.

The FUS also has the responsibility of seeing that other agencies and departments concerned with young people offer professional contributions leading to complete solutions.

Pupils are offered an individual curriculum, tailored and planned with their school, or they are found employment with a firm which is paid to give one year's vocational training.

Provision suited to disaffected young people usually involves mixing work experience with education. As part of this, there are two specific types of centre available:

- APO Centres – present either as part of, or separate from, schools. Programmes lasting between one and five weeks mix basic education with practical experience, with the aim of returning students to standard national programmes.
- Work Institutes – aimed at motivating, stabilising and educating young people through programmes lasting between 15 weeks and 18 months. Typical provision includes: a workshop; introductory courses for shop assistants, welders, carpenters and stock assistants; and a full apprenticeship in industrial insulation.

FOLLOW-UP SERVICE, NORWAY continued

Impact

The FUS aims to offer advice and guidance to every 16 year old who looks like not taking up the offer of post-16 education. In one region (Ostfold) this has involved the FUS first writing to each young person, then following this up with a personal visit, if necessary liaising with a wide range of specialist support services. The FUS here contact 14 per cent of the cohort each year and give further support to 5 per cent. They have five staff members dealing with 560 young people each year.

Evaluation

Since the introduction of the FUS in 1994, the participation rate in upper secondary education in Norway has reached over 95 per cent. Only 3 per cent of 16 year olds are not in any education or training and even by the age of 18, only 17 per cent are not participating in learning.¹¹⁴

Consultation

10.7 The Government wishes to consult on the proposals set out below on how the service might operate. Questions on which the Government is particularly seeking views and the timetable for consultation are set out in Annex G.

Functions

10.8 The box opposite shows some of the tasks which might be undertaken by a single service.

Task	Currently performed by
<p>Providing a network of Personal Advisers to provide a single point of contact for each young person and ensure that someone has an overview of each young person's ambitions and needs. Personal Advisers will refer young people to specialised services for particular needs such as health, drug treatment or housing.</p>	<p>No universal provision. Pre-16 learning mentors being introduced into schools in some inner city areas as part of Excellence in Cities. Careers Service developing Personal Adviser as part of the post-16 Learning Gateway.</p>
<p>Maintaining a comprehensive register of the 13–19 population, their educational history and current status.</p>	<p>No comprehensive information. Schools keep records of those in full-time education and LEAs monitor those outside of school to a varying degree. The Careers Service has begun to develop tracking systems post-16 with other partners.</p>
<p>Bringing back into and keeping in education young people who have been excluded or have stopped attending school, carrying forward the measures the Government has already put in train (see 5.3–5.5).</p>	<p>Local Education Authority (Educational Welfare Service, Behaviour Support Service, Youth Service), Social Services Departments, voluntary agencies.</p>
<p>Monitoring progress of 'at risk' young people in post-16 options, seeking to prevent drop-out from options, arranging alternative provision when they unavoidably leave options – including links with specialised agencies, and using outreach to bring back into learning those who are not in it.</p>	<p>Happens only patchily (Careers Service, TECs, Youth Service, voluntary sector).</p>
<p>Long-term preparation of pupils in Key Stages 3 and 4 for post-16 choices.</p>	<p>Schools (through careers education and PSHE) and Careers Services (see paragraph 5.10 for young people's assessment of this).</p>
<p>Advice to Year 11 and post-16 young people on education/training options.</p>	<p>Careers Service, Employment Service (in some places, TECs and Youth Service also).</p>
<p>Influencing education and training provision so that it takes account of young people's needs.</p>	<p>Only partly undertaken by Careers Services, TECs, FEFC.</p>
<p>Making young people aware of, and matching them with, local job opportunities and raising awareness of the new right to time off for study with employers and young people. Raising the training element of job vacancies.</p>	<p>Careers Service, Employment Service and TECs.</p>
<p>Providing young people with access to up-to-date information about careers, education and employment opportunities.</p>	<p>DfEE, Careers Service, Employment Service, TECs and others.</p>

Institutional arrangements

- 10.9 At national level, the new support service will take the form of a single national agency. At local level, the new service will be organised on the same geographical areas as the Local Learning and Skills Councils proposed in the White Paper *Learning to Succeed*. The national agency will contract with a single lead body locally to be accountable for providing the service in each area.
- 10.10 This does not mean that all the functions listed should necessarily be carried out by direct employees of a new service. The important point is that there is a single body accountable in each locality. It may well work most effectively if it delivers its services in some cases directly; in others by funding other public, private and voluntary organisations; and in others by partnership arrangements without a funding link. There is no reason why existing partnership arrangements, like Youth Offending Teams, should not play a part in local support service arrangements.

10.11 Options for how this might work in practice include:

- **channelling all funding through a single lead partner in each area.** This would mean that the service would be provided under one contract in each area. The contract holding body would route funding for particular elements of the service to, for example, local authority youth services. This model would be backed by legislation giving the Secretary of State a general duty in relation to the provision of youth support services, complemented by a statutory duty on local authorities to collaborate in that provision;
- **drawing together key elements of the work at local level.** In this model, the local authority would retain that funding related to functions which would form a part of the youth support service but would have a statutory duty to collaborate with the local contracting body in ensuring provision of youth support services. Other organisations would provide services through a contract or partnership agreement;
- **enhancing partnership working.** This is the model which is most similar to present arrangements. Relevant organisations would be encouraged to work in partnership with the contract holder, itself a significant provider of services, to agree a plan to deliver youth support services in the locality. In this model it would however be more difficult to ensure delivery because it would lack sanctions, other than for the core contract.

Targets

10.12 The comprehensive nature of the new service’s responsibilities should make it possible to hold it accountable, working with the Learning and Skills Council Local Learning Partnerships, through exacting targets, as shown in the box below. It is important that in each locality there should be not just global targets but specific targets for underachieving groups, for example under-represented minority ethnic groups, lone parents, young people with disabilities, and offenders. More is said about these groups in Chapter 11.

New service: targets	
Outcome targets	Percentage of each year cohort achieving ‘graduation’ by age 19.
(jointly with Local Learning and Skills Councils)	Percentage of groups at greater than typical risk of not achieving ‘graduation’ who do achieve ‘graduation’.
Process targets	Percentage of each year cohort whose status is known to the service (close or at 100 per cent).
	Percentage of each year cohort in education or training leading to at least NVQ level 2.
	Percentages of groups at greater than typical risk of not achieving ‘graduation’ known to the service and in education or training.

Name and branding

10.13 A vital part of the implementation of the new arrangements will be to identify a name, and develop national branding and marketing which convey to the young people who will be the new service’s customers what it is for and why it is a good thing.

Funding

10.14 It is not possible to offer an informed assessment of whether the net costs of a more comprehensive service will be more or less than current provision. On the one hand:

- it will be carrying out some functions which are not carried out by anyone at present;
- to achieve its targets, certain functions will have to be carried out to a higher standard.

10.15 On the other hand:

- some current overlaps and duplication will be resolved;
- it may be possible to assess more rigorously the value for money of certain activities currently undertaken.

10.16 Chapter 12 sets out a timetable for how decisions about the new service can be carried forward in time, to be reflected in the next spending review.

Staffing and professional formation

10.17 Many of the examples of best practice which show the way towards a comprehensive service employ staff with a range of professional backgrounds, such as careers officers, youth workers and counsellors. Given the wide-ranging nature of the new service's functions, there will doubtless always be scope for a degree of specialism. However, DEMOS has recently published interesting proposals for a new professional group (their term is 'youth brokers').¹¹⁵

Action 11

The group which will be developing more detailed options for the advice and support service (Group C in Chapter 12) will look at the merits of developing a new professional group along the lines of 'youth brokers'.

Engaging young people in the work of the service

10.18 A strong theme in consultation responses, and the best practice the Unit saw on visits, is to engage young people themselves in helping other young people. Where this is done successfully, such as by the CSV Online Mentors Project or the Bradford Neighbourhood Youth Team, both highlighted in Annex D, it brings double benefits:

- young people are often more receptive to advice and support, from within their community and from people who have recently been through the same experiences;
- for the young people offering help, such an approach offers improved self-awareness and skills in working with others, and, as some of the case study material below shows, a route to qualifications.

10.19 This approach could contribute significantly to three aspects of the new service, as well as building on other aspects of current policy, notably Millennium Volunteers:

- **the effectiveness of a new youth support service:** the specification for a new service should attach considerable weight to the lead body's plans to involve young people in helping other young people and thereby gaining skills and qualifications;
- **increasing the availability of people with the skills needed to work effectively with disadvantaged young people,** and hence complementing recommendations on the teaching profession (8.11–8.12) and the professional formation of the new service (10.17);
- **providing an obvious component for the broadening aspects of the graduation certificate (8.3–8.6).**

Action 12

The group which will be developing more detailed options for the advice and support service and its professional formation (Group C in Chapter 12), and on the graduation certificate (Group B), will seek to maximise the contribution of young people to the engagement and educational success of other young people.

10.20 Chapter 12 sets out how the development of the new service will be carried forward. Current plans would be to set up national arrangements from the autumn of 2000, with local services being put in place from April 2001.

11. SERVICES FOR YOUNG PEOPLE WITH SPECIFIC NEEDS

11.1 Chapter 10 set out a model for a universal service providing the core services needed to maximise young people's chances of participation in options which prepare them well for later life. For this to be effective, it must mesh in well with specialised services for young people with specific needs ranging beyond education and employability. This means:

- within the universal service which the new service will provide, **ensuring groups likely to encounter particular difficulties in participating in education and training are a priority**. Chapter 10 suggested setting targets for such groups as well as for the age group generally, with the aim of ensuring convergence of participation rates over time;
- **minimising duplication of effort**, ensuring wherever possible that a particular young person with needs for help on a variety of fronts has one lead professional contact, and ensuring links and information flow between different professionals and organisations work properly.

Young people from ethnic minorities

11.2 Previous sections outlined the particular problems of non-participation facing young people from some ethnic minority groups, and highlighted the associated factors of educational underachievement pre-16 and limited opportunity post-16. The box below highlights Government initiatives already underway to address these problems:

Schools standards

At the heart of the Government's attempts to raise educational standards are the strategies for literacy and numeracy, because these provide the firm foundation vital for all future learning and development. The National Literacy and Numeracy Strategies are intended to raise standards for every pupil. Both strategies acknowledge the particular needs of pupils for whom English is an additional language and specific guidance on this was issued earlier this year.

The Ethnic Minority Achievement Grant is allocated, among other reasons, to assist LEAs in meeting their National Literacy Strategy targets for ethnic minority pupils.

A range of ethnic minority based projects have been funded as part of the National Year of Reading which started in September 1998.

Mentoring

As part of the expansion of the National Mentoring Network in 1999/2000, funding for the element of its work targeted at ethnic minorities has been doubled from £40,000 to £80,000. The expansion of the Network as a whole follows its success to date in aiding the development of individual young people, especially those in danger of becoming disaffected, through providing out of school support and a positive role model. It is also planned to set up a Task Force of the National Mentoring Network which will have a specific remit to promote mentoring for minority ethnic pupils and encourage Black and Asian communities, including ethnic minority businesses, to become more involved in mentoring activity.

Work-based training

Following a study into the under-representation of young people from ethnic minorities in Government-supported training, the Modern Apprenticeship and National Traineeship Advisory Group has set up a subgroup to draw up an Equal Opportunities Action Plan. This plan will include individual and collective action for all the partners involved in the delivery of these schemes. It is planned that the Action Plan is being put in place this summer.

Young people who are carers

11.3 Previous sections noted the particular obstacles facing young people with caring responsibilities. In the National Strategy for Carers,¹¹⁶ the Government has recognised the special needs of young carers, and proposed action including:

- training for GPs, primary health care teams, social workers and teachers;
- encouragement to schools to designate a specific member of staff as a 'link' for young carers;
- encouragement to housing and counselling services to be responsive to young carers' needs;
- requiring local authorities to identify children with additional family burdens and to provide services that are geared to ensure that these children's education and general development do not suffer;
- ensuring that local authorities support young carers by sustaining and enhancing young carers projects and ensuring that they have access to leisure and recreational activities.

Action 13

The establishment of a new service to provide support and advice for 13–19 year olds will build on the National Strategy for Carers. Its emphasis on vigorous tracking of those not in education or training and targets for at risk groups should ensure young carers are identified and helped both with education and training and other services which they may need. It will need to develop strong links with link teachers in schools, social services and other professionals who know about and work with young carers.

Teenage parents

11.4 Earlier sections of this report have drawn attention to the strong links between non-participation and early, often single, parenthood. Last month the Government published details of a range of measures to reduce teenage conceptions and to provide better support for those young people who do become parents,¹¹⁷ including pilots to provide help with childcare, support on parenting and life skills through the Sure Start plus programme, to explore within the existing pilot timetable how Education Maintenance Allowances can best take account of the particular needs of teenage parents, and to

develop appropriate models of semi-independent supervised housing to help those who cannot stay with parents or partner. These pilots will be evaluated and feed into the Government's longer term national campaign. But the options facing teenage parents have to be seen alongside the issues facing 16–18 year olds and work in developing strategies and support for both needs to be taken forward in parallel and form a coherent whole.

Action 14

The group which will be developing more detailed options for the advice and support service (Group C in Chapter 12) will work up arrangements so that:

- the new service covers those who are parents alongside other young people, contributing to the local co-ordination arrangements set out in the Unit's report on teenage pregnancy, and playing a particular role in helping to link young parents with education and training opportunities;
- where a teenage parent is part of a suitable programme, for example through Sure Start plus, some or all of the services which the new service will be delivering could be franchised through that programme.

Young people living away from home

11.5 Previous sections have drawn attention to the links between young people living outside a family structure (often homeless) and non-participation.

11.6 Some kinds of service provision for homeless young people already provide a service with many elements of that to be provided by the new service. There would be no point in the new service duplicating this or supporting such services. At the same time, its establishment would offer the opportunity to set on a secure footing the advice and support services which are currently provided, all too often on a precarious basis, by a range of providers of housing, employment and training needs, such as Foyers, some housing associations and the voluntary sector.

Action 15

The group which will be developing more detailed options for the advice and support service (Group C in Chapter 12) will work up arrangements for a franchising process by which providers of services for homeless young people could carry out its personal adviser and other functions in return for secure funding.

11.7 Previous sections showed how for young people living outside a family structure, the issues of housing and education/training need to be dealt with side by side.

Action 16

The new service will need to establish links with local authority housing departments, social services departments and specialised housing advisory services to ensure that young people can find suitable housing, wherever possible with an element of support and supervision.

Young people in care and care-leavers

11.8 Earlier sections drew attention to the over-representation of young people who are in care or who have recently left care among those who are outside education, training, or work with good training or prospects. Many of the problems they face – educational underachievement and disaffection, lack of access to effective and ‘joined-up’ advice and support, and difficulties with financial support and housing – are shared with other young people living apart from their parents. However, local authorities have special responsibilities for care leavers, which go beyond other young people, because of their responsibilities as their corporate parent.

11.9 In its response to the Children’s Safeguards Review,¹¹⁸ the Government said that it would develop:

“new arrangements for 16 to 18 year olds... aimed at developing life skills and clarifying responsibility for financial support so that young people are looked after until they are demonstrably ready and willing to leave care.”

11.10 The Department of Health have published more details of this in their recent consultation paper *Me, survive out there? New arrangements for young people living in and leaving care*. The key elements are:

- every young person in care on their 16th birthday to have a comprehensive pathway plan, mapping out a pathway to independence, and a Young Person’s Adviser who will co-ordinate the provision of support and assistance to meet the needs as identified in their pathway plan. Education and training will obviously be a central element in this plan;
- local authorities to provide 16 and 17 year olds who are in care or care-leavers with personal and financial support to meet their needs as identified in the pathway plans, with the young person assuming progressively more responsibility for their own budgets.

11.11 This approach has much in common with the ideas in this report for a single service to provide advice and support to young people. In carrying forward these wider ideas, it will be important that:

- support for those in or leaving care should fit within the wider framework, once it is developed, to prevent stigmatisation, but at the same time meet the distinct needs of this group of young people;
- one personal adviser, whoever employs them, should be clearly responsible for supporting and assisting the young person on a day to day basis.

Action 17

The groups which will be developing more detailed options for the advice and support service (Group C in Chapter 12), and financial support and incentives (Group D), will include representatives from the Department of Health, and if possible one or more external representatives with an understanding of the specific needs of young people in or leaving care, and will seek the views of young care-leavers themselves.

Group C will work up proposals on how many of the services which the new service will be delivering for young people generally could be 'franchised' to the Young Persons' Advisers for young people in or leaving care, or how the local authority could contract with the new service to deliver some services on its behalf.

Young people with learning difficulties and/or disability

11.12 Young people with Special Educational Needs face a range of difficulties both before and after they leave compulsory education. Chapter 8 of this report included a recommendation that the funding methodology for the new Learning and Skills Council should give specific recognition to students and trainees with formally identified Special Needs. The box below adds other changes that will be important to allow such young people to make an effective transition into life post-16.

Action 18

In revising the 1994 SEN Code of Practice DfEE will make clear that that preparation for leaving school should begin early (at Key Stage 3). In addition, school records detailing needs assessments should follow a young person when they leave compulsory education. This information, plus their entitlements in compulsory education, should be considered and reviewed by the new provider and this should begin before the transfer of the young person.

To make sure that a smooth transition takes place at 16 and to minimise post-16 non-participation, a continuum of support and provision will be provided up to at least age 19, co-ordinated by the youth support service. As part of this, the service will take responsibility for ensuring that the processing of cases and the transfer of information between schools and post-16 providers of education and training (sixth forms, sixth form colleges, work-based training organisations and Further Education Colleges) is continuous and seamless.

Action 19

For those young people with Special Educational Needs who do not go straight into new provision, or who fall out of it, these needs and how to address them will be re-assessed under the auspices of the youth support service. Personal advisers in the new service will need to be able to recognise the signs of other learning difficulties, and to access formal assessment and support services.

Action 20

The new Learning and Skills Council will have a duty to ensure that adequate and accessible provision is made available for all young people with learning difficulties and/or disabilities who leave LEA-funded provision.

11.13 Additional pilots of the EMA concept will also test out the additional support required by young people with disabilities to access full-time education (Action 8).

Young people with emotional and behavioural problems and mental illness

Action 21

Personal advisers in the new service will need to be able to recognise the signs of emotional disturbance and mental illness, and how to access the appropriate mental health services, either within child and adolescent mental health services or adult mental health services, according to the young person's needs and the local arrangements to meet those needs.

Young people involved with the misuse of drugs and alcohol

Action 22

The new youth support service will need to develop links with drug and alcohol treatment services in its locality. Personal advisers in the new service will need to be trained to recognise the symptoms of drug and alcohol misuse.

Young offenders

11.14 Earlier sections have drawn attention to the associations between offending and being outside education, training and work, and to the unsatisfactory nature of education and training provision in Young Offender Institutions (YOIs). The Government is, of course, already tackling these issues, notably through its Youth Justice reforms, and work in the Prison Service culminating in a Prison Service Order to be issued shortly.

11.15 For example, the new Detention and Training Order (DTO), providing for the supervision by a single caseworker of a young offender during their time in custody and then after release *should* produce more 'joining up' between the custody phase and subsequent supervision in the community.

11.16 The Prison Service Order contains:

- better assessment and planning at the beginning of the sentence;
- goals for the amount of time to be spent on purposeful activities and on education by under-16s;
- targets for attainment of education and training targets and for attainment of NVQs and GNVQs according to length of sentence.

11.17 These developments can be built on to make them more effective in the context of the new structure this report envisages by:

- making sure that education and training is a very high priority for the supervision by Youth Offending Teams (YOTs) of offenders sentenced to non-custodial sentences and to DTOs, with some assessment of outcomes at the end of sentences;
- setting clear duties on Governors, on which they will be monitored, for the custodial phase of DTOs;
- establishing a mutually supportive relationship between the new youth service and YOTs, with clear divisions of responsibility.

Action 23

Duties of YOTs

A sentence which involves supervision of offenders by YOTs over any significant length of time will be accompanied by a mandatory baseline assessment of the offender's education needs, based on information from community agencies, especially schools, and a plan by the supervising officer for how this should be met. There will be an exit assessment at the end of the sentence which measures what has been achieved, and YOTs will have targets for the educational/training value which they add. The Home Office will set these by 2001.

Action 24

Duties of Governors

Jointly with the YOT supervising officer, YOI Governors will be accountable for progress on education plans, including while offenders are in custody. The final Prison Service Order will contain a requirement, in addition to the requirements already in it, that, by 2002:

- **under 16s** in custody should receive at least 30 hours of education and personal development¹¹⁹ per week, and the resources to do this will be ring-fenced within prison budgets. This is in line with provision for pupils excluded from school. Thirty hours of learning in formal classroom settings may not be appropriate for some young offenders and other methods of delivering education to this group should be explored, including accredited work-based training;
- there will be a requirement for **16 and 17 year olds** to participate in a programme of 30 hours a week of education, personal development and work activity reaching educational accreditation standards. Programmes will differ from individual to individual and in different establishments but the quality of all activity within the programmes should be equivalent to that in the education and work-based training routes available to those not in custody;
- all YOI Governors will set education targets specifically for all the under 16s in their custody, and individual targets for each offender under 16 in custody based on an entry assessment;
- Governors will be required to ensure that young people in education do not lose out in terms of financial allowances compared with those in Prison Service work. Currently in some establishments, young offenders in education get lower allowances;
- the Prison Service will involve OFSTED inspectors in in-house inspections for reviewing the quality of education provision in individual establishments. Assuming 15–17 year olds will ultimately be held in a unified secure estate, provisions for full inspections (frequency, composition of teams, etc.) should be brought more into line with current practice for inspecting secure facilities for juveniles being held outside the Prison Service.

Action 25

Relationships with the new service

The youth support service will be represented in the management structure for YOTs. An offender's personal adviser from the service will be one of the members of the YOT team supervising him/her, but will normally take a back seat during the period of the sentence to the social worker or probation officer supervising the sentence, but will take over again at the point where the young person leaves criminal justice supervision.

The new service will be responsible (and have targets in) securing suitable education/training provision to meet young offenders' assessed needs. In particular, they will be responsible for making sure, with the Prison Service and the YOT, that an education/training placement is available for offenders approaching the end of the custodial phase of their DTO.

12. MAKING IT HAPPEN

12.1 The approach set out in this report is wide-ranging. If it is to be implemented successfully, much further work will have to be done on detailed design, the inter-relationship of its components with other policy changes, and on a staged process for moving towards it from the current arrangements. In particular, the institutional and funding implications of the proposals will need to be considered by Ministers in next year's spending review.

12.2 So there will be a clear structure for further work, in which:

- there is clear responsibility at Ministerial and official level for making things happen;
- the right people can focus in detail on individual components of the proposals, but someone is in charge of making sure the complete design remains on track;
- there is proper collective consideration of resources and other key policy issues;
- young people, education providers, employers and others who work with young people can continue to influence developments.

12.3 To achieve this:

- a Ministerial Group, led by the *Secretary of State for Education and Employment* will oversee follow-up to the proposals within this report;
- where necessary issues which require wider *collective consideration* will be cleared through the appropriate Cabinet Committee. PSX will play a key role on the resource issues;
- the *Ministerial Network on Social Exclusion* will in parallel maintain an overview of progress on this, alongside the Unit's other work;
- at working level, DfEE will lead a *cross-departmental implementation group*, with external representation, looking at implementation of the proposals in this report alongside the new structure for post-16 learning and other relevant developments;
- there will be clear accountability at official level for each of the *four main strands* of work, as shown in the following table.

Workstrand	Actions	Remit	Implementation
<p>GROUP A</p> <p>Learning Products and Delivery</p> <p>Overseen by DfEE-led implementation group. Specific aspects (eg proposals on schools) may be progressed through other existing DfEE-led machinery.</p>	<p>2</p> <p>6,7</p> <p>3</p> <p>4</p> <p>18,19,20</p> <p>5</p>	<p>Facilitating alternative curriculum approaches at Key Stage 4.</p> <p>Funding of education and training provision for young people aged 16–19 whom standard provision is unsuitable or not immediately suitable.</p> <p>Skills needed by teachers, lecturers and trainers working with disadvantaged young people in the 14–19 age group and how the availability of those skills can be increased through initial and in-service training and other means.</p> <p>Mechanisms for raising the standards of education and training provision, especially for young people at most risk of underachievement.</p> <p>Effective identification, in all age groups, of Special Educational Needs; successful approaches to teaching young people with Special Educational Needs; and watertight arrangements for ensuring information on assessment travels with the individual from institution to institution.</p> <p>Development of the right to time off for study policy to make it more attractive to employers and young people, including specially tailored packages of education and training provision and incentives for small- and medium-sized employers to participate.</p>	<p>Any issues needing to be addressed in DfEE legislation in the 1999–2000 session to be finalised by early autumn 1999.</p> <p>Proposals in general to be developed by end 1999.</p> <p>Progress report to be produced by July 2000.*</p> <p>Fullest possible implementation of all proposals by summer/autumn 2000.</p> <p>Where there are resource implications, final decision on implementation and resourcing summer/autumn 2000.</p>
<p>GROUP B</p> <p>Graduation</p> <p>DfEE to commission Qualifications and Curriculum Authority (QCA) to produce detailed proposals for consultation.</p> <p>QCA to work with an expert advisory panel of senior officials from relevant Government Departments, representatives of business, learning institutions, and other external perspectives.</p>	<p>1,12</p>	<p>To develop options for a common objective obtainable by all young people, flexible enough to recognise different styles and levels of learning, but credible both to young people, 19-plus learning providers and employers as recognition for what has been achieved. Consideration will include:</p> <ul style="list-style-type: none"> • compulsory elements of the certificate; • optional elements of the certificate; • ways in which the various elements could be certified or accredited; • minimum standards within each element needed to achieve graduation; • new mechanisms needed to accredit or certify elements in the certificate; • how the certificate; or something serving the same purpose, can be achieved by people over 19; • who should be responsible for managing and awarding the certificate at national and local level; • the usefulness and credibility of different options for young people on different learning tracks, for education and training providers, and employers; • experience in other countries, notably North America; • the need to avoid unintended negative consequences for young people on any type of learning track; • mechanisms for people who cannot achieve graduation by 19 to obtain equivalent recognition subsequently. 	<p>Any issues needing to be addressed in DfEE legislation in the 1999–2000 session to be finalised by early autumn 1999.</p> <p>Draft consultation document by end 1999.</p> <p>Results of the consultation, final recommendations, including on resourcing, by summer/autumn 2000.</p> <p>Decision on implementation and timetable by end 2000.</p>

Workstrand	Actions	Remit	Implementation
<p>GROUP C</p> <p>Youth Support Service and proposals on 'at-risk' groups</p> <p>Overseen by the DfEE-led implementation group.</p>	<p>12</p> <p>13, 14, 15, 16, 21, 22</p> <p>11, 21, 22</p> <p>23, 24, 25</p>	<p>To develop more detailed options for the advice and support service, including:</p> <ul style="list-style-type: none"> • functions to be carried out by the new service including its role in relation to educational welfare and other support services in school; • the work of existing services which it will absorb, and transitional arrangements which ensure continuity of provision; • outcome and process targets for the service; • how it can work with the youth service and specialised agencies (health, social services, youth justice, etc) to ensure the needs of the most vulnerable young people are met without duplication of effort and with a single professional clearly in the lead in all aspects of an individual's need at any one time; • the institutional and regional structure of the service; • how, where appropriate, certain of the new service's functions might be franchised to existing support networks; • the availability and development of staff with the professional skills needed to deliver all aspects of the service's services, including consideration of a new professional group; • resourcing of the new service, including any role it may have in funding services provided by others. These proposals should clearly identify the added value of any options for increasing the resources for the service beyond the funding already allocated to the organisations whose work it absorbs. <p>Oversight of policy work on young offenders.</p>	<p>Any issues needing to be addressed in DfEE legislation in the 1999–2000 session to be finalised by early autumn 1999.</p> <p>Consultation document by end July 1999.</p> <p>Results of the consultation, final recommendations, including on resourcing, by summer/autumn 2000.</p> <p>Pilots to be run during the 2000–01 academic year.</p> <p>Young offenders policy implemented by end 2002.</p>
<p>GROUP D</p> <p>Financial Support and Incentives</p> <p>Overseen by the DfEE-led inter-departmental group which has been overseeing the Educational Maintenance Allowance pilots, with augmented membership.</p>	<p>8,17</p> <p>9</p> <p>10</p>	<p>Design of pilots of extended Maintenance Allowance concept, including</p> <ul style="list-style-type: none"> • arrangements for monitoring and evaluation of pilots. <p>Exploratory work on case for wider rationalisation of EMAs and other financial support systems.</p> <p>Development of the Youth Card, including how to develop it from current Learning Card and leisure card concepts, the entitlements it would carry, their financial implications (if any), how to involve the private sector, and who should be responsible for administering the card.</p>	<p>Proposals developed by end 1999.</p> <p>Fulllest possible implementation of proposals by summer/autumn 2000.</p> <p>Where there are resource implications, final decision on implementation and resourcing summer/autumn 2000.</p> <p>Exploratory work to be completed by end 2002.</p> <p>National delivery of the Youth Card from summer 2001.</p>

12.4 An early task for the official implementation group will be to establish mechanisms:

- (a) in co-operation with the voluntary sector, *for consulting disadvantaged young people* on the proposals as a whole, and on the detailed proposals of the task groups. These mechanisms must include the most hard to reach young people, as well as those in regular contact with service providers. They must ensure representation of minority ethnic groups and young people with disabilities;
- (b) involving organisations with expertise in branding and marketing products and concepts to young people, *for developing language, branding and marketing* for each aspect of the proposals.

ANNEX A: ACTION PLAN

Action 1 The Government will ask the Qualifications and Curriculum Authority (QCA) to develop and consult on options for a common objective obtainable by all young people, which encourages participation in learning beyond 16 and achievement to at least Level 2 standard. It would need to be flexible enough to recognise different styles and levels of learning, but credible to young people, 19-plus learning providers and employers as recognition for what has been achieved. It is termed 'graduation' in this report.

Action 2 The DfEE is making substantial resources available for school inclusion, and the expansion of alternative approaches to learning at Key Stage 4 will continue to be a priority within DfEE's Delegated Expenditure Limit, with appropriate safeguards on the quality and status of education provision.

Action 3 The Teacher Training Agency will:

- incorporate in initial teacher training material on the factors involved in social and economic disadvantage, and effective approaches to engaging all disadvantaged young people, taking into account the specific pressures faced by young men and young women;
- ensure that initial and in-service teacher training build on work currently being undertaken on raising the achievement of ethnic minority pupils and improving initial teacher training standards;
- ensure that opportunities for developing and recognising excellence in the teaching of disadvantaged pupils are included in the new professional framework currently being established.

Action 4 These principles of best practice are put forward as a starting point for debate. DfEE will, taking account of these principles and reactions to them:

- develop a set of key principles for effective working with disadvantaged 16–18s, in consultation with professionals working with young people and testing them through qualitative research with young people themselves;
- require OFSTED, the new Learning and Skills Council and the Training Inspectorate to ensure these key principles are being implemented effectively by education and training providers;
- in establishing the funding methodology of the new Learning and Skills Council, ensure it gives credit for provision which meets these principles.

Action 5 DfEE will produce proposals for increasing the attractiveness of the right to time off for young people and employers to participate. Ideas for consideration will include promoting the development of tailored packages of education and training.

DfEE will seek to manage over time close to zero the percentage eligible for, but not taking up, the right, with milestones of 50 per cent not taking it up by 2001/02 and 25 per cent by 2004/05.

DfEE will set Local Learning Partnerships targets for reducing the numbers eligible but not taking up the right from the 2000–01 academic year.

Once established, the lead bodies for the new advice and support service in each area (see Chapter 10) will also have targets for reducing the numbers eligible for, but not taking up, the right.

DfEE will review progress on the percentage taking up the right in autumn 2000, after the right has been in force for a year.

Action 6 The FEFC is considering responses to its consultation on how its funding system could further address areas of disadvantage, focusing as far as possible on individuals. A more precisely calibrated incentive will be a key element in the funding methodology for the Learning and Skills Council. The funding methodology will also be designed so that, so far as possible, effective approaches to provision for the most disadvantaged need not depend on one-off or discretionary project funding.

Action 7 The funding methodology for the Learning and Skills Council will give specific recognition to students and trainees with formally identified Special Needs.

Action 8 The Government will therefore establish an additional set of small-scale pilots along EMA principles, starting in 2000 so they sit alongside the second cohort of the pilots currently planned.

These will test out the additional support that might be required by the following groups:

- young people who are *homeless*;
- young people with *disabilities*.

The Government will also test out innovative approaches to providing additional help with *transport* costs (eg discount scheme) for young people in all kinds of learning, including work-based training. For those in full-time education, these will include a variant of EMA pilots focusing on transport, particularly for young people living in areas with poor public transport provision.

These will be in addition to the recent decision to explore, within the existing EMA pilot timetable, how the study programme and attendance requirements set out in the learning agreement can take account of the particular needs of *teenage parents*.

Action 9 Longer term, when the Government is due to make decisions on the basis of all of the EMA pilots, there will be an issue about the case for and against wider rationalisation to make a coherent framework out of EMAs and the other financial support systems for those in work-based training, those out of work and learning, and for lone parents and sick and disabled young people, including the scope for rewards, in cash or kind, for those achieving graduation. Given the complexity of the issue, exploratory policy work needs to start before the pilots have run their course. This should be pursued as part of the follow-up to this report.

These ideas should include consideration of the Single Youth Allowance which has been paid in Australia since 1998. A description of the Allowance and the way it works is at Annex F. Similar ideas have been advocated by independent observers.

Action 10 The Government will develop proposals for consultation with local authorities and business (notably transport operators), organisations working with young people, and with young people themselves for a card which could carry with it entitlement to:

- free or reduced-cost travel;
- free or reduced-cost access to publicly and privately-owned leisure facilities;
- commercial discounts.

Action 11 The group which will be developing more detailed options for the advice and support service (Group C in Chapter 12) will look at the merits of developing a new professional group along the lines of 'youth brokers'.

Action 12 The group which will be developing more detailed options for the advice and support service and its professional formation (Group C in Chapter 12), and on the graduation certificate (Group B), will seek to maximise the contribution of young people to the engagement and educational success of other young people.

Action 13 The establishment of a new service to provide support and advice for 13–19 year olds will build on the National Strategy for Carers. Its emphasis on vigorous tracking of those not in education or training and targets for at risk groups should ensure young carers are identified and helped both with education and training and other services which they may need. It will need to develop strong links with teachers in schools, social services and other professionals who know about and work with young carers.

Action 14 The group which will be developing more detailed options for the advice and support service (Group C in Chapter 12) will work up arrangements so that:

- the new service covers those who are parents alongside other young people, contributing to the local co-ordination arrangements set out in the Unit's report on teenage pregnancy, and playing a particular role in helping to link young parents with education and training opportunities;
- where a teenage parent is part of a suitable programme, for example through Sure Start plus, some or all of the services which the new service will be delivering could be franchised through that programme.

Action 15 The group which will be developing more detailed options for the advice and support service (Group C in Chapter 12) will work up arrangements for a franchising process by which providers of services for homeless young people could carry out its personal adviser and other functions in return for secure funding.

Action 16 The new service will need to establish links with local authority housing departments, social services departments and specialised housing advisory services to ensure that young people can find suitable housing, wherever possible with an element of support and supervision.

Action 17 The groups which will be developing more detailed options for the advice and support service (Group C in Chapter 12), and financial support and incentives (Group D), will include representatives from the Department of Health, and if possible one or more external representatives with an understanding of the specific needs of young people in or leaving care, and will seek the views of young care-leavers themselves.

Group C will work up proposals on how many of the services which the new service will be delivering for young people generally could be 'franchised' to the Young Persons' Advisers for young people in or leaving care, or how the local authority could contract with the new service to deliver some services on its behalf.

Action 18 In revising the 1994 SEN Code of Practice DfEE should make clear that that preparation for leaving school should begin early (at Key Stage 3). In addition, school records detailing needs assessments should follow a young person when they leave compulsory education. This information, plus their entitlements in compulsory education, should be considered and reviewed by the new provider and this should begin before the transfer of the young person.

To make sure that a smooth transition takes place at 16 and to minimise post-16 non-participation, a continuum of support and provision should be provided up to at least age 19, co-ordinated by the youth support service. As part of this, the service would take responsibility for ensuring that the processing of cases and the transfer of information between schools and post-16 providers of education and training (sixth forms, sixth form colleges, work-based training organisations and further education colleges) is continuous and seamless.

Action 19 For those young people with Special Educational Needs who do not go straight into new provision, or who fall out of it, these needs and how to address them will be re-assessed under the auspices of the youth support service. Personal advisers in the new service will need to be able to recognise the signs of other learning difficulties, and to access formal assessment and support services.

Action 20 The new Learning and Skills Council will have a duty to ensure that adequate and accessible provision is made available for all young people with learning difficulties and/or disabilities who leave LEA-funded provision.

Action 21 Personal advisers in the new service will need to be able to recognise the signs of emotional disturbance and mental illness, and how to access the appropriate mental health services, either within child and adolescent mental health services or adult mental health services, according to the young person's needs and the local arrangements to meet those needs.

Action 22 The new youth support service will need to develop links with drug and alcohol treatment services in its locality. Personal advisers in the new service will need to be trained to recognise the symptoms of drug and alcohol misuse.

Action 23 A sentence which involves supervision of offenders by YOTs over any significant length of time will be accompanied by a mandatory baseline assessment of the offender's educational needs, based on information from community agencies, especially schools, and a plan by the supervising officer for how this should be met. There will be an exit assessment at the end of the sentence which measures what has been achieved, and YOTs will have targets for the educational/training value which they add. The Home Office will set these by 2001.

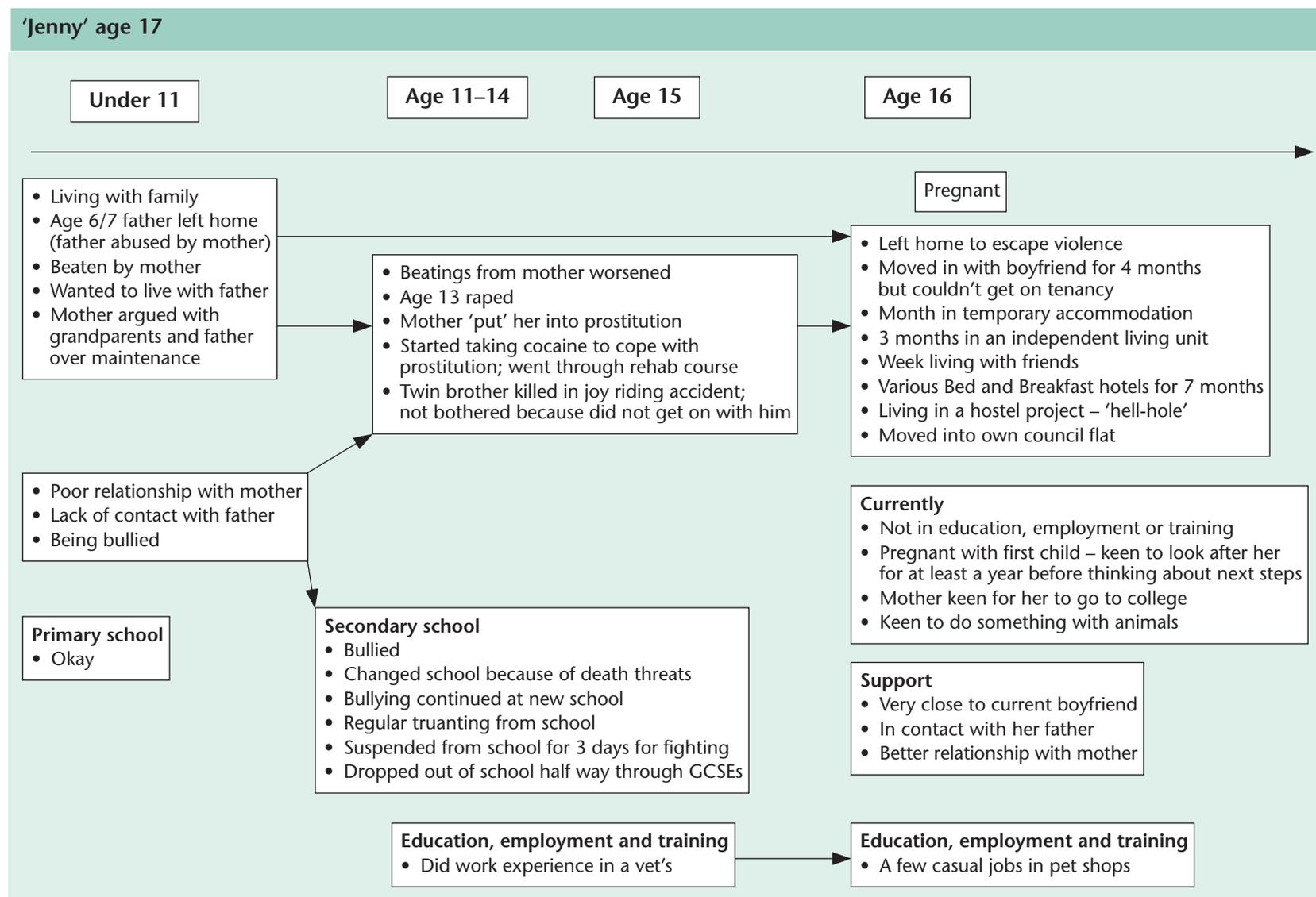
Action 24 Jointly with the YOT supervising officer, YOI Governors will be accountable for progress on education plans, including while offenders are in custody. The final Prison Service Order will contain a requirement, in addition to the requirements already in it, that, by 2002:

- **under 16s** in custody should receive at least 30 hours of education and personal development per week, and the resources to do this will be ring-fenced within prison budgets. This is in line with provision for pupils excluded from school. Thirty hours of learning in formal classroom settings may not be appropriate for some young offenders and other methods of delivering education to this group should be explored, including accredited work-based training;
- there will be a requirement for **16 and 17 year olds** to participate in a programme of 30 hours a week of education, personal development and work activity reaching educational accreditation standards. Programmes will differ from individual to individual and in different establishments but the quality of all activity within the programmes should be equivalent to that in the education and work-based training routes available to those not in custody;
- all YOI Governors will set education targets specifically for all the under-16s in their custody, and individual targets for each offender under 16 in custody based on an entry assessment;
- Governors will be required to ensure that young people in education do not lose out in terms of financial allowances compared with those in Prison Service work. Currently in some establishments, young offenders in education get lower allowances;
- the Prison Service will involve OFSTED inspectors in in-house inspections for reviewing the quality of education provision in individual establishments. Assuming 15–17 year olds will ultimately be held in a unified secure estate, provisions for full inspections (frequency, composition of teams, etc.) should be brought more into line with current practice for inspecting secure facilities for juveniles being held outside the Prison Service.

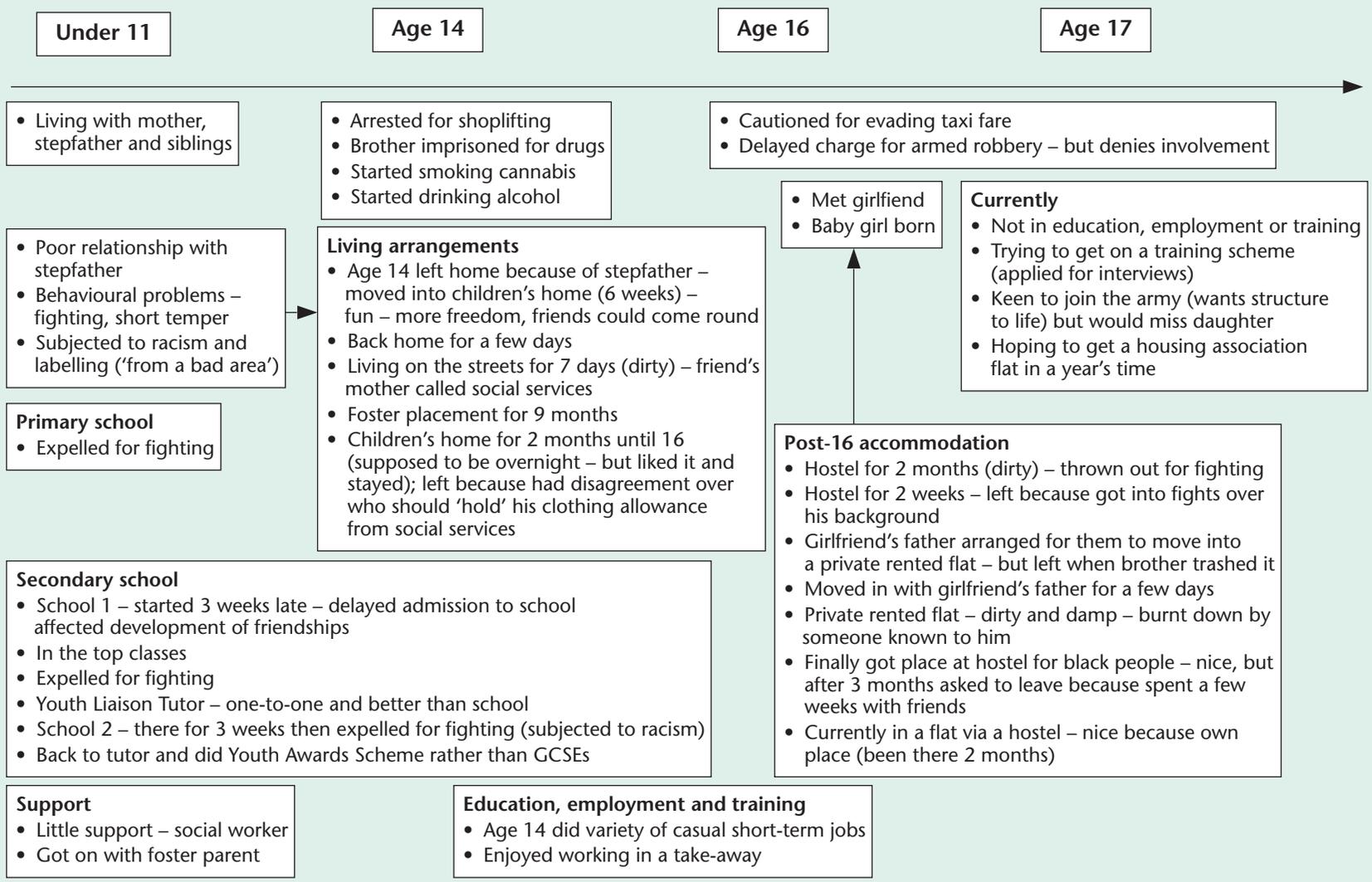
Action 25 The youth support service will be represented in the management structure for YOTs. An offender's personal adviser from the service will be one of the members of the YOT team supervising him/her, but will normally take a back seat during the period of the sentence to the social worker or probation officer supervising the sentence, but will take over again at the point where the young person leaves criminal justice supervision;

The new service will be responsible (and have targets in) securing suitable education/training provision to meet young offenders' assessed needs. In particular, they will be responsible for making sure, with the Prison Service and the YOT, that an education/training placement is available for offenders approaching the end of the custodial phase of their DTO.

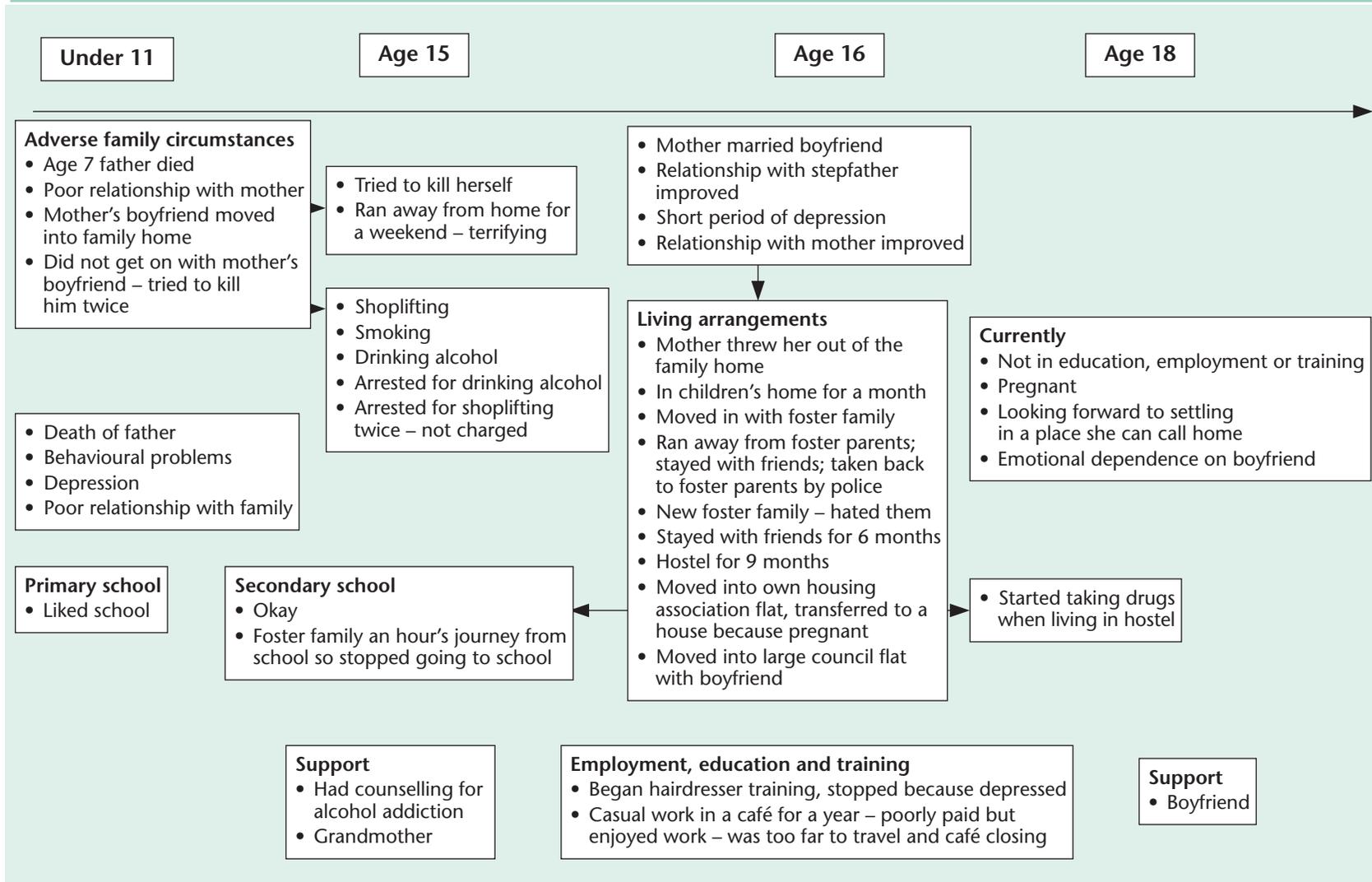
ANNEX B: CASE STUDIES OF YOUNG PEOPLE



'Adam' age 18



'Lisa' age 18



ANNEX C: SHORTCOMINGS OF THE INFORMATION

Information on much which is relevant to this study is not collected systematically. We have therefore had to depend on local studies, which cannot be guaranteed to be representative of the country as a whole, and on national surveys of relatively small numbers of people.

Another potential shortcoming of the information is that the cohort surveys on which much of the information in this report is based, the Youth Cohort Study (YCS) and the Age 26 Survey of the 1970 British Cohort study (BCS70), are postal. Non-response rates are likely to be particularly high among groups most likely to be non-participants, although YCS data is weighted to be representative of the age group as a whole in terms of GCSEs, sex, region and school type. In addition, the YCS does not include young people from special schools or excluded from school – both groups particularly likely to be non-participants. Many of the estimates in this report are therefore likely to *understate* the scale of the problem.

ANNEX D: BEST PRACTICE EXAMPLES

PIEL PROJECT (POSITIVE INTERVENTION ENRICHMENT LINKS), CO. DURHAM

The PIEL Project works to support young people who are uninterested in education and who may not only be underachieving themselves, but also disrupt the education of their peers. The PIEL Project works with schools, the community, with parents/carers and other agencies that can offer support, advice and input.

The PIEL Project aims are to:

- provide young people with courses and mentoring support that will enable them to find new meaning in their education;
- enhance the school curriculum;
- improve school to college attendance;
- motivate students to find appropriate realistic employment or future qualifications post-16; and
- to put into practice multi-agency joined up thinking.

The Project provides a wide range of services including out-of-school support, support during the holidays, a crèche facility for school-aged mothers, group work and social and emotional support, eg anger management and substance abuse.

Impact

The Project has set up a database which records the attendance of the entire PIEL group. Exclusions, SATS, and the individual qualification route are also included. The Project has seen school attendance rise (in the worst case) from 5 per cent to 100 per cent. Attendance on PIEL/college link course provision far exceeds school year attendance figures. PIEL also operates support groups for parents and have seen a huge improvement in home/school liaison. The pupil monitoring scheme has recently been evaluated and results have shown that pupils feel more confident and feel they have more support. As a result of this school attendance, again, has improved. Pupils also have more self-esteem and sense of purpose.

CAREER DIRECT, CORNWALL AND DEVON

Career Direct is run by Cornwall and Devon Careers, and grew out of their 'Career Club in Schools' initiative which was initially run in Plymouth. This was aimed at small groups of Year 11 pupils who were at risk of becoming unemployed at the end of that year, or who were unmotivated towards entering post-16 education or work-based training. Under its new name, Career Direct, the clubs were extended to other schools across Cornwall and Devon during 1998–99, and the remit was increased to include those in Years 9 and 10 who were at risk of dropping out of learning, or who were underachieving.

Through careers advisers working intensively with small groups of pupils, Career Direct aims to:

- increase their motivation for progressing on to post-16 education, training or employment;
- develop the skills they need;
- increase their awareness of the world of work; and
- support them in their transitions, including continuing support through a free phone-line for those in danger of dropping out post-16.

This is achieved through fun and practical activities, projects and visits, which vary according to their relevance to the year group. Years 9 and 10 concentrate on developing key skills and life skills. In Year 11 these skills are developed further, but topics are expanded to include job competencies, interview techniques and completing application forms.

Impact

In 1998–99 Career Direct ran in 11 schools across Cornwall and Devon, involving 142 pupils. From autumn 1999 it is intended to expand the initiative to 45 schools across the two counties. In its first year, 1997, over 87 per cent of those Year 11 pupils involved went on to the sixth form or college, or on to training or employment. This figure was maintained in 1998 and, although the outcomes for 1999 Year 11 leavers are as yet unknown, it is expected that the figure will increase. For those Year 9 and 10 pupils involved, outcomes have been noted by school staff in terms of changes in behaviour, attendance and attitude, and acquisition of key skills.

Evaluation

Both staff and pupils have been involved in the evaluation of Career Direct for 1998–99, and in particular the pupils identified the following benefits:

- improvement in team-working, communications and decision-making skills;
- more self-awareness, particularly with regard to the impact of their behaviour on others; and
- a better understanding of what is involved in post-16 education, training and employment, and more confidence to progress.

Pupils also fed back that they appreciated the emphasis in Career Direct on practical learning, and the way in which they were treated by the careers advisers as adults. Comments from pupils include: "Career Direct is really good and it's helped me so much in the past couple of months. Jane (career adviser) is very kind and she listens to us. All of the other people like it"; "I think Career Direct is helping me with a lot of things like working with other people. I also get help in finding out what qualifications I need for my proposed job." A teacher from one of the schools has commented: "Career Direct is great. It has given the kids, who very often have nothing, a real identity and a sense of belonging."

LIFETIME CAREERS WILTSHIRE

In preparation for the refocusing of careers service work, Lifetime Careers Wiltshire (LCW) set up a working group, consisting of LCW staff and teachers from local schools, to:

- work with local schools to identify young people who may be subject to disaffection at some time in their school career;
- work with schools on developing strategies for careers support to young people;
- support schools in developing alternative learning packages.

The work was underpinned by the following principles:

- young people up to the age of 16 should be in school;
- responses to identified young people should be individual;
- parents were the key group in supporting young people in learning.

The group identified a range of preventive and reactive measures. These included:

- *multi-agency work* – five school-based multi-agency teams have been set up in Wiltshire, and work is under way to consolidate data-sharing between LCW and the Local Education Authority. Consideration is also being given to a directory of relevant local activities and agencies;
- *mentoring* – already well established in Swindon and Wiltshire schools, some involving teacher mentors, others employer mentors;
- *extended work experience* – a long-standing strategy for engaging disaffected pupils from local schools;
- *screening* – plans were put in place to develop screening procedures, particularly for Year 11;
- *tracking* – LCW already exceeds the target of being able to provide information about 16–18 year olds, but plans to improve both the extent and quality of this information are in place. Urgent work is underway to develop systems and trial good practice;
- *professional development* – staff in schools and LCW need to extend their understanding and expertise when dealing with disaffected young people. Training opportunities are being further expanded to build upon this area.

Impact

A social inclusion group has been set up with the LEA and other local partners as a focus for joint funding and development. The multi-agency teams are being expanded, linked to the New Start Gateway. A community-based project will focus on parenting skills as a key strategy. Good practice guidelines on screening, tracking and data sharing have been drafted in close consultation with other stakeholders. A range of training courses has also been provided for staff, including a multi-agency conference on disaffection.

Evaluation

Evaluation and monitoring is built into externally funded projects and will be a key focus for the Social Inclusion Group. The evaluation will look at identifying barriers to continuing in learning and the impact that joint working can have on these. The findings of this work will be disseminated widely.

LEWISHAM FURTHER EDUCATION COLLEGE, LONDON

The College has a very high reputation both locally and nationally. Students are encouraged to see learning not as a product or a process, but as a contract between them and the college.

The College has various targeted strategies and special projects for 'hardcore' disaffected students:

- the Individualised Vocational Programme (IVP) for 16–19s catering for a wide range of abilities and needs;
- 'Course Plus' – a strategy for disaffected 16–17s;
- the College also has 'study buddies' to help individuals experiencing difficulties with their learning who are coached by students who have been successful; and
- the Bromley Project – a bridging course for educationally disaffected pupils aged 14 to 16. This comprises two days in college and three days in school and is geared to achieving a vocational qualification. This course is based on the principle that it is far better to start achieving in an FE College at age 14 than begin to fail at school.

The IVP and the Bromley Project focus on student need, giving them time to mature and encouraging them to move from dependency to more adult behaviour. There is also a strong emphasis on students developing key skills such as working with others and managing their own learning. The College puts great emphasis on guidance and support.

Impact

The experience of practice at Lewisham College demonstrates that highly disaffected and difficult young people can be successfully included in day to day further education provision without disruption to institutional life or requiring segregation. This in turn leads to good learning outcomes.

Evaluation

Lewisham College is the first to achieve Grade One in all cross-college areas from the FEFC. The College has had low retention rates in the past, but through reviewing 'problem' courses and implementing recovery plans, there is now a minimum of 80 per cent retention almost throughout. In May 1999, the College became one of the first FE Beacon Colleges of Excellence.

EMTA, CLEVELAND TRAINING CENTRE

The Food Production Project at EMTA, Cleveland Training Centre is presently funded as a joint venture between the Employment Zone and Tees Valley TEC.

The Project is advertised at Job Centres in the locality. Those who express an interest are invited to a presentation, followed by a one-to-one interview with an adviser. Those who join the Project receive a training programme timetable and details of free transport provision to and from the Training Centre.

The timetable includes a four-week staged introduction to full-time hours of work, followed by four weeks' work experience, undertaken at a local food production factory which has previously been visited and agreed to by the participants. At the end of eight weeks, the individual begins the normal work rota, which might include shifts. During this time, an individual may go on to employment status or stay on unemployed status for a further eight weeks.

The training programme is designed to achieve an NVQ in Food Production to either Level 1 or 2. During the first two weeks, assessment is made of any basic literacy and numeracy needs in order that the correct level of award can be targeted for each individual. The NVQ concept is introduced during week 3, by which time participants have already achieved certificates in First Aid and Food Hygiene.

Participants also have structured and supportive training in personal appearance, presenting themselves for interview, and the practical difficulties of making the transition from unemployed to employed status.

Impact

The employers who offer the work placements have expressed their satisfaction with the trainees from this project. The trainees start their work placement with a good basic level of ability but more importantly, for the employer, the trainee has a good attitude to work rules, especially with the disciplines of a very strict dress code and hygiene regulations required by this industry.

Each trainee has grown in confidence and discovered they had real opportunity for employment in this relatively new industry.

Evaluation

It is early days for this project. However, of the first group of seven trainees, five have found full-time employment.

The employers involved are keen to offer work placements to the next group of trainees.

OPEX PLUS, LEEDS

OPEX Plus brings together a partnership of voluntary and statutory agencies with the objective of meeting the needs of the most disadvantaged young people. It targets:

- 16–18 year olds who are not in education or training, including those who are homeless or involved in drug misuse or crime;
- young people with educational or emotional special needs which need to be addressed before they can begin training; and
- young people with no idea about what they want to do.

The project has an outreach service, from an established voluntary sector agency, which works to find young people outside the system, and to overcome the specific and individual barriers which they face, eg homelessness, drug dependency, etc. When ready to think about training they join the main project.

Other clients are referred from the careers service and agencies such as probation, youth justice, leaving care, etc.

All clients are objectively assessed using a range of approaches. The project has developed its own method of measuring a young person's ability to meet the needs of employers, including issues such as dress, timekeeping and co-operative approaches to work.

Most clients enter mainstream training through work-based learning for young people. A mentoring system ensures this transition into mainstream training is effective. Those who complete training and do not have a job can return to the project for help from the client-centred job search service. Job search methodology includes speculative approaches to employers, attending interviews with clients and, in some cases, help during an induction period in a job. An action plan is agreed with the young person on any development necessary.

Support is provided through an individual preparatory training programme which includes, for example, confidence building, assertiveness, anger management, specialist counselling and work sampling to assist with occupational choice. In all cases the job search team provides aftercare to employers and young people to ensure the job is sustained.

Impact

During 1997–98, 1,237 young people took part in the project, of whom 10 per cent had a registered disability and 36 per cent had a background in offending.

Evaluation

Of the 1,033 young people assessed, 715 entered mainstream work-based learning (a 70 per cent success rate). Two hundred and seventy five of this group required a period of development training, of whom 137 were transferred to mainstream training (a 49 per cent success rate).

Of the 186 young people who were involved in the job search programme, 164 were placed in a job (a success rate of 88 per cent).

THE GENESIS PROJECT, PECKHAM, LONDON

This is a Children's Society project based in Warwick Park School in South London. The school is a comprehensive secondary school with over 850 pupils (11–16 years old) and has a rich cultural and ethnic mix.

The main aims of the project are:

- to promote the inclusion of all children and young people in mainstream education;
- influence systems to bring about positive change which will benefit young people, schools and the wider community; and
- develop and co-ordinate forums which give young people a voice and influence decision-making processes.

The children and young people who use the project have been truanting or excluded from school, or are at risk of doing so in the near future. The project workers provide information, advice, support, counselling, advocacy, mediation and training to children and young people, their families and school staff. Through this strategy the project aims to work from a preventative and proactive perspective which promotes the inclusion of young people in education and good working practices.

The project also has close links with the core primary feeder schools to help pupils with the transition from primary to secondary school.

Impact

There has been a reduction in permanent exclusion, unauthorised absence and incidents related to behaviour between September 1995 and July 1998. There has also been an increase in self-esteem, confidence and social skills of the children and young people who attend the project, as well as empowerment of parents and teachers.

Evaluation

There is an ongoing strategy which is used to monitor and evaluate the work of the project, based on information gathered from project users.

This information is used to inform the strategic development of the project and schools work within The Children's Society. An external research evaluation is currently being prepared.

CSV ONLINE MENTORS

CSV (Community Service Volunteers) co-ordinates a number of innovative UK-wide volunteering projects as part of its National Network, including the mentoring scheme, CSV On-Line.

Each year over 3,000 people aged between 16 and 35 volunteer full time, away from home. The volunteers receive accommodation, a food allowance and pocket money. CSV volunteers get valuable work experience and develop their skills base, as well as supporting the local communities in which they volunteer.

CSV On-Line mentors are recruited through the National Network. Mentors work in partnership with paid professionals, providing full-time support to seriously at-risk young people. Their work includes:

- accompanying the young person to appointments, court hearings and school;
- supporting young people returning to education and those in need of study support; and
- redirecting young people into constructive activities like taking part in sports or youth groups.

Impact

Last year over 100 young people benefited from having a full-time mentor. Over 20 full-time CSV volunteers from the National Network were able to volunteer on the On-Line schemes in Hackney and Tower Hamlets. Around 10 full-time mentors work on the local scheme at any one time. New schemes were launched in Swansea and Doncaster. An employee at one scheme said:

“The mentors are able to do things with the young person that I am unable to do because of time constraints... It helps them to get to know clients very well. Due to other duties in my role and increasing paperwork I would be unable to spend four hours a day with every client, although I would like to.”

Evaluation

Last year The Vauxhall Centre for the Study of Crime produced an independent report on CSV On-Line. The evaluation report identifies some of the following benefits for the young people who have been mentored:

- a reduction in offending behaviour;
- a reduction in problems with school; and
- guidance with finding training and work.

The report also identifies the following benefits for the mentor:

- knowledge and experience of social and youth work;
- the satisfaction of being able to help others; and
- improved communication (including language) skills.

There is evidence that the theory behind On-Line is working. The most dramatic example of a saving being made involved case of a young person where the mentor's presence, according to the agency manager, made the difference between his being on remand and living at home. The saving in this instance alone was said to be around £38,000.

NEIGHBOURHOOD YOUTH TEAM, BRADFORD

The Youth Team programme has been developed to train and equip a team of 10–12 young people aged 18–25 years, who will work full time in one or more of the Single Regeneration Budget areas in Bradford, undertaking crime prevention and regeneration work with individuals and groups. Discussions focusing on crime prevention with local communities, agencies and the local authority identified the need for young people to act as young role models/peer educators/mentors in these areas. Members of the team will have local knowledge of the communities in which they will be working and will follow a two-year training course.

The training course includes:

- personal development;
- interpersonal skills;
- into employment techniques;
- crime and drug prevention; and
- health, housing and environment issues.

Impact

The scheme is part of a local authority strategy to prevent youth crime, and crucial to this will be the recruitment of young people who have lived with the reality of social conditions in the inner city and on disadvantaged estates. They will be able to respond effectively to the needs of the communities as peer mentors and role models. So far, two teams of young people have started the programme (32 people in total) – one of which is working on outer estates and one in the inner city in Bradford. Programmes are also being delivered out of school for young people – for example, a health programme for girls aged 8–15.

Evaluation

The University of Bradford has been commissioned to produce an evaluation of the programme. The following aspects will be evaluated:

- the impact of the programme on Youth Team members;
- the impact on young people aged 8–21 who engage with the Youth Team; and
- the impact on the local community more widely.

ANNEX E: WHAT WORKS IN ENGAGING AND RETAINING DISENGAGED 16–18 YEAR OLDS IN WORK-BASED TRAINING

The following table lists principles which have been found to be effective in engaging and retaining disengaged young people in work-based training.

Principle
<p>Pre-vocational support: eg to address problems of literacy or numeracy. A system of accreditation, with recognition of achievement, increases the sense of progression felt by the client. (Some respondents commented on the need for 'pre-pre-vocational support', eg counselling and advice on personal problems as well as training in communication and time-management skills.)</p> <p>Schemes tailored to local and individual priorities and needs: eg initiatives aimed at re-engaging drop-outs concentrate on outreach and engagement, those seeking to retain participants address risk factors.</p>
<p>A funding arrangement that is flexible and responsive to the needs of the client group and sufficient flexibility within initiatives to allow individual needs and priorities to be recognised: eg participants can take as long as they need to succeed in each element of the programme.</p>
<p>Effective links with support agencies dealing with the social, personal and vocational needs of disaffected young people.</p>
<p>Staff with the ability to build up a rapport with often quite difficult individuals, to facilitate the developmental process and who are aware of the employment skills that modern employers are looking for.</p>
<p>An integrated package of support, whether by drawing on resources from outside or packaged within a single initiative. Such a package might include:</p> <ul style="list-style-type: none"> • identifying the target group and their training/employment needs: eg linkages with other organisations to pool knowledge or original research to fill information gaps; identifying target group and training/employment needs; • recruitment and referral: eg outreach work and development of networks with organisations with shared concerns; • an initial assessment of client needs: a formal initial assessment process is often inappropriate and counterproductive so an ongoing assessment over the initial phases of involvement is undertaken. Outcomes of the assessment are reflected in a mutually agreed action plan, which is regularly reviewed and updated as the training programme progresses, with support tailored accordingly; • vocational training and work placements: core training should reflect both client choice and labour market opportunities. A number of options may need to be offered to give empowerment. The duration of the programme should be sufficient to allow the client to achieve the vocational qualification towards which they are working, or to allow them to progress into another programme which will allow them to achieve this; on work placements, the transition into mainstream training/employment can be facilitated by work placements. This requires sympathetic placement providers, willing to accept young people who may need some continued in-placement support from the training provider. Work placements also establish the link between training, the workplace and the ability to earn. This is a two-way process; attempts should be made to emphasise the benefits to employers from participating in such initiatives; • supported transition into mainstream training/employment: a continuation of support is required for young people progressing into mainstream training/employment; a sudden removal of all support on entry to mainstream provision might jeopardise retention.

ANNEX F: THE AUSTRALIAN YOUTH ALLOWANCE

The Youth Allowance (YA) is a single allowance payable to 16–25 year olds, whether they are studying, training or looking for work. It replaced a number of former allowances and benefits available to young Australians.

The YA is available to 16–18 year olds if:

- they are studying full time;
- on a training programme;
- looking for a job.

It is not available to those who leave school and/or get regular jobs other than in special cases, ie those who are homeless, ill, caring for a relative, or unable to find a training place.

To continue receiving the YA, young people must satisfy the activity test. They have to show that they are undertaking full-time study or training, actively seeking a job, doing part-time study, voluntary work or a combination of activities. Those who do not continue to satisfy the activity test can have their YA reduced or stopped. These ‘payment penalties’ become increasingly severe each time they are applied.

The rate at which YA is paid depends on individual circumstances. The fortnightly rate for single young people aged 16–17 living at home is \$145.40 (approx £58).¹²⁰ If the young person is living with his or her parents, the YA is subject to a parental means test, unless the parents are already entitled to any government income support. For young people assessed as dependent, the YA is generally paid to the parents (although it can be directed into the young person’s account with parental permission). Other young people qualify as independent and may receive a higher rate of YA if they have children. Extra benefits are also paid to those who live in remote areas and those who require rent assistance. Travel allowances are also available.

In addition, there are personal income and asset tests, based on what young people earn each fortnight. Full-time students can earn up to \$230 (£92) per fortnight gross (before tax) without affecting the YA. The YA is withdrawn at a rate of 50c for every dollar earned over \$230 (£92) and up to \$310 (£124). Income above \$310 (£124) per fortnight reduces the YA by 70c in the dollar.

Other young people can earn up to \$60 (£24) per fortnight without loss of any YA. The YA is withdrawn at 50c in the dollar for earnings between \$60 (£24) and \$140 (£56), and at 70c for every dollar for earnings above \$140 (£56).

An Income Bank offers flexibility for young people to earn extra income. Those in full-time education or training can accumulate any unused part of their fortnightly income-free area up to a maximum of \$6,000 (£2,400). This allows young people to earn up to \$6,000 (£2,400) during summer breaks without it affecting their YA entitlement.

ANNEX G: CONSULTATION ON YOUTH SUPPORT SERVICE

QUESTIONS

Functions (paragraph 10.8)

1. Are the proposed functions of the new service correctly specified? Are there other functions it should also undertake? Are there any functions listed it should not undertake?

Institutional arrangements (paragraphs 10.9–11)

2. What is your view of the respective merits of the options for local delivery set out in paragraph 10.10?
3. Among existing services, which do you think should be absorbed into the core youth support service, and which do you think would function more effectively as partners or contractors?

Targets (paragraph 10.12)

4. What is your view of the approach suggested to targets for the new service?

Staffing and professional formation (paragraph 10.17)

5. How best do you think the mix of skills needed to deliver the new service can best be developed in the short and longer term?

Implementation (paragraph 10.20)

6. What do you consider to be the key issues for the implementation phase?

Please send your comments, **by 15 October 1999**, to:

Consultation Unit
Level 2b
Castle View House
Department for Education and Employment
RUNCORN WA7 2GJ

E-mail: YSS.Consult@dfee.gov.uk

END NOTES

- 1 This figure is a snapshot of the number at the end of 1997 and is updated annually. Survey estimates show that the proportion fluctuates considerably over the course of the year, with peaks particularly during the summer months.
- 2 All figures referred to in this table and subsequent paragraphs use the academic age convention, ie age as at previous 31 August. Consequently, those described as 16–18 years are those in the first three years following compulsory education, unless otherwise stated.
- 3 Education Maintenance Allowances to be piloted from September 1999.
- 4 Normally paid to parents though may be paid to young person (at £40.70 pw) if they can prove estrangement. Housing Benefit (for young people not living with parents) depends on rent but normally restricted to the rent assessed as payable for a single room.
- 5 This *excludes* those few young people who are also in full-time education in order to avoid double counting.
- 6 Also the higher amount for lone parents, young people with disabilities, etc.
- 7 Includes those in work without training and those not in education, training or employment.
- 8 Approximate average gross earnings for *all* employees under 18. Young men earn on average £143.10 pw, young women £128.10. *New Earnings Survey, 1998*.
- 9 See end note 7 above.
- 10 The chosen years refer to YCS sweeps of cohorts 4–9.
- 11 P. Robinson, 'Education, Training and the Youth Labour Market', in P. Gregg and J. Wadsworth (eds.) *The State of Working Britain*, Manchester University Press, 1999.
- 12 DfEE Statistical First Release 14/99.
- 13 J. Payne, *Routes at Sixteen: Trends and Choices in the Nineties*, DfEE, 1998.
- 14 DfEE Statistical Bulletin 4/99.
- 15 See N. Pearce and J. Hillman, *Wasted Youth: raising achievement and tackling social exclusion*, IPPR, 1998.
- 16 P. Robinson, 'Education, Training and the Youth Labour Market', in P. Gregg and J. Wadsworth, (eds.) *The State of Working Britain*, Manchester University Press, 1999.
- 17 J. Payne, *Routes at Sixteen: Trends and Choices in the Nineties*, DfEE, 1998.
- 18 Figures relate to full-time education leavers in the spring following the completion of compulsory schooling, 1996.
- 19 P. Robinson, 'Education, Training and the Youth Labour Market', in P. Gregg and J. Wadsworth, (eds.) *The State of Working Britain*, Manchester University Press, 1999.
- 20 Joan Payne from PSI was commissioned by the DfEE on the Unit's behalf to explore the Youth Cohort Study for information on those not in education, employment or training. This analysis, as yet unpublished, is used extensively throughout this report. The period of analysis covers the 22 months from September 1995 to June 1997 for all those who left school in the summer of 1995. These proportions *exclude* those who are not in learning or work only during the summer months. J. Payne, *Young people not in education, employment and training: data from the England and Wales Youth Cohort Study (cohorts 8 and 3)*, PSI, 1999.
- 21 John Bynner from the Centre for Longitudinal Studies was commissioned by the DfEE to establish the main predictors and longer-term outcomes of post-16 non-participation using the 1970 British Birth Cohort Study. This analysis, as yet unpublished, is referred to on a number of occasions in the report. The numbers of non-participants are quite small and the results should therefore be treated with caution, although all the findings reported here are statistically significant at the 5 per cent level or more. Where numbers permit, a pure definition of non-participation is used – namely including those who have neither worked full or part time for at least 6 months during the 24 month period from January 1987 to December 1988. For the outcome data at age 21, when only a 10 per cent sub-sample of the cohort were interviewed, a slightly less pure definition is sometimes used (ie non-participants may have worked part time) to bolster the numbers in order to secure more robust results.
- 22 Percentages for the sexes are broadly similar.
- 23 Excludes summer spells, and is therefore an underestimate, since some young people not occupied during the summer spell will be outside education, training or work, rather than on the summer academic break. Gender differences are negligible, although slightly larger proportions of women spend longer non-participating than men.
- 24 Again, these are underestimates (see end note 23). The percentages are based on very small numbers and are therefore subject to sampling error. The data sets are too small to allow gender breakdown.

- 25 A spell is defined in this report as a single month or a series of adjacent months.
- 26 S. Hutton and B. Gannon, *Financial Independence for Young People*, University of York, Social Policy Research Unit Working Paper, JRF1536/98, 1999: the figure quoted applies to data from 1986 – the number of spells of non-participation experienced by young people today may be different.
- 27 Gender differences are again negligible, with the exception of government-supported training, from which 17 per cent of men and 12 per cent of women entered a spell of non-participation.
- 28 J. Payne, *Routes at Sixteen: Trends and Choices in the Nineties*, DfEE, 1998.
- 29 DfEE Statistical Bulletin 7/99.
- 30 J. Payne, *Young people not in education, employment and training: data from the England and Wales Youth Cohort Study (cohorts 8 and 3)*, PSI, 1999.
- 31 Figures for non-participation in education, training and employment by LEA are not available.
- 32 The most marked dissimilarity between the map of non-participation in education and training by 16 and 17 year olds and those for deprivation (as used in the Unit's previous report on neighbourhood renewal) and under-18 conception rate (as used in the Unit's report on teenage parenthood) is in the North East. As indicated in paragraph 3.14, this is due to an 'over-representation' of these groups in the training category, often at around twice the national average of 11 per cent.
- 33 G. Smith, *Area-based initiatives: the rationale for and options for area targeting*, Centre for Analysis of Social Exclusion, Paper 25, 1999.
- 34 Social Exclusion Unit, *Bringing Britain Together: a national strategy for neighbourhood renewal (Cm 4045)*, The Stationery Office, 1998.
- 35 Staffordshire Careers, *Survey of need for the County of Staffordshire 1999/2000*, internal document.
- 36 Y. Cheng, *Staying on in full-time education after 16: Do schools make a difference?*, Youth Cohort report no. 37, DfEE, 1995. Lone parent families were used as a proxy for adverse social and economic conditions. The findings do not, therefore, suggest that children from lone parent families are less likely to stay on in full-time education.
- 37 For explanation of Levels, see Glossary of terms. The category 'something else/not stated' is omitted from this table because of the distortion caused by gap year students. The YCS overestimates the percentage in full-time education and underestimates the percentage in other groups.
- 38 The Levels shown are approximate: the OECD report refers to 'below upper secondary education' (which equates in England to a Youth Training Certificate or no qualifications), 'upper secondary education' (GCSEs/A levels or equivalents), 'non-university tertiary education' (HNC/HND or equivalents), and 'University-level education' (Bachelors Degree/Masters/PhD).
- 39 Levels 4 and 5 are not applicable to those in the 16–19 year age range.
- 40 Defined as 'out of education, employment (full or part-time) or training for 6 months or more between January 1987 and December 1998'. Participants are those with no months out of education, employment (full or part-time) or training during the same period. All analyses are based on young people who left school at 16.
- 41 P. Johnson and H. Read, *Intergenerational mobility among the rich and the poor: results from the National Child Development Survey*, Oxford Review of Economic Policy, Vol.7, 1996.
- 42 J. Graham and B. Bowling, *Young people and crime*, Home Office, 1995.
- 43 *Youth Lifestyles Survey*, Home Office, 1999.
- 44 H. Swadi, 'Adolescent substance use and truancy: exploring the link', in *European Journal of Psychiatry*, 3, 2, 108–115, 1989.
- 45 B. Powis, P. Griffiths, M. Gossop, C. Lloyd and J. Strang, 'Drug use and offending among young people excluded from school', in *Drugs: Education, Prevention and Policy*, 5:3, 1998.
- 46 NACRO, *Wasted Lives*, 1998.
- 47 M. Hough, cited in Home Office Drug Prevention Initiative report, *Arrest Referral: Emerging Lessons from Research*, 1998.
- 48 House of Commons Hansard Written Answers 27.1.98, col. 140.
- 49 House of Commons Hansard, Written Answer 9.7.99, col. 573. A complete assessment of the exchequer costs of changes in unemployment will depend on the reasons for the change, the extent to which sustainable employment levels are affected, wider labour market effects, and so on, and the fact that unemployed people do not, on average, move into jobs with average earnings.
- 50 House of Commons Hansard, Written Answer 9.7.99, col. 573. These figures assume that the individual has no other income other than that gained from employment, is not eligible for MIRAS, and that he or she pays contracted-in employee National Insurance Contributions.

- 51 Additional analysis of outcomes at age 26 was undertaken using the 1970 British Birth Cohort Study. However, because event history information was not collected in the 26 year survey, it was not possible to identify non-participants directly. As an alternative, in addition to no or low qualifications at age 16, the three strongest predictors of non-participation in the 21 year survey were used to distinguish non-participants from participants. The three additional predictors were: grew up in an inner city environment, lived in overcrowded accommodation during childhood and parental antipathy towards child's continuation in education post 16.
- 52 D. Buck, C. Godfrey, S. Parrott and M. Raw, University of York Centre for Health Economics, *Cost Effectiveness of Smoking Cessation Interventions*, London: Health Education Authority, 1997.
- 53 R. Dorset and A. Marsh, *The Health Trap – Poverty, Smoking and Lone Parenthood*, London: PSI, 1998.
- 54 These are approximate figures, since they are based on *all* full-time employees under 18, drawn from the New Earnings Survey 1998.
- 55 YCS, cohort 9, sweep 1.
- 56 95 per cent attainment of this has also been included as a new National Learning Target.
- 57 DfEE, *Excellence in Cities*, March 1999.
- 58 DfEE Bulletin 4/99, Tables J and K.
- 59 OFSTED/DfEE, *The National Survey of Careers Education and Guidance*, October 1998.
- 60 Y. Cheng, *Staying on in full-time education after 16: Do schools make a difference?*, Youth Cohort report no. 37, DfEE, 1995.
- 61 N. Pearce and J. Hillman, *Wasted Youth: raising achievement and tackling social exclusion*, IPPR, 1998, pages 70–72.
- 62 See *Contacting and Following-Up Young People in Status Zero*, GHK Economics and Management, DfEE Research Series (forthcoming).
- 63 'Other' work-based training is that outside National Traineeships and Modern Apprenticeships.
- 64 The introduction of the Learning Gateway in September should address many of these concerns as they relate to those below Level 2. A key element of this new initiative will be the provision of continuous support through a Personal Adviser, to prevent drop-out and ensure smooth progression. Programmes will be individually tailored, with no fixed time limits. DfEE will be issuing guidance on relevant practice to support high-quality provision, including appropriate staff training and development. The Learning Gateway will bring in non-traditional providers with expertise in dealing with the problems, such as disruptive behaviour, which may characterise some of the target group.
- 65 *Learning to Succeed: a New Framework for Post 16 Learning*, DfEE, 1999.
- 66 I. Maclagan, *Guide to Training and Benefits for Young People*, YouthAid, 1999.
- 67 If studying at an FE College, they might be able to receive discretionary funding from its Access Fund.
- 68 *Sort it Out! Reforming the Benefit System for 16 and 17 year olds*, COYPSS, January 1999.
- 69 On the effects of the current system of financial support on participation in FE, see *The Hardship of Learning: Students' Income and Expenditure and Their Participation in Learning*, Claire Callender, South Bank University, 1999.
- 70 DfEE, *New Arrangements for Effective Student Support in Further Education*, Report of the Further Education Student Support Advisory Group, 1998.
- 71 *The Hardship of Learning: Students' Income and Expenditure and Their Participation in Learning*, Claire Callender, South Bank University, 1999.
- 72 Social Exclusion Unit, *Truancy and School Exclusion* (Cm 3957), The Stationery Office, 1998.
- 73 The date is a survey date which refers to qualifications achieved in the previous academic year.
- 74 Includes equivalent GNVQ achieved in Year 11.
- 75 The figures for '1–4 GCSE grades A*–C' consist of those with 1–4 GCSE grades A*–C and any number of other grades.
- 76 OFSTED, *Raising the Attainment of Minority Ethnic Pupils*, HMI 170, 1999.
- 77 Youth Cohort Study, cohort 9, sweep 1.
- 78 The numbers of 16 year old Bangladeshi young people in the full-time work and government-supported training categories are too small to be significant.
- 79 Youth Cohort Study, cohort 9, sweep 1.
- 80 Labour Force Survey, 1997 and Family and Working Lives Survey, 1994/95.

- 81 B. Chatrik, *New Deal – Fair Deal? Black young people in the Labour Market*, Barnardos/Children's Society/Youth Aid, 1997.
- 82 B. Chatrik, *New Deal – Fair Deal? Black young people in the Labour Market*, Barnardos/Children's Society/Youth Aid, 1997.
- 83 Department of Health, *Caring about Carers: a National Strategy for Carers*, February 1999.
- 84 Social Exclusion Unit, *Teenage Pregnancy* (Cm 4342), The Stationery Office, 1999.
- 85 Department of the Environment, *Single Homeless People*, 1993.
- 86 *Taking risks: An analysis of the risks of homelessness for young people*, a report for Safe in the City, 1999.
- 87 Figures quoted in House of Commons Select Committee on Health (1998) Second Report 1997/8, *Children Looked After By Local Authorities*, London, The Stationery Office.
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- 120 Currency conversion £1 Sterling = Australian \$2.5.