



SCOTTISH EXECUTIVE

Enterprise and Lifelong Learning

Literature Review of the NEET Group



LITERATURE REVIEW OF THE NEET GROUP

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2005**

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CONTENTS

EXECUTIVE SUMMARY	1
CHAPTER ONE: INTRODUCTION	3
INTRODUCTION	4
STUDY OBJECTIVES	4
APPROACH AND METHODOLOGY FOR LITERATURE REVIEW	4
STUDY LIMITATIONS	8
STRUCTURE OF REPORT	9
CHAPTER TWO: THE NEET GROUP – CHARACTERISTICS AND DIFFICULTIES FACED	10
INTRODUCTION	11
NEET STATISTICS	12
NEET GROUPS – CHARACTERISTICS AND DIFFICULTIES FACED	14
CHAPTER THREE: POLICY OVERVIEW	20
INTRODUCTION	21
SCOTTISH POLICY CONTEXT	21
POLICY PROGRAMMES AND INITIATIVES IN SCOTLAND	23
POLICY PROGRAMMES AND INITIATIVES IN ENGLAND/UK	27
CHAPTER FOUR: NEET POLICY EFFECTIVENESS	29
INTRODUCTION	30
GENERAL POLICY EFFECTIVENESS	31
POLICY EFFECTIVENESS – EMPLOYABILITY POLICIES	37
POLICY EFFECTIVENESS – IAG POLICIES	41
POLICY EFFECTIVENESS – FINANCIAL SUPPORT POLICIES	44
POLICY EFFECTIVENESS – WIDENING CHOICES AT PRE-16	45
POLICY EFFECTIVENESS – POST SCHOOL ENVIRONMENT: FE AND HE POLICIES	47
POLICY EFFECTIVENESS FROM THE NEET SUB-GROUP PERSPECTIVE	49
SHARING PRACTICE: SCOTLAND AND THE REST OF THE UK	51
CHAPTER FIVE: SUGGESTED FURTHER RESEARCH: PRIORITIES FOR THE FUTURE	54
FUTURE RESEARCH	54
SUGGESTED PRIORITIES FOR FUTURE RESEARCH	55
FURTHER EVALUATION STUDIES - QUANTITATIVE ANALYSIS	55
FURTHER EVALUATION STUDIES - THEMES FOR FURTHER RESEARCH	56
UNDERSTANDING THE NEET GROUP	57
‘JOINED-UP’ POLICY FORMULATION	58

EARLY INTERVENTIONS AND SUPPORT	58
SHARING PRACTICE	59
APPENDICES – Literature Review Findings	60
APPENDIX 1 – NEET sub-groups	61
APPENDIX 2 – DATA ON NEET SUB-GROUPS	66
APPENDIX 3 – SPECIFIC POLICY INTERVENTIONS – SCOTLAND	71
APPENDIX 4 – SPECIFIC POLICY INTERVENTIONS – ENGLAND	77
APPENDIX 5 – BIBLIOGRAPHY	82
APPENDIX 6 – STAKEHOLDERS CONSULTED	87
APPENDIX 7 – REPORT ANALYSIS FRAMEWORK	88
APPENDIX 8 – LITERATURE OVERVIEW	93

EXECUTIVE SUMMARY

PURPOSE

1. This study has been commissioned to provide an overview of the difficulties facing those termed as ‘not in education, employment or training’, or the NEET group in Scotland. The study is expected to contribute to an analysis of the needs of the NEET group and the effectiveness of policies.

DEFINITION AND SIZE

2. The NEET group is defined as 16-19 year olds not in education, employment or training. Statistics indicate that there has been little recent change in the size of the NEET group, which currently stands at approximately 13% in Scotland.

GROUP COMPOSITION

3. Analysis of the NEET group has identified a range of ‘sub-groups’. These sub-groups contain relatively high percentages of young people who are NEET. These groups include young care leavers; limiting long-term illness (LLTI); family disadvantage and poverty; substance abuse, young offenders; Additional Support Needs and educational disaffection. The ‘at-risk’ of becoming NEET group has also been examined in this study.

THEMES AND RISK FACTORS

4. Themes or risk factors across the NEET groups which appear to be most prevalent are: deprivation; financial exclusion; low attainment; weak family and other support networks (such as peers); stigma and attitudes of others and debt-aversity.

EFFECTIVENESS OF POLICY AND INTERVENTIONS

5. It has not been possible to ‘map’ the effectiveness of specific policy interventions with different NEET sub-groups, since it is not clear that such policies and interventions were designed either with the specific needs of the sub-groups in mind, or to specifically address the risks and barriers which exist for these groups, and which appear to impede progress in making effective transitions from ‘NEET to EET’.
6. It is likely that a literature base exists which focuses on the various NEET sub-groups (although not defined as such) which might indicate the types of specific intervention support they require and how this impacts upon their NEET status. The more general, NEET-based literature review which was the focus of this study has not highlighted sub-group issues in any great detail, nor has it indicated which policies and interventions might be most successful with individual NEET sub-groups. Rather, the NEET-based literature has tended to focus on the general, NEET group. As such, it has

not been possible to comment on policy effectiveness with individual NEET sub-groups.

7. Policies and interventions examined within this study have been classified as employability; information, advice and guidance; financial support policies; policies to remove practical and logistical barriers and widening access at pre-16. The majority have an employability theme. Most policies were not designed with the sole needs of the NEET group (or sub-groups) in mind, although the NEET group was intended to benefit from these interventions.
8. More recent policy interventions such as the Careers Scotland Key Worker Service (previously known as Beattie Inclusiveness projects), Get Ready for Work, Education Maintenance Allowances and Integrated Community Schools have demonstrated a step-change in the approach to supporting the NEET group and those at risk of becoming NEET. Such policies appear to be more clearly aligned to addressing the risks and barriers which exist and place emphasis on supporting the 'holistic' needs of the NEET groups.

KEY AREAS FOR FUTURE RESEARCH

9. The review has highlighted key areas for future research focus. There appears to be a need for greater emphasis on studies which can offer a more quantitative analysis of NEET-based policy effectiveness, including longitudinal studies, which offer a clearer evidence base of the longer term education, employment and training outcomes for the NEET groups.
10. There also appears to be a need to examine how policies might combine to offer incremental and sequential support to the NEET groups, and the effectiveness of this. This could draw clearer linkages between the compulsory and post-compulsory school stages.
11. The sharing of practice within and beyond the UK setting might also offer greater insights into effective interventions and aspects of transferable practice.

CHAPTER ONE: INTRODUCTION

KEY POINTS

- This study has been commissioned to provide an overview of the difficulties facing those termed as ‘not in education, employment or training’, or the NEET group in Scotland.
- The study is expected to contribute to an analysis of the needs of the NEET group and the effectiveness of policies.
- The study was subject to a range of limiting factors:
 - **Timescales and resources** to undertake the study, necessitating ‘boundaries’ on the focus of the study;
 - **Nature of the literature sources** – most of the literature identified has focused upon a qualitative assessment of policy effectiveness and not quantitative impact assessments;
 - **Focus of the literature on the policy effectiveness** of ‘getting NEET into EET’ has tended not to examine the root causes (risks and barriers) of ‘NEET-ness’ for the NEET group and the various sub-groups.
- The key outputs from the study include an overview of:
 - the statistics and size of the NEET group (**Chapter Two**);
 - the characteristics, risks and barriers relating to each of the NEET sub-groups (**Chapter Two**);
 - NEET policy interventions and generic issues across these interventions (**Chapter Three**);
 - Policy effectiveness (**Chapter Four**);
 - Areas to shape practice (**Chapter Four**);
 - Potential areas for future research (**Chapter Five**).

INTRODUCTION

1.1 In this Chapter we provide an overview of:

- Study objectives;
- Approach and methodology for the literature review;
- The study limitations;
- Chapter details for the remainder of the report.

STUDY OBJECTIVES

1.2 This study has been commissioned to provide an overview of the difficulties facing those termed as ‘not in education, employment or training’, or the NEET group in Scotland. This group refers to 16-19 year olds who – due to their NEET status – are at risk of not making a future successful and sustainable transition to education, employment or training. It should be noted that the NEET group also covers those who are NEET for ‘positive’ reasons, which are usually chosen by the individual. This might include a ‘gap’ year or undertaking voluntary work. Despite this group being captured within the wider NEET group, it is not anticipated that this group requires additional support to make future transitions to education, employment or training.

1.3 It is intended that the review will contribute to an analysis of the needs of the NEET-group and the effectiveness of current policies and interventions across Scotland.

1.4 The study involved an examination of the literature in order to identify and provide an overview of:

- the scale and characteristics of the NEET group and various sub-groups, including a focus on young people who are at risk and who have difficulty in transition to education, employment or training;
- an exploration of the difficulties they experience and how these might differ within and across sub-groups;
- the various policy interventions intended to impact upon the NEET group and an analysis of their effectiveness.

APPROACH AND METHODOLOGY FOR LITERATURE REVIEW

Literature Search

1.5 A literature search was undertaken via a range of sources including a list of core ‘experts’, stakeholders and service providers working within the NEET arena. The organisations who contributed to this signposting exercise have been listed in **Appendix 6**.

1.6 The search approach sought to include all relevant Scottish literature as well as a range of English and UK documents. Many of the Scottish policy interventions have been delivered across the UK (e.g. New Deal and EMAs). However, there are a wider range of policy interventions evident outside of Scotland which are relevant to the NEET group. In order that lessons can be learned about policy effectiveness outside of Scotland, the study has also incorporated a review of a range of English / UK-based policies. The detailed ‘outside Scotland’ policies are not exhaustive but have been identified on the basis of their similarity to Scottish-based policies or their relevance to the wider Scottish policy context.

1.7 This study has been restricted to a UK-wide perspective of policy effectiveness. This was mainly related to the time and resource available to undertake the study. In addition, there were very few – if any – literature sources which pointed to the work / policy arena for the NEET group within countries other than the UK. This is, perhaps, an area which requires further exploration in the future, in order that experience and practice can be shared with others beyond a UK-setting.

Guiding the Literature Search

1.8 The policy agenda relating to the NEET group and the various NEET sub-groups is far-reaching. There are policy interventions which are designed with education, employment and training (EET) outcomes in mind and there are also interventions which – although not with an EET focus – could impact upon an individual’s ability to access EET. Added to this, is the wide range of policy interventions which are intended to impact upon a more ‘universal’ grouping, of which the NEET group might form part.

1.9 This backdrop is important to consider in assessing overall ‘policy effectiveness’ in supporting the NEET group – either directly or indirectly - as this extends across a wide range of support services and resources. However, the objectives of this study relate to policies which are NEET-focused (i.e. ‘getting NEET into EET’) and not those which have a more general objective (e.g. health advice for young people).

1.10 This study direction has implications for the extent to which the study could offer a comprehensive overview of policy effectiveness for individuals who might be described as NEET. Rather, this study is limited to understanding how effective EET policies are for the NEET group. In ensuring that this focus was retained, policy interventions were classified in the following way:

Table 1.1: Search Criteria for NEET Literature Review

A: NEET specific intervention (or NEET sub-group intervention) – to get NEET into EET (e.g. Careers Scotland Key Worker Services)
B: ‘At-risk’ of NEET specific intervention – seeking to avoid / at-risk of entering NEET
C: General EET intervention, not specific to the 16-19 age group
D: General EET intervention, potential impact on at-risk group

1.11 Categories A and B were the key priorities for the literature search, with an incremental approach to including policies which could be classified as C and D, depending on their ‘proximity’ to the NEET group or sub-group. Categories C and D differ in that category D is more likely to include the NEET group (16-19 years) than Category C, which covers a wider age range, yet might still include the NEET group.

NEET Sub-Groups

1.12 The NEET sub-groups which were identified for this literature review are:

- General NEET group;
- ‘At-risk’ of becoming NEET (e.g. still in school and persistent truanting);
- Young care leavers;
- Young carers;
- Additional Support Needs – including disabilities; learning needs; language / communication disorder; social / emotional needs; individuals where first language isn’t English / bilingual;
- Young offenders;
- Drug / substance misusers;
- Low attainment / education disaffection / truancy / school exclusion;
- Teenage parents;
- Limiting long-term illness (LLTI);
- Asylum seekers;
- BME (black and ethnic minorities);
- Educational attainment of parents / socio-economic status of parents (i.e. inter-generational impact);
- EBD group (emotional and behavioural difficulties).

1.13 Due to the nature of the literature, it has not always been possible to apply rigidly these sub-group headings, especially where there is overlap between one sub-group and another. In addition, it was not always possible to source literature in equal measure across these sub-groups. This is detailed further in Chapter 3.

Report Analysis Framework

1.14 A 'Report Analysis Framework' was designed to guide the literature analysis. This has been attached at **Appendix 7**. This framework identified a series of key themes and questions which were to be addressed through the literature review. The findings contained within each piece of literature reviewed were recorded against the relevant themes and questions identified. The framework included the following areas, in line with the core requirements of the study:

- **document details** – for reference purposes;
- **numbers and classifications** – relating to statistics and figures of both the general NEET group, the various sub-groups and those deemed to be at risk of becoming NEET;
- **barriers faced** – details of the types of 'risk factors' and barriers likely to be faced by any of the above groups, in making the transition to education, employment or training;
- **policy overview** – information relating to how individual policy interventions relate to the national policy context;
- **policy review** – a summary of the effectiveness of the policy being reviewed;
- **reviewer summary and comment** – based upon both the effectiveness of the policy and any issues for future consideration (e.g. future research or reliability of findings).

1.15 Depending on the nature and content of each document, it was not always possible to provide full details of each of the above 6 areas. For example, while some sources were more focused on statistics of the NEET group or sub-groups, others were concerned only with a description of the policy in question. The majority of the literature sourced could be classified as 'research reports', but there were also reports and articles based upon evaluations, data analyses and newspaper / magazine articles. A 'Literature Overview' document was also produced which offers a summary – by title – of all sources accessed during this study. This document also classifies these sources as research, evaluation, data analysis or other (e.g. newspaper or magazine articles). This has been attached at **Appendix 8**.

STUDY LIMITATIONS

1.16 There are several issues which have implications for overall study findings. These are:

- **Nature of the literature sources** – most of the literature identified has focused upon a qualitative assessment of policy effectiveness (e.g. the nature of the delivery environment / infrastructure to support policy delivery) and not quantitative impact assessments of policy effectiveness. While the more qualitative assessments are essential to understand, there are current gaps in the literature base relating to how – if at all – NEET policy interventions translate into positive outcomes, in the longer term. There are several reasons for this ‘gap’: 1) the level and type of longitudinal and cohort-based data required for such assessments is often in short supply, and 2) many NEET policies are not old enough to be able to make a reliable assessment based on outcomes and impacts. As such, the research and evaluation sources are often unable to offer conclusive evidence of policy effectiveness beyond inputs and outputs;
- **Difficulties in measuring the NEET group** – as has been noted extensively within the literature, undertaking measurements of the NEET group is a complex task. This is due to the transient nature of the group and corresponding difficulties in tracking their movements and outcomes over time. This presents challenges for all NEET-related research and literature. Furthermore, by offering ‘snap-shots’ of the size of the NEET group, this does not explain the nature of stocks and flows and how individuals within this group might have temporary NEET status or be more prone to moving in and out of ‘NEET-ness’;
- **Timescales and resource** to undertake the study, necessitating ‘boundaries’ on the focus of the study – all such studies will be limited in the extent to which every possible literature source can be accessed and examined. The sources which have been prioritised for this study have been based upon the guidance, signposting and expertise of the key players in the policy arena. While it can be expected that most of the relevant Scottish sources have been reviewed, this cannot be guaranteed. Nor can it be guaranteed that all relevant literature outside of Scotland has been reviewed. However, the researchers are confident that this has not impacted negatively upon a clear understanding of the study issues;
- **Focus of the literature review** – as noted in this Chapter, this study has focused on literature relating to EET-based policies. For this reason it has not been possible to undertake an analysis of the risks and barriers which different NEET sub-groups experience in making the transition to EET. Many of these risks and barriers have been picked up through the identified literature – as those which are specific to the NEET sub-group and those which are common across sub-groups - but this was not the prime focus for the study. As such, it should be noted that study results are limited

in their ability to state with authority, the root causes of the existence - and, in some cases – persistence of the risk factors affecting NEET sub-groups;

- **Literature bias** – it is often the case that EET specialists have studied the 16-19 year age group from a particular stance (e.g. educational or vocational) and have implicit or explicit motivations to ‘champion’ the agenda of a particular policy route / intervention. This can sometimes produce an imbalance in the literature, relating to the value placed upon each of the 3 components of EET.

STRUCTURE OF REPORT

1.17 The remainder of this report has been structured in the following way:

- **Chapter 2** provides an overview of the key figures, statistics and classifications which have been identified through the literature review. These relate to the NEET group as a whole, those at risk of becoming NEET and the various NEET sub-groups;
- **Chapter 3** offers an overview of the policy context surrounding the NEET group, through a wide range of policies which impact upon the NEET group. A range of classifications of these policies is presented. The policy agenda for both Scotland and England / UK has been detailed;
- **Chapter 4** offers an analysis of policy effectiveness, based on the sourced policy literature;
- **Chapter 5** offers some areas for future consideration, in relation to new research.

CHAPTER TWO: THE NEET GROUP – CHARACTERISTICS AND DIFFICULTIES FACED

KEY POINTS

- Scotland's NEET statistics have changed little since 1999, with approximately 8% of the group being unemployed and 5.3% being economically inactive. In comparison to English statistics, the NEET group is larger in Scotland.
- The NEET sub-groups which were identified for this literature review are presented below. It should be noted that these groups are not mutually exclusive. In particular, Additional Support Needs makes up a wide range of further sub-groups relating to, for example, language difficulties and social / emotional difficulties, as well as a wide range of disabilities. Further NEET sub-groups are:
 - General NEET group;
 - 'At-risk' of becoming NEET;
 - Additional Support Needs;
 - Asylum seekers;
 - Black Minority Ethnic (BME) groups;
 - Educational disaffection;
 - Family disadvantage and poverty;
 - Limiting Long Term Illness (LLTI);
 - Substance abuse;
 - Teenage parents;
 - Young carers;
 - Young care leavers;
 - Young Offenders.
- The summary tables in **Appendix 1** provide details of key characteristics and the risks, barriers and issues faced by each of the NEET sub-groups, as far as could be ascertained from the literature. Themes or risk factors across the NEET group which appear to be most prevalent are:
 - deprivation;
 - financial exclusion;
 - low attainment;
 - weak family and other support networks (such as peers);
 - stigma and attitudes of others;
 - debt-aversity.
- The literature also points to the need to define disaffection as an effect of a range of risk factors working together, rather than as a cause of being NEET.

- More specifically, for NEET sub-groups, the following risk factors appear to be most prevalent:
 - Additional Support Needs – ineffective inter-agency support; low educational attainment; access to information and support (especially for those with disabilities at the transition from school to FE);
 - Educational disaffection – truanting and reproduction of educational disadvantage across generations. However, it should be noted that the literature points to disaffection as an effect of a range of barriers working together, rather than a cause of NEET-ness ;
 - Family disadvantage and poverty – unskilled manual backgrounds and deprived communities;
 - Limiting Long-Term Illness (LLTI) – workplace pay and conditions; stigma and low levels of skills;
 - Substance abuse – personal attitudes; stigma and the benefits trap;
 - Young Care Leavers – behavioural problems; stigma and poor attainment;
 - Young offenders – truancy and social exclusion.
- The literature offered very limited information about the following groups: BME; asylum seekers; young carers; teenage parents; young offenders and the ‘at-risk’ group.
- The literature did not identify which risks and barriers are the most prevalent for either the NEET group as a whole or for the sub-groups. It has, therefore, not been possible to prioritise the risks and barriers.

INTRODUCTION

2.1 This chapter provides an overview of the various numbers, classifications and characteristics of the NEET group, those at risk of becoming NEET and the NEET sub-groups. As has been noted in Chapter One, since the focus of the review has been based on sourcing EET-based literature, this literature has placed less emphasis upon identifying and examining the size, characteristics and risk factors relating to the various NEET sub-groups. Nonetheless, this Chapter offers clear defining details about the NEET groups and provides contextual detail which supports the remainder of the report.

2.2 In the remainder of this Chapter, we:

- outline key statistics for the NEET group;
- provide a summary of the characteristics faced by the NEET group and sub-group.

NEET STATISTICS

Overview

2.3 Different data sources produce different results on the exact size of the NEET group. This is due to the methods of collection, differing questionnaires, time periods and sample sizes. For example, the figures in the 2001 Census give a lower number of people not in employment, education or training than the Labour Force Survey estimates. The Labour Force Survey samples a small number from the NEET group in Scotland meaning limited analysis of the characteristics of the people in this group is possible. In fact, only a gender breakdown at Scottish level is possible. As such, analysis of different data sets should be treated with caution.

2.4 The following tables provide an overview of the size of the NEET group – in Scotland, England and the UK. It should also be noted that these figures include the ‘positive’ NEET group –i.e. those who have ‘chosen’ NEET status, due to e.g. a gap year. These figures indicate that **Scotland has a higher percentage of young people in the NEET category than England**. The difference in percentage points is more marked for Scotland than England with 16-18 year olds.

Table 2.1 – NEET Group (16-18 year olds)

	NEET	% NEET
Scotland	27,000	13.9%
England	202,000	10.4%
UK	249,000	10.7%

Table 2.2 – NEET Group (16-19 year olds)

	NEET	% NEET
Scotland	35,000	13.7%
England	288,000	11.3%
UK	354,000	11.6%

Reference: Scottish Executive, Analytical Services Division, ETLLED.

Scotland

2.5 In Scotland, since 1999, there has been little change in the percentage of 16 to 19 year olds who are NEET. The 2001 Census¹ shows 33,400 young people of this age group, as being NEET, representing 13.2% of the population.

2.6 Nineteen years is the only age when the percentage of the NEET group is higher for females than males, in Scotland. It is not possible to calculate the number of young people who are 'at-risk' of becoming NEET but this group does include both those inside and outside of compulsory age schooling. It is also unknown how many young people can be classified as 'positive' NEET, where they have chosen this status for reasons such as taking a gap year. This is thought to be a largely short-term phenomenon, with little / no significant challenge in making the transition out of NEET-ness. Further details from the 2001 Census show that:

- 8 % of 16 to 19 year olds were unemployed and 5.3 % economically inactive;
- the number of people in the NEET group peaked at 18 years of age;
- 19 years old is the only age where the percentage of females who are in the NEET group is higher than the percentage of males who are NEET;
- in all local authority areas, a higher percentage of males who are NEET are unemployed, whereas, in the majority of cases, a higher proportion of females are economically inactive in the NEET group. Across Scotland, 71.4 % of males who are NEET are unemployed whereas 52.2 % of females who are NEET are economically inactive²;
- 38.6 % of the NEET group has never worked (representing 5.1 % of the 16 to 19 population);
- 17.9 % of the NEET group live in Glasgow (almost 1 in 5 of Glasgow-based 16 to 19 year olds);
- 14 % of NEET suffer from Limiting Long Term Illnesses (LLTI).

2.7 The 2001 Census estimate for March 2003/February 2004 shows 14.5 % are NEET; the true value is likely to be between 13.2 % and 15.8 %.

¹ Analysis of 16-19 Year Old Not in Employment, Education or Training in the 2001 Census, April 2003, Analytical Services Division, ETLDD

² This is thought to be the case due to both the child care and general household care status of more females than males

England

2.8 In England, the Bridging the Gap report shows that at any one time 161,000, or 9% of the age group 16 to 18 are NEET after school leaving age of 16. In more detail:

- 17 % of the overall 16-18 age group work but undertake no formal education or training;
- 6 percent of the age range are out of work and education for more than six months and 3 % for more than twelve months;
- non-participation in education, employment or training at age 16 to 18 is a major predictor of unemployment at age 21.

NEET GROUPS – CHARACTERISTICS AND DIFFICULTIES FACED

The ‘At Risk’ Group

2.9 The ‘at risk’ group refers to those young people who are either of compulsory school age and are at risk due to e.g. low attainment or who are currently not NEET but who risk becoming so (e.g. in a low skilled, low waged job with little or no training opportunities). This group is made up of sub-groups such as children in care, low attainers, truants, young offenders, substance abusers, teenage parents. These groups are not mutually exclusive.

2.10 It is not possible to gauge how many young people constitute the ‘at risk’ group as the literature reviewed only provides data on those who are already NEET, not on those who are ‘at risk’ of becoming NEET.

2.11 It would be useful to know the size of the ‘at risk’ group in order to estimate the true extent of the NEET problem and to help inform effective policies for tackling NEET-ness in the future. Currently, the Connexions Service, in England and the Careers Scotland key worker services delivered through Careers Scotland - are placing increasing emphasis on the future development of more sophisticated data collection and monitoring systems. This will allow for more reliable analysis of younger groups who might be subject to periods of NEET-ness.

‘Positive’ NEET Group

2.12 The positive NEET group includes those who are NEET out of individual choice and opportunity. Data from the Scottish School Leavers Survey 1997 and 1999³ indicates this

³ David Raffe, Young People Not in Education, Employment or Training, Centre for Educational Sociology, 2003

is a largely short-term phenomenon, comprising brief intervals between other statuses. Those involved tend to be willing to sample jobs and courses and to experiment with less conventional itineraries after leaving school. It reflects a wider trend towards more individualised and less linear pathways from education to work, and towards a more flexible education system and the labour market.

2.13 Examples of positive NEET behaviour include travelling, voluntary work and working part time. It is worth noting that this type of NEET activity is not associated with individuals from a disadvantaged background. Furthermore, these young people are at no greater risk of a future NEET spell than those who have never been NEET.

2.14 There is currently no data on the size of this group. This group of young people is taking planned breaks in their educational or labour market careers, and there seems to be little reason for including them in indicators of a policy ‘problem’.

NEET Sub-Groups – Characteristics and Difficulties Faced

2.15 The tables in **Appendix 1** bring together key information and data about the NEET sub-groups. In **Appendix 2**, we **‘match’ the different sub-groups to risk factors and barriers** and provide detail on the issues faced by each sub-group highlighting what information is available as well as where information is lacking or non-existent. In order to gain as full a picture as possible, the data has been extracted from literature on the NEET group in Scotland, with additional information provided from literature on the NEET group in England.

2.16 It should also be noted that these groups are not mutually exclusive – it is possible that some young people could be classified in more than 1 group. This information offers an important starting point for defining the various NEET groups but should be treated with some caution, as any generalisations noted in the literature are likely to impact upon overall reliability of the definitive characteristics of NEET sub-groups.

Difficulties & Risk Factors

2.17 The nature of existing literature on the NEET group tends to focus on employment, education and training issues, and does not offer extensive detail on the sub-groups, themselves, and the factors which lead to them becoming NEET. As such, from the data collated, it is difficult to ascertain clear patterns of risks for sub-groups, and it is therefore not feasible to prioritise these risks. However, the findings in **Appendices 1 and 2** suggest that for all groups there are **recurring themes** of risk factors associated with:

- Deprivation;
- Financial exclusion (including financial constraints and the benefits trap);

- Debt-aversity (especially in deciding whether to ‘invest’ in post-16 education or training and impacts of dropping-out);
- Low attainment;
- Weak family support ‘networks’ and the role of ‘others’ (IAG which is offered both formally – by service providers – and informally – by peers and family – appears to have a significant influence on transition decision making);
- Stigma and the attitudes of others.

2.18 The following issues appear to be most prevalent for NEET sub-groups:

- **Additional Support Needs⁴** – there appears to be a lack of coherent inter-agency support and IAG for this group, which focuses upon improving attainment. This is especially the case for those with disabilities;
- **Limiting Long-Term Illness (LLTI)** – the interplay of a range of factors seems to influence the NEET status of this group, particularly concerning stigma and workplace pay and conditions, together with low levels of skills;
- **Substance abuse** – the key risk factors and barriers for this group appear to be stigma, personal attitudes and the benefits trap;
- **Young care leavers** – behavioural problems, stigma and poor attainment are common themes across this group;
- **Young offenders** – both school truancy and social exclusion appear to be most prevalent for this group.

Data Gaps

2.19 It is evident from this analysis that there are significant data gaps. In particular, these relate to the following sub-groups:

- Black Minority Ethnic;
- Asylum Seekers;
- Young carers;
- Teenage parents;
- Young offenders;
- At risk.

⁴ It should be noted that Additional Support Needs refers to a wide range of issues including specific learning needs; language / communication disorders; social / emotional needs; disabilities; individuals whose first language is not English.

Complexity of Issues

2.20 In **Figures 2.1 and 2.2** we have sought to classify the risk factors which are prevalent across the NEET group. This was concerned with understanding the various inputs and how these might act as risks to influence NEET status. It should be noted that these interpretations have been derived through an analysis of the literature and are intended for illustrative purposes only. Indeed, the issues faced by the NEET group can vary quite significantly from 1 individual to another, depending on prior experiences. This is also important for understanding the nature and characteristics of the NEET sub-groups, where an individual could be readily identified as belonging to more than 1 of the sub-groups. A range of what seem to be the most prevalent risk factors and barriers – and the interplay between these - is represented in two diagrams:

2.21 The first, (**Figure 2.1**) identifies influences leading to NEET status (in most cases, the individual will be subject to a multitude of influences) and highlights the complexity of the risk factors on an individual. For example, an individual is excluded from school because of persistent truanting which may have been brought about by a mixture of low attainment and bullying. This diagram is intended only to illustrate these complexities and not to offer a definitive guide to either the barriers which are present or how these might interact. However, such an illustration does offer some early indications of the types of barriers facing the NEET group. This has been derived from an analysis of the literature and is not presented in this way in any literature sources. There is clearly a need to consider addressing the NEET problem from its various root causes. However, it is unclear whether by addressing any one single factor this will be sufficient to address the wider barriers experienced by the NEET groups. However, some literature notes the importance of ‘compensatory factors’, whereby the presence of some risk factors can be countered by the prevalence of a range of resources and support (e.g. supportive family networks).

2.22 The second diagram (**Figure 2.2**) seeks to simplify the first diagram by splitting the influences on the NEET group into four categories. These are Lifestyle, Characteristics, Environment, and Other. It is unclear from the literature whether these 4 categories offer a definitive approach to assessing the NEET groups and, again, this diagram has been derived from an analysis of the literature. These categories of barriers appear to be the most prevalent across the NEET groups. The diagram is intended to demonstrate that there are many ways of considering future policies on tackling NEET as well as reviewing the effectiveness of existing NEET policies. It might be helpful to consider policy design and effectiveness from the origins of such influences.

Figure 2.1 Influences on the NEET Group

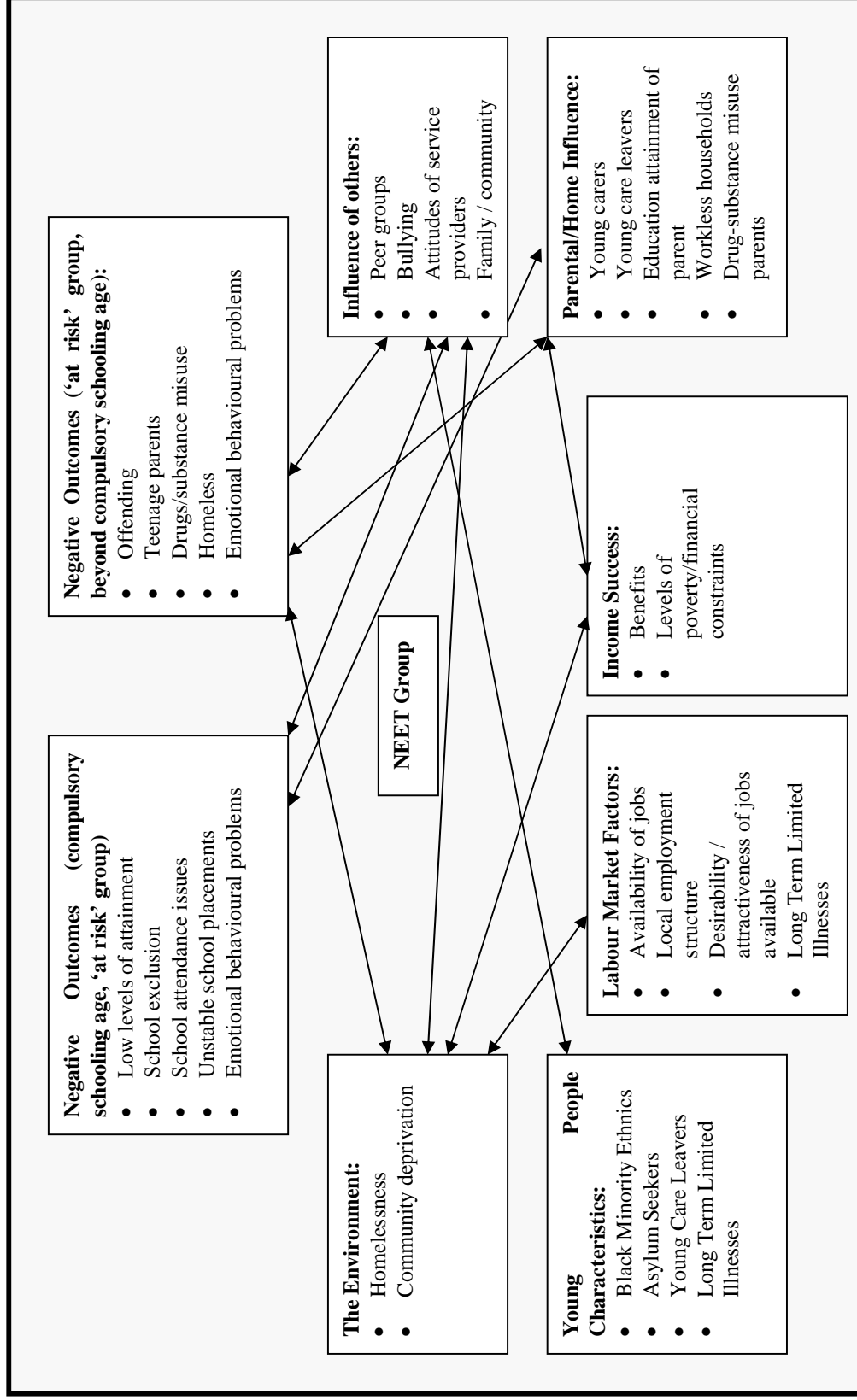
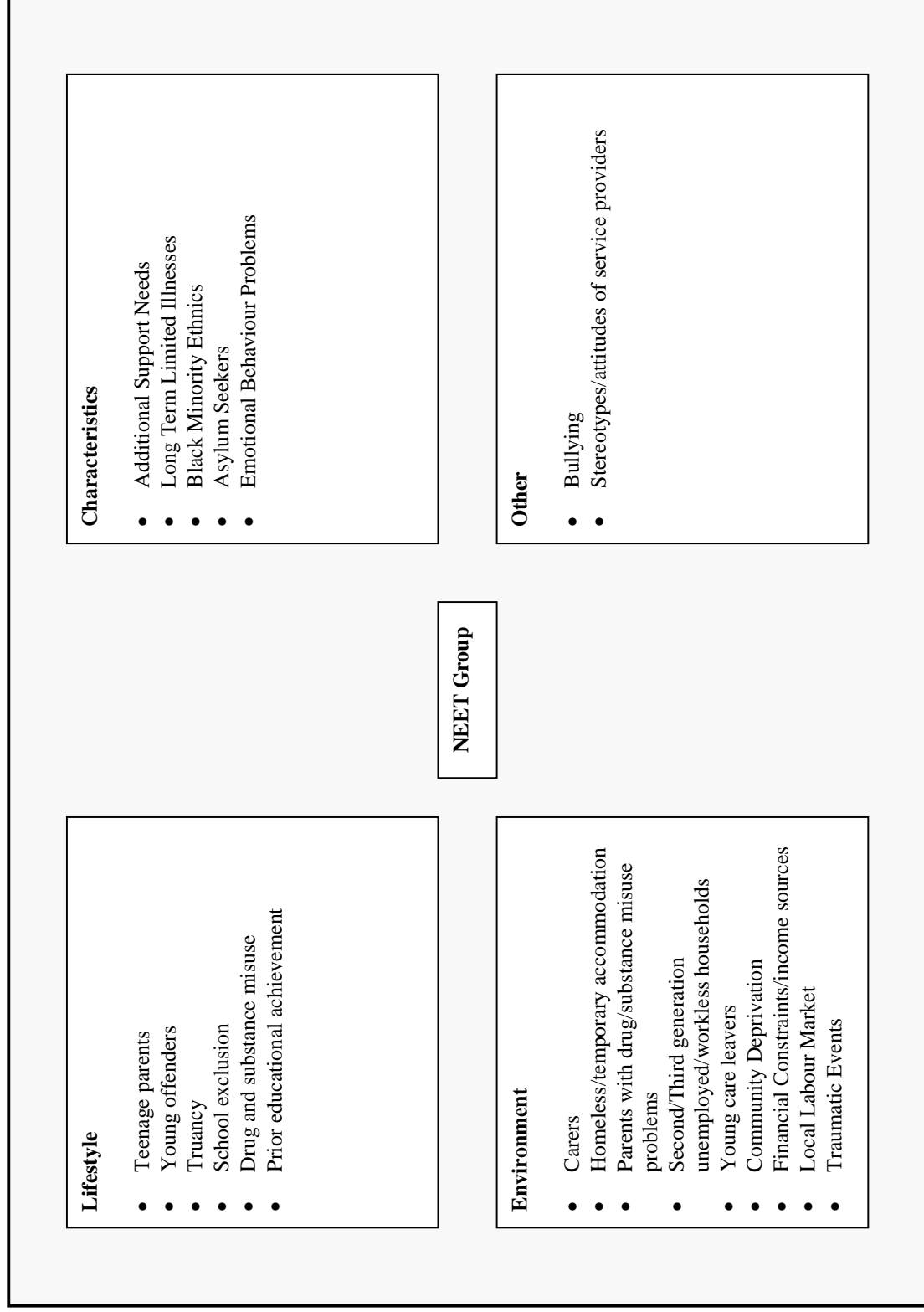


Figure 2.2 Influences on the NEET Group



CHAPTER THREE: POLICY OVERVIEW

KEY POINTS

- **National policy landscape** - NEET policies span a wide range of themes and governmental departments, including Scotland's economic strategy, social justice and social inclusion and the wider education / learning agenda;
- **Challenges in 'mapping' policies to sub-groups: non-specified targeting and generic policy design** - the 'mapping' of NEET sub-groups and their corresponding risk factors against specific policy interventions has not been possible since it is not obvious that policies were designed to address the specific needs of the NEET group or sub-groups. This makes a comprehensive examination of policy effectiveness challenging, since policy objectives of many interventions have been defined from a more generic perspective, concerning age and target groups (e.g. MAs, Skillseekers, New Deal). This does not allow for a review of the extent to which policies are addressing and removing the risks and barriers present and 'getting NEET into EET' ;
- **Recent NEET-based policy support** - key policies which appear to be most obviously focused upon the NEET group are the Careers Scotland key worker service, EMAs and the Get Ready for Work programme. These policies are focusing efforts on the most disadvantaged young people and appear to place greater focus on risk factors than more established policy interventions. In addition, the recent School / College Review has placed significant emphasis on widening choices at the pre-16 stage, through the development of vocational qualifications and the school / college delivery environment;
- **Local policy interventions** - The study did not identify more specific, local policies and interventions which might exist at LA and / or school level. There was very limited scope to address this in the study and the national literature did not readily identify such interventions;
- **Grouping NEET-based policy interventions** - an analysis of the literature has identified the following 'groupings' for policy interventions: employability policies; information, advice and guidance policies; policies to remove practical and logistical barriers and policies focused on widening choices at the pre-16 stage. From the literature, most of the Scottish policies appear to have an employability focus;
- **Possible constraints of national policy infrastructure** - it is possible that policy design and integration is constrained by national policy infrastructure, whereby 2 key departments have responsibility for the NEET group – Education and Enterprise and Lifelong Learning. This places challenges on the extent to which NEET-based policy interventions can be truly 'joined up';

- For the reasons outlined above, the study has **not been able to offer conclusive analysis** or findings relating to how effective specific policy interventions have been in **‘getting NEET into EET’**. This has been due to the nature of the specific literature surrounding the NEET group. It is possible that an inspection of specific sub-group policies, which are aimed at more holistic support (and not necessarily focused on supporting EET options) might offer different insights into how the NEET sub-groups are benefiting from wider policy intervention support.

INTRODUCTION

3.1 In this Chapter we provide an overview of the over-arching policy context relating to the NEET group – in terms of both national, strategic policy and individual policy interventions. This context has been detailed for both Scotland and England. The remainder of this Chapter is structured as follows:

- Scottish Policy Context;
- Policy Programmes and Initiatives in Scotland;
- Policy Programmes and Initiatives in England/UK.

SCOTTISH POLICY CONTEXT

3.2 NEET policy mechanisms are derived not only from Scotland’s lifelong learning and education agendas which are clearly related to NEET, but also from Scotland’s economic strategy, the Social Justice agenda, legislation for Additional Support for Learning (ASL) and the Inclusion agenda. In this respect, NEET policy interventions span a range of areas and governmental departments.

3.3 It was not clear from an examination of Scotland’s policy infrastructure that interventions have been designed sequentially (i.e. from one age group to the next) or with the intention of building on the activity and support available through previous policy interventions / programmes. This points to an apparent lack of consideration of how the ‘critical mass’ of EET-associated policy interventions can add value, by building on earlier support and successes.

3.4 Some of this might be explained by the national policy infrastructure, where pre-16 and post-16 years support is ‘divided’ across 2 government departments – Education and Enterprise and Lifelong Learning. This might be further compounded by social justice and inclusion policies being delivered outside of both of these departments, as noted in paragraph 3.2, above. Despite continued efforts and commitment to address the principles of ‘joined-up government’ and ‘cross-cutting agendas’, there is an enormous challenge in ensuring that all policies are streamlined and refined for optimised integration.

3.5 The themes outlined below provide an overview of Scotland’s national strategic framework, from which specific policy is designed. This demonstrates the importance of Scotland’s economic and social justice agendas.

- **FEDS (1 and 2)** (Framework for Economic Development Scotland) covers the economic development of Scotland and includes learning provision policy. In particular it emphasises incentives to learn and payment of tuition fees for eligible Scottish domiciled students. It commits to further development of the skills of people who are currently marginalised within the labour market. Relevant policy interventions include Education Maintenance Allowances (EMAs), the introduction of a new Individual Learning Account (ILA Scotland) and Modern Apprenticeships (MAs) – the latter forming a key plank in the development of vocational qualifications at the intermediate level;
- **A Smart Successful Scotland** Scotland’s economic strategy emphasises the need for the Scottish workforce to be efficient and highly skilled. A Smart, Successful Scotland (SSS) features the NEET category under “providing the best start for the workforce of the future”. The strategy includes an aim to reduce the size of the NEET group. SSS also recognises the importance of including disabled, ethnic minority, older, disaffected and disadvantaged members of the community in the workforce. To this end the Executive is currently developing an *employability framework* which will set out objectives, and a basis for local agreements between different parts of the public sector as to their roles in involving disadvantaged groups in the labour market. This Framework will also bring together all key intervention policies to deliver a ‘critical mass’ of support in ensuring the long-term employability of the Scottish workforce;
- **Life Long Learning Strategy for Scotland “Life Through Learning, Learning Through Life”** outlines Scottish policy to encourage a culture of life long learning. It outlines commitments to funding learning, and further action developing Modern Apprenticeships as well as clarifying the role of Learndirect Scotland and Careers Scotland. The reduction in the proportion of 16-19 year olds who are NEET is one of six ‘high-level’ indicators to assess the progress of the Life Long Learning Strategy and is included in delivery priorities for Careers Scotland;
- **The Beattie Report (Implementing Inclusiveness, Realising Potential)** on inclusiveness relates to creating improved learning and work opportunities, with the aim of allowing all young people on leaving school, whatever their circumstances to have access to adequate and appropriate learning provision within an environment which matches their needs, abilities and aspirations. Thirteen multi-agency projects, managed by Careers Scotland, were funded to develop the key worker role and improve post-school transition processes for young people (16-24 years) with additional support needs. (These projects have now become part of the mainstream key worker services delivered by Careers Scotland.) National policies include: the establishment of inclusiveness policies in all Local Enterprise Companies (LECs) and Careers Scotland; the Employment Forum’s review of supported employment practices; the extension of disability statements to Further Education providers; improved IAG provision and improved local strategic working and partnership between learner agencies in order to aid transition;

- **Closing the Opportunity Gap** focuses on policies to reduce inequality in opportunity. Key policies include the piloting of EMAs; creation of a Careers Scotland target of reducing 16-19 year olds in NEET; increasing the number of students subject to fee waivers and increased provision of childcare support for students. The policy is specifically targeted at those facing greatest financial hardship, including lone parents;
- **Social Justice Targets and Milestones** set out the Executive's targets and aspirations for the implementation of social justice in Scotland. Key provisions include a commitment to ensure that every 16-19 year old leaves school with the maximum qualifications possible, The strategy is also committed to halving the number of 16-19 year olds who are NEET;

POLICY PROGRAMMES AND INITIATIVES IN SCOTLAND

3.6 A summary of the national level policy programmes or mechanisms encountered during the literature review has been detailed below. More detailed information about each programme is provided in **Appendix 3**. Literature was not available for every policy intervention. It is important to note that this literature review focused on EET-based policies and most of those detailed in the Chapter relate to the employability theme. There is clearly a wider range of policy interventions which exist and which will impact upon the transition from NEET to EET (e.g. childcare policies). However, it was beyond the scope of this review to include all such policies.

3.7 **Table 3.1** provides an overview of the Scottish, EET-based policy arena, classified by the barriers/issues which the policies seek to address. There are five core themes, as follows:

- Employability;
- Information, Advice and Guidance;
- Financial support policies;
- Removing practical and logistical barriers;
- Widening access at pre-16 level.

Table 3.1 Scotland Policy Interventions Summary – by Barrier/Issue Addressed

Employability	<ul style="list-style-type: none"> • WorkNet • Skillseekers • Modern Apprenticeships⁵ • Xlerate to Succeed Programme • Healthy Working Lives • New Deal for Young People • New Deal for Lone Parents • Progress 2 Work • New Deal for Disabled People • New Futures Fund • Get Ready for Work • Columba 1400 Centre • Activate
Information, Advice and Guidance	<ul style="list-style-type: none"> • Planning for post-school under the Education (Additional Support for Learning) (Scotland) Act • All Age Guidance Service • Carers Strategy • Local Authority Implementation of Through Care and After Care Regulations • Careers Scotland key worker service
Financial support policies	<ul style="list-style-type: none"> • Education Maintenance Allowances
Policies removing practical or logistical barriers	<ul style="list-style-type: none"> • Extended Schools Childcare Pilot • Working for Families • Widening Participation in Further Education • Review of services for people with a learning disability
Widening choice at pre-16 level	<ul style="list-style-type: none"> • Determined to Succeed • School/College Review • The Discipline Task Group report 2001 <i>Better Behaviour-Better Learning</i>

3.8 A key finding from this Chapter is that the EET-based policy interventions are not obviously focused on addressing and removing the various risk factors which act as barriers to the NEET group making successful transitions to EET (e.g. policies which seek to address the stigma surrounding NEET status). There may be a range of other policy interventions which exist and are specifically focused on addressing these risk factors but these were not the focus of this study.

3.9 The following key themes have been identified from the overview of the NEET-based policy arena:

- The NEET programmes have tended to focus upon ‘moving’ NEET into EET without a clear indication of the intended approach to addressing the risk factors which act as barriers to the NEET group and sub-groups making successful transitions to EET. As a result, it is not possible to map the various sub-groups and

⁵ It should be noted that the Modern Apprenticeship client group has employed status and, therefore, does not involve the NEET group. However, the literature has noted that some MA clients might be at risk of returning to NEET status, in the future.

influences identified in Chapter 2 against the programmes and interventions in Chapter 3;

- The NEET programmes are generally not designed solely with the NEET group in mind (e.g. the 16-19 year age group) but encompass a larger target group which might be experiencing challenges in sustaining EET status;
- Most NEET programmes are employability-focused (e.g. Skillseekers, MAs) and this set of NEET policies tends to be the most established and well-known. However, there is some overlap across policy objectives (e.g. where employability support is delivered in tandem with IAG).
- More recent programmes have placed emphasis on areas such as financial support (e.g. EMAs) and widening choice at pre-16. This suggests that the policy arena is taking a more holistic perspective of ‘getting NEET into EET’;
- Scotland appears to have limited, current provision to widen choice at the pre-16 level, although the School / College Review has put in place the foundations for ‘Skills for Work’ courses to be developed – in conjunction with SQA – for S3/4 and above. At a local level, FE Colleges are also engaging with local communities and schools, with some emphasis on widening choice at pre-16 ;
- It might be the case that a wider range of local policies (e.g. at LA-level) exists across Scotland but these have not been readily identifiable through the national literature review.

3.10 These apparent trends do need some clarification, however, given that:

- **The literature review has not been comprehensive**, in that it has not included the range of non-EET/NEET programmes and interventions that exist to specifically support some of the sub-groups (e.g. young care leavers, young offenders). This was by design given that the review sought to retain the focus on the NEET/EET agenda at a Scottish level (and within the timescales/resources available for the study). As such it is possible that inspection of specific sub-groups may yield further insights into the effectiveness or lack of such interventions. Additionally, it is likely that the existing, wider range of policy programmes, whilst not having an EET focus, may - through helping to address the barriers and issues faced by these young people - also support these young people in their transition to EET;
- Linked to the above, it might be the case that there is, in Scotland, a **much more extensive range of interventions to widen choice at the pre-16 level** and aimed at removing financial or other barriers for specific sub-groups. These have not been captured through the national literature, suggesting that they might be more likely to exist at a local level (e.g. LA-level). The developments which are proposed from the School / College Review will also address this area of widening choice at pre-16;

- Some **employability programmes**, whilst focused on improving the employability of the young people, may include elements of addressing the specific barriers/risks faced in order to improve employability. However, it is not clear that the design of such employability policies was undertaken with this objective in mind.

3.11 **Table 3.2** lists the policy interventions by broad target group that the intervention is aimed at – there are four classifications, as follows:

- NEET specific intervention (or a NEET sub-group intervention – to get NEET into EET);
- ‘At-risk’ of NEET specific intervention – seeking to avoid at-risk group entering NEET;
- General EET intervention, not specific to the 16-19 age group;
- General EET intervention with potential impact on the at-risk group.

3.12 It should be noted, from the table, that categories C and D below differ in that category D is more likely to pick up the NEET group (16-19 years) than category C, which covers a much wider age range, yet might still include the NEET group.

Table 3.2 Scottish Policy Interventions Summary – by Target Group

A - NEET specific intervention	<ul style="list-style-type: none"> • New Deal for Young People • New Futures Fund • Skillseekers
B – ‘At risk’ of NEET specific intervention	<ul style="list-style-type: none"> • Work Net • Xlerate to Succeed Programme • Carers Strategy • Get Ready for Work • Planning for post-school under the Education (Additional Support for Learning) (Scotland) Act • Local Authority Implementation of Through Care and After Care Regulations • Activate • School/College Review • The Discipline Task Group
C - General EET intervention (not specific to 16-19 year olds)	<ul style="list-style-type: none"> • Healthy Working Lives • New Deal for Disabled People • Progress 2 Work • All Age Guidance Service • Working for Families • Widening Participation in Further Education
D - General EET intervention (with potential impact on the ‘at-risk’ group)	<ul style="list-style-type: none"> • New Deal for Lone Parents • Modern Apprenticeships • Extended Schools Childcare Pilot • Review of services for people with a learning disability • Determined to Succeed

POLICY PROGRAMMES AND INITIATIVES IN ENGLAND/UK

3.13 The key English / UK policy interventions for the NEET group are detailed below and include policy programmes also in operation in Scotland as a result of their UK wide application. A summary of these is provided in **Tables 3.3 and 3.4** below. More detailed information about each programme is given in **Appendix 4**. A comparison between the Scottish policy arena and the English / UK-wide arena has identified the following issues:

- The English / UK-wide policy arena tends to display more of a ‘balance’ of different policy initiatives, in accordance with the 5 themes, than the Scottish arena. For example, more policy initiatives seem to be in place to address widening choice at pre-16 and financial support;
- There appears to be a greater emphasis on specific interventions at the national level for the pre-16 group (at-risk) than is the case in Scotland.

Table 3.3 English/UK Policy Interventions Summary – by Barriers/Issues Addressed

Employability	<ul style="list-style-type: none"> • New Deal for Young People • New Deal for Lone Parents • New Deal for Disabled People • Modern Apprenticeships • Enterprise Education Entitlement
Information, Advice and Guidance	<ul style="list-style-type: none"> • Connexions Service • Youth Service • Children’s Trusts
Financial support policies	<ul style="list-style-type: none"> • Educational Maintenance Allowances • Connexions Card • Learner Support Funds • Residential Allowances
Policies removing practical or logistical barriers	<ul style="list-style-type: none"> • Vulnerable Children Grant • Sure Start Plus Pilots • Care to Learn?
Widening choice at pre-16 level	<ul style="list-style-type: none"> • Increased Flexibility (IFP) • 14-19 Pathfinders • Entry to Employment • Young Apprenticeships • Key Stage 4 National Curriculum • Neighbourhood Support Fund

Table 3.4 UK / English policy interventions overview

<p>A - NEET specific intervention</p>	<ul style="list-style-type: none"> • Entry to Employment • Educational Maintenance Allowances • Vulnerable Children Grant • Care to Learn?
<p>B –‘At risk’ of NEET specific intervention</p>	<ul style="list-style-type: none"> • Modern Apprenticeships (16-19) • Neighbourhood Support Fund • Connexions Card • Youth Service • Children’s Trusts • Sure Start Plus Pilots
<p>C - General EET intervention (not specific to 16-19 year olds)</p>	<ul style="list-style-type: none"> • New Deal for Young People (18-24) • New Deal for Lone Parents
<p>D - General EET intervention (with potential impact upon the ‘at-risk’ group)</p>	<ul style="list-style-type: none"> • New Deal for Disabled People • 14-19 Pathfinders • Increased Flexibility for 14-16 year olds programme • Young Apprenticeships (pilot) • Enterprise Education Entitlement • Key Stage 4 National Curriculum

CHAPTER FOUR: NEET POLICY EFFECTIVENESS

KEY POINTS

General NEET Policy

- **The nature of the NEET literature** – the qualitative nature of the NEET-based literature was a common theme in this literature review. This might be due to a lack of data and statistics and a historical focus on assessing policy effectiveness on the basis of inputs and outputs. It has not been possible to provide comprehensive details of key statistical outcomes of policy interventions;
- **Policy design from an ‘holistic’ support perspective** – until recently, many policies with an EET focus appear to have been designed with a limited perspective on how to address / remove the risk factors and barriers which prevent the NEET group from making a successful and sustainable transition to EET;
- **Parity of esteem between Education, Employment and Training** –there has been an historical tendency to assume the ‘superiority’ of the Education option at the transition stage, regardless of its apparent likely success with the young people involved. This is now much less obvious in more recent policy interventions, where employment and training options are perceived more positively.

Specific Policies & Programmes

- **Employability policies** –there is a lack of wholly reliable evidence concerning how these translate into positive, longer-term, labour market **outcomes**. There are concerns relating to the **deadweight** incurred by some programmes and how historical **incentive structures** may have impacted negatively upon those most in need of transition support. The **Careers Scotland Inclusiveness Service** has shown signs of **early success**, in e.g. the Key Worker mobilising wider partnership working efforts. There appears to be a continued need to support the ‘holistic’ delivery infrastructure for the **Get Ready for Work** programme;
- **Prolonging periods of education and training** - there are perceived benefits in ‘prolonging’ periods of education and training, especially for those with low prior attainment. However, there is a lack of clarity concerning the value of FE for prior, low attainers who are assessing their transition options;
- **Post-School Education (FE and HE interventions)** - the literature points to the need for intensive support in the first year of study, when dropping-out is most prevalent, as well as the need to understand more about the importance of ‘networks’ of peer support in encouraging young people to stay on at FE or HE;
- **Widening choices at pre-16 stage** - many initiatives are still in their infancy but elements of both EMAs and ICSs appear to be showing early signs of success;

- **Curriculum re-engagement/alternative curriculum initiatives** - these initiatives were difficult to examine due to their lack of ‘presence’ at a national level;
- **Financial Incentives** – policies, such as the EMA, appear to be very important, with early signs of success in staying on rates;
- **Wider environment of IAG** – both formal (e.g. service providers) and informal (e.g. parents and peers) ‘networks’ of support appear to be very important in shaping and influencing EET decisions for young people.

INTRODUCTION

4.1 This Chapter summarises the findings from the literature in terms of policy effectiveness. This was done by ascertaining patterns across the literature, in relation to the general effectiveness of policy as well as specific findings relating to the effectiveness of individual policy interventions. As such, issues identified in this Chapter represent the core themes across the literature. The Chapter has been structured in the following way:

- **General NEET policy effectiveness**
- **Effectiveness of specific policies & programmes:**
 - Employability policies;
 - IAG policies;
 - Financial support policies;
 - Widen choice at pre-16;
 - FE and HE policies.
- **Policy effectiveness from the NEET sub-group perspective** – findings, here are limited but offer insights of policy effectiveness for several NEET sub-groups;
- **Sharing practice: Scotland and the rest of the UK** – some insights into programmes with similar themes or principles.

4.2 Key points from this Chapter are included at the beginning of each section.

GENERAL POLICY EFFECTIVENESS

KEY POINTS

- **The nature of the NEET-based literature** – there is an apparent lack of connection across the literature between examining policy effectiveness and addressing the risk factors and barriers which exist for the NEET group and sub-groups;
- **The qualitative nature of the literature** - the NEET literature has tended to focus on qualitative elements of NEET policy effectiveness. Such research is often limited in its ability to determine policy outcomes, and rather, focuses on inputs and outputs, There are a range of reasons for this qualitative focus:
 - Some research / evaluation studies have been **specifically set up to explore more qualitative elements**;
 - **Access to longitudinal and cohort-based data is often in short supply, together with a limited statistical evidence base**;
 - **Most research / evaluation work has tended to focus upon outputs** (e.g. measuring success through completion of programmes);
- **An apparent lack of focus on more ‘holistic’ packages of intervention support to NEET groups** - (i.e. addressing both risk factors and enhancing opportunities for EET). There have been more recent moves to address risk factors through more ‘holistic’ policy interventions (e.g. Integrated Community Schools, Get Ready for Work and the Careers Scotland key worker service);
- **Lack of parity of esteem with education, employment and training** - There has been an historical tendency to place more value on the Education option of EET, rather than exploring the value of each of the 3 options, in line with individual needs. There is a growing recognition and drive to address this at national level;
- **Lack of clarity of success in ‘translating’ employability programmes** into positive, longer-term labour market outcomes. There appears to be both a lack of wholly reliable evidence of longer-term labour market outcomes of such programmes;
- **Gaps in the literature** – there appear to be gaps in the literature which examines EET-based policy effectiveness with asylum seekers, BMEs, young parents, young carers and young care leavers following the transition from a care setting.

Patterns Across the Literature

4.3 A range of patterns have been ascertained across the literature which have implications for the reliability of overall analysis of the NEET-based literature. These are described below.

An Apparent Lack of Connection Between Literature Focusing Upon The Effectiveness of NEET Policy and The Associated Risk Factors Across NEET Groups

4.4 As has been noted in previous Chapters, this study has focused on the effectiveness of policies which aim to ‘get the NEET group into EET’. The literature did not offer as extensive detail as was anticipated regarding what barriers or risk factors exist which have impeded the progress of certain groups from making the transition from NEET to EET. These risk factors are important to understand since their existence and prevalence is a key reason why NEET policy interventions are required. It also seems from the literature that the intensity of such risk factors will influence the extent to which policy interventions will be effective, whereby more complex, ingrained and concentrated barriers are likely to be more difficult to overcome.

4.5 This is, perhaps, best understood when examining policy effectiveness with NEET sub-groups. These sub-groups are often classified upon the basis of their early experiences and personal circumstances (e.g. young care leavers) and characteristics (e.g. BME). There is a wider base of literature which examines the ‘holistic’ needs of these groups – e.g. health care needs, access to childcare facilities. It has not been possible to make strong connections between this literature (which might offer a better understanding of the wider risk factors and barriers) and the NEET-based literature, since these sources exist separately.

The Qualitative Nature of the Literature

4.6 As noted in Chapter One, the NEET literature has tended to focus on qualitative elements of NEET policy effectiveness, through, for example, an examination of the delivery infrastructures which exist and understanding participants’ satisfaction with NEET programmes / interventions. These are important factors to consider in understanding overall policy effectiveness. However, such research is often limited in its ability to determine policy outcomes and, rather, focuses on policy inputs and outputs. There are a range of reasons for this:

- Some research / evaluation studies have been specifically set up to explore more qualitative elements, especially interim evaluations and scoping studies;
- Related to the above, the relative ‘newness’ of some policy interventions makes it difficult to determine their longer-term effectiveness (e.g. Integrated Community Schools, Careers Scotland key worker service) and so early research / evaluation has tended towards more qualitative assessments;
- Access to longitudinal and cohort-based data is often in short supply, making it difficult, if not impossible, to ascertain specific policy outcomes. This is a particular issue with the groups involved who – due to lifestyles and characteristics – are more difficult to track over time;

- Most research / evaluation work has tended to focus upon outputs (e.g. measuring success through completion of programmes). This is based – to some extent – upon the success measures which have been established for policy interventions, where there has been a historical tendency to determine their success by participation and completion of the programme / intervention. This makes it difficult to understand the ‘conversions’ of policy interventions into the longer-term EET status of programme participants.

4.7 For the above reasons, it is clear that research and evaluation literature relating to the NEET group is more skewed towards qualitative assessments, with limited information relating to policy outcomes and impacts.

General Nature of Policies and Programmes

4.8 As noted above, most NEET-based policies have been designed with the objective of ‘getting NEET into EET’. It is not clear from the literature that such policies take sufficient account of addressing the risk factors which exist and which seem to prevent the NEET groups from making an effective transition to EET. There therefore appears to be an insufficient focus on more ‘holistic’ packages of intervention support to the various NEET groups, such that risk factors and barriers can be addressed in a more effective way. There have been more recent moves to address risk factors through more ‘holistic’ policy interventions (e.g. Integrated Community Schools, Get Ready for Work and the Careers Scotland key worker service) but the longer-term impact of these has yet to be felt. It should also be noted that not all of these policies are targeted specifically at the NEET group.

4.9 Lack of parity of esteem with education, employment and training: There is a tendency – due to cultural norms – for all involved players to place more value on the Education option of EET, rather than exploring the value of each of the 3 options, in line with individual needs. There is a growing recognition and drive to address this at national level. A general theme across the literature is that the NEET group benefits more generally from post-compulsory education and training.

Limitations in Ascertaining Policy Outcomes

4.10 Limitations concerning robust and reliable NEET-based data might be impacting upon the reliability of evaluations. This was frequently noted in the literature, where data sets used contained provisos relating to overall reliability. This is also likely to be a key factor in the qualitative nature of much of the NEET-based literature. As a result it has not been possible, from the literature, to provide comprehensive details of key statistical outcomes of policy interventions. Not all sources researched this area, and – of those which did – figures were often limited to starting figures and – at best - completion rates.

4.11 **Table 4.1** provides a summary of some of the evidence of progress and statistics available for key programmes. Many of the statistics and sources used have been derived from national policy documents, so can be assumed to offer a robust evidence base. However, due to the difficulties in offering wholly reliable data, these findings should be treated with some caution.

4.12 Another message from the literature relates to a lack of clarity of success in ‘translating’ vocational and work-based programmes into positive, longer-term labour market outcomes. While youth training programmes boost participation, there appears to be both a lack of wholly reliable evidence of longer-term labour market outcomes and, where limited evidence does exist, this appears to question the success of ‘converting’ to labour market outcomes (Raffe, D., 2000, *Home Comparisons of Post-16 Education and Training*, CED Briefings; Bonjour, D. et al, 2002, *Evaluation of New Deal for Young People in Scotland Phase 2*, Scottish Executive).

Delivery infrastructures and completion rates

4.13 Success of policy inputs and outputs is most readily observed in the extent to which delivery infrastructures are adequately equipped to address policy objectives and in completion rates for programmes and courses. The literature suggests that there is still a great deal of work to be done on these two fronts, although partnership working environments and integrated access to a more extensive resource base are areas which have seen significant development.

Table 4.1: Some Key Policy Programme Statistics

Initiatives	Key Statistics
New Deal for Young People	<p>Since New Deal began, 63,600 young people have gone into jobs. Of these, 49,700 (78%) were sustained. Of the 132,500 leavers (39%) went into unsubsidised employment, 14% to other benefits, 22% to other known destinations and 25% to unknown destinations (<i>DWP</i>)</p> <p>September 2004 statistics (<i>DWP</i>) showed that 140,290 young people started the programme and 132,540 left the programme, indicating 7,750 current participants.</p> <p>Positive attitudes to employability declined by 5% from 88% to 83% between the 7 month and 12 month stages (<i>Evaluation of New Deal for Young People in Scotland Phase 2 – based on random sample from Sept 1998 – Feb 1999 cohort</i>)</p>
Skillseekers	<p>Completion rates for 2003/ 04 – 58.5% (<i>Scottish Enterprise National</i>)</p> <p>Scotland aimed to support 9,900 Skillseekers in training in 2003/04. (<i>Smart Successful Scotland update report, 2004</i>)</p> <p>About 60% of Skillseekers trainees have employed status (<i>Moving on: Education, Training and Employment for recovering drug users, Sept 2001</i>)</p>
Modern Apprenticeships	<p>Completion rates for 2003/04 – 54.4% (<i>Scottish Enterprise National</i>)</p> <p>Scotland aims to support 19,000 young people on MAs and expects that 5,750 who start courses will qualify (this figure includes adult MAs) (<i>Smart Successful Scotland update report, 2004</i>)</p>
EMAs	<p>Evaluation found EMAs had a significant impact on participation rates – increasing them by 7 % points over all and by 9 % points amongst low income pupils (<i>Education maintenance Allowance: Evaluation of the East Ayrshire Pilot</i>)</p> <p>Evaluation of the EMA pilots in England found that 16 year old participation in full time education in the pilot areas increased by 5.9 percentage points amongst the eligible cohort and that EMA had increased the staying on rate of 16 year olds from the lowest socio-economic group by around 10 %.</p>

Get Ready for Work	<p>GRfW outcomes 2003/04: job outcomes – 20.9%; progression to full-time education – 4%; progression to Skillseekers – 4.6% (<i>Scottish Enterprise National</i>)</p> <p>There is an aim to support 3,000 GRfW clients and to support 1,200 of these in their progress to Skillseekers, full time education or employment (<i>Smart Successful Scotland update report, 2004</i>)</p> <p>End of year 1 – 23.2% of programme leavers were recorded as moving into ‘positive outcomes’ including employment, further vocational training and further education. (<i>Get Ready for Work, June 2003</i>)</p>
Increased Flexibility Programme (England)	<p>Improvements in attitudes, behaviour and attendance in lessons – pupils’ overall attendance has been about 85%</p> <p>Pupils value the diversity of the Key Stage 4 curriculum and engage well with vocational GCSEs and NVQs – pupils were motivated by learning in varied surroundings and groupings. They valued their college places and did not want to jeopardise them.</p>

Gaps in the literature

4.14 There appear to be gaps in the literature which examines EET-based policy effectiveness with asylum seekers, BMEs, young parents, young carers and young care leavers following the transition from a care setting. It should also be noted that this literature review was unable to source international literature relating to EET-based interventions. This was a function of both the intensity of the review of both Scottish and rest of UK-based literature and the lack of ‘signposting’ within the Scottish literature to other, international sources.

4.15 The following areas have been highlighted as key themes where there are no / very few obvious literature sources within the Scottish context. It might be the case that some of this literature exists within a wider literature base which examines the more holistic needs and attributes of these groups. However, for the reasons outlined in Chapter one, it has not been possible to source this literature during this study.

4.16 There is also a possibility that this literature does not exist or is in short supply (e.g. within a source relating to the support needs of young carers, a section relating to educational and post-school transition support for young carers.) The key gaps within the literature appear to be:

- The effectiveness of EET-related policies with asylum seekers;
- The effectiveness of EET-related policies with BMEs;
- The effectiveness of EET-related policies with young parents;
- The effectiveness of EET-related policies with young carers;

- The effectiveness of EET-related policies with young care leavers at post-care transition stage.

4.17 Additionally, a separate literature exercise might also serve to identify the ‘overlaps’ between the literature which examines the various risk factors and barriers faced by the various NEET sub-groups and the more EET-based literature identified in this study.

4.18 The literature did not uncover information relating to how ‘others’ might influence the choices of young people and – in particular – the NEET group. The influence of ‘others’ (such as service providers and peers) can be both positive and negative, yet the impact of this is not well-documented in the literature. Where – for example – young people receive poor levels of service quality and support from service providers or where someone has been the subject of bullying, these are likely to impact in some way, upon the decisions and transition outcomes for some people.

4.19 This study has also been unable to explore in any detail relevant international literature. Neither the Scottish nor UK-wide literature sourced made obvious links to ‘outside UK’ policy interventions. However, this is an area which would benefit from a more thorough examination in the future.

POLICY EFFECTIVENESS – EMPLOYABILITY POLICIES

KEY POINTS

- **Lack of evidence of how programmes translate into longer term, labour market outcomes** – this issue is at least partially caused by the difficulties in tracking the NEET group over time.
- **Presence of deadweight** – it appears that at least some individuals who might have found work through the ‘normal’ routes of job search are benefiting from the support available through employability programmes. Importantly, this might be having a detrimental effect on those furthest from the labour market and – arguably – in most need of support. Some of the literature points to historical incentives for programme delivery agents (such as training providers) to ‘favour’ those with the clearest potential, in order to achieve targets for programme recruitment and completion.
- The Careers Scotland key worker services have shown **early signs of success**, particularly with the function of the Key Worker role.
- **Early signals of success** with the **Get Ready for Work** programme point to the need for more ‘holistic’ support in addressing the needs of the client group and facilitating a successful transition to EET status.

4.20 The following issues have been identified from the literature, in relation to employability policies:

- Lack of evidence of ‘translation’ into longer-term, labour market outcomes (Raffe, D., 2000, *Home International Comparisons of Post-16 Education and Training*, CED Briefings; GCU, 2004, *Modern Apprenticeships: Improving Completion Rates*, Scottish Executive; Bonjour, D., 2002, *Evaluation of New Deal for Young People in Scotland Phase 2*, Scottish Executive). The costs of undertaking such intensive tracking are also very high;
- The presence of deadweight for some programmes has also been questioned, whereby some of those participating in employability programmes might have been able to access employment through the more traditional routes, which require significantly less public support;
- The literature also identified some concerns about historical targeting and incentive structures which have appeared to ‘favour’ those with the clearest potential of completing programmes (GCU, 2004, *Modern Apprenticeships: Improving Completion Rates*, Scottish Executive), to the detriment of those who are – arguably – most in need of such support. This might have been caused by targets and objectives which focused upon programme recruitment and completion, without clear specifications of sub-groups for prioritised participation. Such groups are often the most difficult to engage and maintain in programmes;
- The Careers Scotland key worker services have shown signs of early success, particularly in how the role of the Key Worker is being mobilised to co-ordinate wider partnership working efforts (SQW and NFO Social Research, 2003 and 2004, *A National Evaluation of the Inclusiveness Projects*, Scottish Executive);
- There appears to be a continued need to support the ‘holistic’ delivery infrastructure for the Get Ready for Work programme, such that a clearer emphasis is placed upon the programme’s role in addressing barriers and risk factors. This might also provide stronger support for the programme’s status as both a labour market and social policy initiative (Smart Consultancy and Eddy Adams Consultants, 2003, *Get Ready for Work*, Scottish Executive);
- The literature also noted the need to explore labour market outcomes of those individuals with low attainment who leave school early and who have had no ‘exposure’ to employability programmes or other EET-based policy interventions – in the absence of evidence, it is not clear how such individuals fare in the labour market in comparison to those who do access support through employability programmes (Furlong et al, 2003, *Youth Transitions: Patterns of Vulnerability and Processes of Social Inclusion*, Scottish Executive);
- The role of training providers appears to be very important in influencing completion rates for programmes. However, it is not clear that training providers across programmes are appropriately and consistently skilled to deal with the issues of the NEET groups. Despite more recent moves to ensure that programmes consider such barriers and risk factors in programme design (e.g. Get Ready for Work), it is not yet clear whether this has been successful (Smart Consultancy and

Eddy Adams Consultants, 2003, *Get Ready for Work*, Scottish Executive; GCU, 2004, *Modern Apprenticeships: Improving Completion Rates*, Scottish Executive);

- New Deal for Young People – the literature, here, pointed to some concerns that (due to labour market constraints) – making young people ‘employable’ would be insufficient to ensure a successful transition to the labour market, following participation in the programme. This relates to the buoyancy of the labour market (Bonjour, D., 2002, *Evaluation of New Deal for Young People in Scotland Phase 2*, Scottish Executive). Where young people remained unemployed for 6-12 months after participation, there was some evidence that exits to training and education far outweighed effects on employment. The literature also noted a need for more and better data to understand New Deal outcomes. It was also identified that insufficient analysis exists regarding different non-employment outcomes of participants;
- Modern Apprenticeships - analysis noted that the age of the apprentice was not found to have an effect on completion. Nor was it proven that non-completion would lead to unemployment. In fact, the literature noted that non-completion does not appear to affect significantly an individual’s career progression or their ability to find work (GCU, 2004, *Modern Apprenticeships: Improving Completion Rates*, Scottish Executive). It is difficult to ascertain for this why ‘temporary’ MA status – with non-completion - can support a successful transition to the labour market: is this due to the temporary support from the Programme or would these individuals have made a successful transition to the labour market without taking part in an MA? As noted earlier in this Chapter, training providers were found to be a key influence on completion rates. There were some concerns raised regarding the funding system for the programme and that incentives were more positioned towards starting the programme than completion;
- Skillseekers - there is some evidence to suggest that participation in Skillseekers is gendered (CES, 2004, *Destinations of Early Leavers*). This is due – at least partially – to the nature of some of the employment placement options and their traditional status as being male-oriented. It seems that schools, employer associations and Sector Skills Councils might have a role to play in addressing this;
- Get Ready for Work (based on early analysis only)- there were some early concerns that there were insufficient changes being made to the cultural context of provision, to make the programme effective, in the intended way. This relates to the programme’s emphasis on addressing the holistic barriers to progression through, for example, the Life Skills strand. A lack of clarity appeared to exist among providers and stakeholders regarding the ‘direction’ of the programme – was it to be a labour market or social policy initiative? (Smart Consultancy and Eddy Adams Consultants, 2003, *Get Ready for Work*, Scottish Executive);
- Get Ready for Work and ‘transition’ to Skillseekers - It was also noted that the ‘jump’ from GRfW to Skillseekers was too great and that more support was required before this transition could be considered. There were also some early concerns regarding the purpose of, and responsibility for, assessment tools, as well

as lack of clarity regarding responsibility for recruiting young people. There was also felt to be limited access to after-care services. Like the findings related to New Deal for Young People, it was felt that outcomes were largely dependent upon the buoyancy of the labour market (Smart Consultancy and Eddy Adams Consultants, 2003, *Get Ready for Work*, Scottish Executive).

- Employability programmes outside Scotland - in line with Scottish policy findings, wider UK policy findings point to the importance of ensuring that training providers possess the right skills and experience to work with the NEET group. There is fairly limited evidence of the 'right' skills sets existing in abundance to support the NEET groups, through employability-based options. Again, the UK literature reiterated concerns relating to incentive structures and the potential for work-based programmes to 'cream' the young people most likely to interact well with interventions, to the detriment of those who would have needed additional support – e.g. the NEET group and sub-groups. (Social Exclusion Unit, DfEE, 1999, *Bridging the Gap: New Opportunities for 16-18 Year Olds Not in Education, Employment or Training*, DfEE) However, this information is derived from a more historical evidence base.

POLICY EFFECTIVENESS – IAG POLICIES

KEY POINTS

- **Formal and informal channels of IAG support** – there appears to be a need to better understand how formal and informal ‘channels’ of IAG integrate and the impact of ‘deficits’ in either of these.
- **Family influence** – related to the above, the literature points to the strong influence over transition decision making which is present from families. Clearly, in the absence of supportive, positive and effective family support, some young people are likely not to benefit as obviously from others, where family support networks are strong and effective.
- **Peer mentoring programmes** – the literature points to a lack of a strong evidence base for how these operate and how young people might benefit from such mechanisms.
- **Careers Scotland** key worker services (Inclusiveness Projects)– these projects, now integrated into Careers Scotland are the most recent and most significant example of support for the NEET group. Early indications of success include the role of Key Workers in mobilising the efforts of other service providers. The service is highly dependent upon robust IT systems for tracking the progress and needs of the client group.
- **Policy outside of Scotland: Connexions** – this policy intervention has been in place longer than the Careers Scotland key worker service and is based on similar principles relating to a ‘Key Worker’ role. There are early signs of success with this policy.

4.21 The literature pointed to the following policy effectiveness issues, in relation to IAG policies:

- **‘Formal’ and ‘informal’ channels of IAG support** – formal channels of IAG relate to those offered through the service provider route (e.g. teachers and careers advisers) while informal routes relate to influences about transition decisions stemming from peer groups, parents and guardians. The literature indicates that while more is known about formal routes of IAG, it is likely that informal routes are more influential and may even over-ride the influence of more formal routes (Semple, S et al, 2002, *Young Peoples’ Transitions: Career Support From Family and Friends*, CES). The literature points to a need to better understand how informal routes operate and how the integration of both routes might better serve young people making transition decisions. It was also noted that informal routes are likely to be less supportive or effective in making transition decisions with those young people from some NEET sub-groups (such as young care leavers and long-

term unemployed family background). These are the individuals who are, arguably, most in need of robust and effective IAG support routes;

- **Importance of family influence** - connected to the above, some studies point to the importance and influence of family involvement in the decisions and commitment of young people both prior to transition stage and as they work through their options. This works both positively and negatively. In addition, the extent to which the NEET group can address barriers to becoming EET is very much influenced by the family / home environment. There are obvious implications, here, for those young people who lack this 'resource';
- **Peer mentoring programmes** – some literature suggests that policies have paid insufficient attention to the promotion of peer mentoring programmes, especially at pre-transition stages (Stone, V., et al, 2000, *Mapping Troubled Lives: Young People Not in Education, Employment or Training*, DfEE). It is possible that a range of mentoring programmes – some of these based on peer mentoring - are in place across Scotland which appear to be effective in offering support in decision making. Consideration of such programmes at an early stage, with the NEET at-risk group, and the development of a longer timescale in preparing for transition decisions, might support more effective decision making for this group. This could also be considered as part of an 'integrated network' of support for IAG – both formally and informally. Such programmes could also take a more holistic perspective of the risk factors present for some NEET groups and could offer support in counselling and emotional literacy;
- **The role of 'others'** in influencing the NEET status of young people – e.g. training providers, service providers and peers. These can be both positive (e.g. strong support and guidance) and negative (e.g. poor quality training providers, lack of specialist skills of service providers, bullying). These external influences cannot be 'controlled' or managed in a way which would consistently mitigate against negative outcomes, yet these groups can have a significant impact upon the transition to EET. More research appears necessary regarding the effects of bullying at school and the future participation and performance of those pupils being bullied.

4.22 Careers Scotland key worker service - It is still too early to tell how effective this service is likely to be in the longer-term. However, the development and delivery of these interventions marks a significant change in Scottish Executive policy, in terms of a recognition of the specific needs of the NEET group and that more holistic policy interventions are required to address these needs. The challenges have already been seen in the planning and delivery of these projects, which require significant resource and a wide range of skills of the key workers involved. The ability to 'mobilise' services and resources to respond to the multiple challenges of the young people involved is a significant undertaking. However, findings from the interim and final evaluations of the projects indicate that partnership working has been significantly mobilised through key workers and that their 'pivotal' role is crucial to the success of these interventions. Participants have very much valued the one-to-one support offered through the Projects

(SQW and NFO Social Research, 2003 and 2004, *A National Evaluation of the Inclusiveness Projects*, Scottish Executive).

4.23 Careers Scotland key working: Importance of IT Systems - There is also a corresponding need to ensure that systems – particularly IT systems – are ‘fit for purpose’, in that they can hold vast amounts of information relating to the personal circumstances and characteristics of the participant group. Systems also require to track progress and to achieve a clear sense of changing participant needs. These challenges are further compounded by the nature of the client group which is difficult to retain and track over time.

4.24 Post-School Psychological Services – the Beattie Report (Implementing Inclusiveness Realising Potential: 1999) recognised that increased emphasis on transition and post-school support for young people with additional support needs underscored the need for continuity of service beyond school. An early survey (*Developing Post-School Psychological Services*, Scottish Executive 2003) - of key stakeholders (Educational Psychological Services, Further Education sector, Training Providers and Careers Scotland) indicated that there was a lack of evident inter-agency work and delivery infrastructures needed further attention.. Post-School Psychological Services, building on the local authority educational psychological service, are now being piloted in 12 local authorities. These Pathfinders are being supported by 2 Strategic Officers who are currently working with key stakeholders to develop the model at local and national levels.

4.25 Additional Support Needs and Transition from School to College - the literature pointed to a lack of support, advice and information to both young people and their parents, which overlooks the importance of the family network in supporting young people with Additional Support Needs. It was also noted that support which was available within a school setting was often absent, once the move to FE had occurred. This suggests the need for better liaison and planning between the 2 settings (HMIE, 2002, *Moving On From School to College: ASN*, HMIE; 2003, *Supporting Students With Additional Needs in Further Education Colleges*, Scottish Executive).

4.26 IAG Policies outside Scotland: Connexions Service - this policy area is by far the most significant in terms of relevance to the NEET group. A wide range of literature is available relating to Connexions. The following offers an overview of perceived policy effectiveness, although it should be noted that there is, as yet, no evidence of policy outcomes. The NAO report of Connexions identified that:

- Targeting the NEET group: Connexions has significantly improved the quality of information about the EET activity of 13-19 year olds. This is greatly assisted by a national information system. The service works most effectively in areas where Personal Advisers are able to identify individuals’ needs, supply directly or broker the services they need and monitor their progress to ensure they are getting the necessary support. The service appears to be effective with the ‘hidden NEET’ since connections to local communities and access to the hard-to-reach is improving;

- Emerging benefits: The intervention is felt to impact positively upon the client group in the following ways - communication skills, changing behaviours and attitudes and self-confidence;
- Emerging concerns: Some concerns that Connexions is insufficiently focused on those young people with multiple barriers to making the transition to EET. In addition, the resource-intensiveness of delivering Connexions services is a key barrier to making progress, in the face of resource constraints. There is also a lack of clarity concerning whether schools and colleges are playing their part in supporting Connexions. The retention of good quality project staff for Connexions is also a growing concern, due to their highly specialised status and the demand for such skills and experience;
- Future focus: Continued efforts are required for the development of data sharing systems and partnerships, since these are deemed to offer the best options to ensuring that young people do not fall through the net. This is especially the case in trying to keep track of the movements of NEET groups;

POLICY EFFECTIVENESS – FINANCIAL SUPPORT POLICIES

KEY POINTS

- There are few financial support policies in operation across Scotland, which are designed to offer specific financial incentives to engage with EET options. The most recent of these – the EMA – has shown early signs of success in encouraging post-16 learners to continue with their education.
- The EMA in England has also demonstrated early success with a projected figure of an additional 72,000 young people expected to enter FE.
- The literature points to evidence that young people do undertake ‘rational’ decision making in weighing up their options at transition stages. It appears that low prior attainment is a key deterrent in encouraging young people to make any post-16 investments in education or training for fear of the lack of return. In these cases, it appears that a low waged, low skilled job may be the more attractive option.

4.27 There appear to be relatively few policy interventions addressing this theme either in Scotland or across the UK. However, the literature has indicated that financial incentives are important to young people in making decisions, at transition periods.

4.28 **Financial incentives** appear to be important to the NEET group in encouraging their consideration of EET options. So far, this has been seen in the current success of the EMA. Early evidence of the effectiveness of EMAs indicates that the policy has had a positive effect on both attendance and the performance of low attainers in absolute terms

but this has not yet improved their relative position, in terms of attainment (CES, 2004, *Effects of Low Attainment on Young Peoples' Outcomes at 22-22*, Scottish Executive). This suggests the need for further support for those in receipt of EMAs to ensure that attainment can be further bolstered and translated into effective EET decision making. What is less clear in relation to EMAs is how this policy is intended to interact with other policy initiatives (e.g. Careers Scotland key worker services) in order that sufficient early intervention support is offered to groups at risk of becoming NEET.

4.29 There is also evidence from the literature to suggest that young people undertake '**rational**' decision making in weighing up their EET options, in relation to the various risks involved. (Furlong et al, 2003, *Youth Transitions: Patterns of Vulnerability and Processes of Social Inclusion*, Scottish Executive) For example, previous low attainers are less likely to invest in further training or education if they feel that this will not pay-off. In such cases, there is still a likelihood that these young people will opt for low paid, low skilled jobs.

4.30 The expected success of the EMA in England can be demonstrated through the projected figure of an additional 72,000 young people expected to enter FE as a result of their EMA experience. However, some literature has questioned whether this will result in a more qualified NEET group, over time, or whether the EMA will equip the young people to complete their FE courses / qualifications.

POLICY EFFECTIVENESS – WIDENING CHOICES AT PRE-16

KEY POINTS

- The widening choices policy arena is more focused on the pre-16 group and tends towards universal policy interventions (such as ICSs) or initiatives targeted at those 'at risk' (such as IFP in England);
- Many Scottish based initiatives are still in their infancy and have not yet demonstrated their longer-term success. An early evaluation of ICSs indicated the difficulties in measuring the success of 'holistic' programmes.
- It is possible that a wider range of initiatives are in place at a local level (e.g. across LAs) but these have not been identified in the more nationally-oriented literature. There are some indications of a lack of evidence of the success of alternative curriculum programmes and some concerns that planning infrastructures require some work in relation to a longer-term focus and clarity of purpose for all involved partners.
- There are some early indications of success with IFP in England, seeking to widen participation for 14-16 year olds.

4.31 There are a range of support mechanisms in place at the pre-16 stage. Some of these

are more geared towards the at-risk group (such as FE / school collaborations) while others are more universal programmes but intended to be of more support to those most in need (e.g. ICSs).

4.32 Many initiatives are still in their infancy but elements of both EMAs and ICSs appear to be showing early signs of success, despite the time needed for further embedding. So far, it has proved difficult to assess the performance of ICSs or to determine the extent to which the philosophy of the initiative is permeating teaching and learning methods or addressing the risk factors and barriers experienced by the NEET groups. In addition, there is no clarity at this early stage in the ICS-based literature concerning how the initiative is intended to address either IAG or lifelong learning issues. Early findings from the literature indicate that, where there is evidence of an amended curriculum for some pupils, this has shown some signs of success (Kendall et al, 2002, *Delivery of the Curriculum to Disengaged Young People in Scotland*, National Foundation for Educational Research).

4.33 The school environment and the ‘at-risk’ group – the literature points to the need to better understand how EET status and options are affected by pupils at school with part-time jobs (Raffe, D., 2003, *Young People Not in Education, Employment or Training*, Scottish Executive). This is an area which is currently under review within Scotland. There would also be benefit in further understanding the apparent contradiction relating to how intergenerational disadvantage and unemployment influences early school leaving, yet communities of high unemployment appear to encourage young people to stay on at school (CES, 2004, *Effects of Low Attainment on Young Peoples’ Outcomes at 22-22*, Scottish Executive).

4.34 Curriculum re-engagement projects / alternative curriculum projects –there appears to be some early signs of success with these projects, but a range of challenges exist relating to objective setting, co-ordinated planning and delivery and monitoring of progress (Kendall, S., et al, 2002, *Delivery of the Curriculum to Disengaged Young People in Scotland*, National Foundation for Educational Research). However, there is a limited evidence base in this area, and a possibility that initiatives are designed and delivered on a more local level.

4.35 Curriculum re-engagement projects / alternative curriculum options – these are likely to vary from one local authority area to another and there appears to be a lack of information concerning an overview of practice. The literature suggests that these interventions often come too late in a pupil’s school life to make a discernible difference to attainment or attitude within the school setting. There is also some sense that the nature of the barriers and problems is insufficiently defined and analysed for different groups / individuals such that ‘responses’ are then not sufficiently tailored to needs. Other concerns relate to:

- Lack of resource to deliver projects, with too much of a short-term focus on what can be achieved;

- Insufficient partnership working across services who are best equipped to address particular needs and lack of coherence of joined-up delivery (Kendall, S., et al, 2002, *Delivery of the Curriculum to Disengaged Young People in Scotland*, National Foundation for Educational Research).

4.36 Literature relating to school / FE collaborations tended to focus on infrastructural issues. It should be noted that a wide range of school / college initiatives are beginning to emerge across Scotland, with a growing evidence base of ‘what works’. In the meantime, the current literature has identified the following, particularly in relation to those students with Additional Support Needs (HMIE, 2002, *Moving On From School to College: Additional Support Needs*, HMIE; 2003, *Supporting Students With Additional Support Needs in Further Education Colleges*, Scottish Executive) and other UK students, outside of Scotland:

- The need for clearer partnership agreements and understanding of individual responsibilities, as well as the need for clearer guidance on effective partnerships and operational matters;
- Addressing funding issues as early as possible;
- The involvement of all key partners – school, college, pupils and parents;
- Quality assurance issues in delivering / experimenting with new curricular areas and the appropriateness of content and methods for the pupils involved;
- Issues with rural settings – access and transport costs;
- Need for better co-ordination to reduce timetabling constraints.

4.37 Policy effectiveness outside Scotland - some of the English-based policy literature pointed to the danger of the school environment acting as an impediment to supporting those at risk of becoming NEET, through – e.g. – attitudes of staff, teaching / learning methods and problems with other pupils. This relates to the influence of ‘others’ as noted in the IAG section of this Chapter. This also illustrates that risk factors in combination can serve to concentrate barriers, especially where more ‘personal’ barriers are already in place (e.g. home circumstances and personal characteristics). Early evidence of the success of the Increased Flexibility Programme in England points to some potential lessons that can be drawn for similar programmes in Scotland, especially in the early development of initiatives stemming from the School / College Review.

POLICY EFFECTIVENESS – POST SCHOOL ENVIRONMENT: FE AND HE POLICIES

KEY POINTS

- The literature points to the need for intensive support in the first year of study, when dropping-out is most prevalent.

- There is also a need to understand more about the importance of ‘networks’ of peer support in encouraging young people to stay on at FE or HE.
- Debt-aversity appears to be a crucial determinant in dropping-out, especially for those groups ‘closest’ to NEET status.
- The literature has also tended to question the extent to which FE offers a ‘second chance’ of attainment for those with low, prior attainment and whether returns to vocational qualifications are realised.
- The widening access agenda within FE and HE is a clear priority in Scotland, aimed at addressing social justice, education and lifelong learning objectives. As a relatively new agenda, an emerging evidence base regarding support required to targeted students is becoming clearer. This includes the need for an improved teaching and learning infrastructure, addressing wider barriers to engagement (such as childcare arrangements) and supporting young people to address the significant challenges of juggling study, part-time work, home and family commitments, as well as financial pressures. These issues are apparent across the literature for both FE and HE.

4.38 The literature identified the following issues relating to FE and HE interventions. Many of the issues identified apply across FE and HE settings. It should be noted that the widening access agenda is a relatively new initiative, with a growing evidence base of the needs of those students who are not traditional post-16 learners. A range of policy initiatives are developing to address this agenda and the recent School / College Review, as well as the Funding for Learners Review indicate the level of priority being afforded in this area.

4.39 There is an apparent lack of understanding of the **causes of non-completion at HE**, although poor subject choice was cited as a key reason for dropping out, with the literature indicating the need for earlier support to make better choices (CRSIS, 2003, *Why Do Students Leave University Early*). The role of social networks was deemed to be very important in a young person’s decision to drop out – in the absence of strong, HE-associated networks, young people would be more prone to feeling isolated.

4.40 There is an apparent lack of understanding of the role of **‘support networks’ at both FE and HE**. Networks of peer support appear to be very important in influencing decisions to stay on. Such networks are often difficult to mobilise for those young people who often stay at home while attending FE or HE. Both transport and logistical issues make it difficult for effective ‘integration’ and can often lead to the young people – who are most likely to need such support – feeling isolated.

4.41 **Lack of clarity concerning the value of FE for low attainers who are assessing their transition options** – there are some concerns that FE is not always best positioned

to address the needs of low attainers and that there might be opportunity costs in these young people not seeking out the more traditional labour market routes which they might have ordinarily pursued. This relates to how young people assess their options and that FE as a ‘second chance’ to improve attainment might not always be the best option for some young people who might benefit more from joining the labour market at a young age. From the opposite perspective, there is also an apparent need to examine how low attainers in the labour market might be competing with those in FE and HE, for part-time work (CES, 2004, *The Effects of Low Attainment on Young People’s Outcomes at 22-23*).

4.42 **Debt-aversity and an apparent absence of ‘coping mechanisms’**– as indicated in Chapter 3, it is clear that the NEET groups are more likely than their peers to be debt-averse (despite similar levels of debt across all groups) and to be less likely than their peers to have effective ‘coping mechanisms’ to deal with the challenges of finance, study, home life and other commitments (Christie et al, 2004, *Fitting In? University Culture and Widening Access Students*, Centre for Research into Socially Inclusive Services). This is further compounded by an apparent lack of support in the provision of IAG and in the complexities of funding and eligibility for (e.g.) hardship funds.

4.43 The literature also signals a need for a review of learning and teaching methods for those groups most at risk, as well as the need for improved IAG and supporting the removal of barriers such as childcare arrangements, funding complexities and funding inequalities. There is some evidence that FE attainment (for those who might ordinarily not have joined FE) tends to be on a par with other lower level FE attainers and might not offer an advantage in the labour market (CES, 2004, *The Effects of Low Attainment On Young Peoples’ Outcomes at 22 and 23*, Scottish Executive; Raffe, D., 2000, *Home International Comparisons of Post-16 Education and Training*, CED Briefings).

4.44 Related to the above, where FE qualifications are vocationally oriented, there appears to be insufficient evidence of how young people benefit from such attainment, and some sense that returns to vocational qualifications might be low.

4.45 The literature also indicates that widening access programmes in HE (e.g. Scottish Widening Access Programme) are perceived to be bureaucratic and lacking in effective support infrastructures (Christie et al, 2004, *Fitting In? University Culture and Widening Access Students*, Centre for Research into Socially Inclusive Services) . Students still living at home are more likely to be from the NEET group and the literature indicates that – due to their accommodation status – they are ‘separated’ from the wider student group, making integration more difficult and vulnerability to isolation more obvious. Those in or close to the NEET group often struggled to balance the demands of study, work, family and other commitments.

POLICY EFFECTIVENESS FROM THE NEET SUB-GROUP PERSPECTIVE

4.46 It was not possible to undertake this type of analysis for all NEET sub-groups, due to the nature of the NEET literature. However, the following issues were identified for these NEET sub-groups: young people with mental health problems; support for recovering drug users and children in care / young care leavers.

Support for Young People with Mental Health Problems

4.47 The risks of becoming unemployed to those with mental health problems are exacerbated by how some mental health problems manifest themselves. For example, some problems might present basic skills challenges (such as time-keeping, interpersonal skills). Employers are often not aware of these difficulties and / or lack empathy with them. Individuals living in sheltered accommodation often experience difficulties in combining this with a job, due to some constraints regarding criteria for eligibility for sheltered accommodation. Research points to the importance of peer support programmes, flexible opportunities for learning and the need for EET environments to cater for multiple needs.

Labour Market Support for Recovering Drug Users

4.48 Given the nature and amount of support required by this NEET sub-group, it is not surprising that service providers frequently under-estimated the duration and intensity of treatment required – whether this occurred before or alongside EET-based intervention support. Services were also felt to be lacking in the following areas:

- After-care support;
- Wider awareness among service providers and participants of local labour market conditions;
- Lack of services to recovering drug users of BME origin;
- Rural areas – lack of specialist services and recurring challenges in addressing local stigma;
- Inadequate opportunities for homeless drug users;
- For drug users within prison settings, inadequate support and ineffective co-ordination between release and employment services, particularly prior to release (Effective Interventions Unit, 2001, *Moving On: Education, Training and Employment for Recovering Drug User*, Scottish Executive).

Children in Care / Young Care Leavers

4.49 There is a need to understand how the £10M distributed to LAs for improving the educational achievement of children in care is integrating with other funding / initiatives to add value (Who Cares? Scotland, 2004, *A Different Class?*, Scottish Executive). There is also some sense that – despite the new legislation relating to throughcare and aftercare support for young care leavers - there are still shortfalls relating to multi-disciplinary assessments of these young people. There are clear implications, here, for how young care leavers prepare for the transition stage to EET. Other highlighted areas from the literature relevant to this group are (Borland et al, 1998, *Education And Care Away From*

the Home, SCRE; HMIE and SWSI, 2001, *Learning With Care: The Education of Children Looked After Away From Home By Local Authorities*, Scottish Executive) :

- Lack of school senior staff ‘overview’ of the needs of children in care;
- Lack of awareness of important areas where service delivery jobs cross-over (e.g. Social Work and Education – Social Workers found to be unaware of the qualifications system);
- The need to audit the extent to which children’s units are providing an ‘educationally-rich’ environment;
- Need for clearer emphasis in LA Children’s Services Plans on provision and targets;
- The need for improved IAG within the school setting;
- Lack of an ‘holistic’ examination of the needs of children in care / young care leavers, in relation to risk factors and barriers which impede effective transitions to EET;
- The need for a better understanding of the outcomes of different sub-groups of children in care (e.g. do those in foster care stand a better chance of not becoming NEET?).

SHARING PRACTICE: SCOTLAND AND THE REST OF THE UK

KEY POINTS

- Connexions and Careers Scotland key worker services– there appears to be potential for Careers Scotland to learn from the experience of Connexions, which is a more established intervention. The projects share some principles in the role of the ‘Key Workers’, the need for effective IT tracking systems and the need to access the ‘hardest-to-reach’ target groups.
- Get Ready for Work and the Neighbourhood Support Programme – while very different initiatives, both programmes require to focus on the local service delivery infrastructure, to engage local communities and the hardest-to-reach, by accessing local networks and local service delivery partners.
- The Increased Flexibility Programme in England might also offer some valuable lessons within the context of the recent School / College Review. The early challenges experienced relating to logistics and funding might offer insights into developing the Scottish infrastructure for similar programmes.

- Ireland: School Completion Programme – this initiative is an example of a long-term intervention programme, primarily delivered across the school setting and addressing all aspects of an individual’s life – including education; life skills and extra-curricular activities (including hobbies, clubs and mentoring programmes.) It shares some common principles with the philosophy which drives Scotland’s ICSs.

4.50 It appears that the early foundation work of Connexions could offer support and guidance to the Careers Scotland key worker service. This extends to the value of IT systems as tracking devices and ‘intelligence’ bases, the skills of Personal Advisers and access to local networks and communities for both recruiting and working with the hardest to reach groups and mobilising local service delivery. All of these components are common to both Connexions and Careers Scotland , but Connexions has had more time to embed (albeit that there has been insufficient time for outcomes to flow through) thus allowing the Scottish policy arena to learn from early experiences of set-up and delivery.

4.51 There might also be opportunities for the Get Ready for Work Programme to learn from the Neighbourhood Support Fund (NSF) in England. The NSF – part of the Connexions portfolio - focuses on local support, based on informal learning and self-development for 13-19 year olds. It is delivered across 40 of the most deprived local authority areas in England. It aims to support individuals before they further progress to other support mechanisms / programmes (e.g. Learning Gateway). The NSF has shown its success in accessing the hard-to-reach groups and in developing informal and non-threatening environments where young people can access support. While the GRfW Programme is a very different intervention programme from the NSF, the local community focus is common to both. Early GRfW studies have indicated the importance of young people engaging with programmes which are delivered within their own communities. The sharing and exchange of practice relating to local support networks and infrastructures could allow the GRfW Programme to build upon its current infrastructure.

4.52 Similarly lessons from the Increased Flexibility Programme in England may provide some valuable insights for curriculum re-engagement projects / alternative curriculum projects in Scotland, especially as the outcomes of the School / College Review begin to move towards school / college delivery programmes.

4.53 The School Completion Programme in Ireland aims to have a significant positive impact on levels of pupil retention in primary and secondary schools and on pupils who successfully complete the ‘Senior Cycle’ and attain the leaving certificate. The 82 Projects involved encompass school supports, after-school supports holiday supports and out-of-school supports (for those who have left formal the formal school system). This

Programme shares some elements with ICSs, although the focus is more clearly positioned on those at risk of leaving school early. There are clearly opportunities for the sharing of practice across these initiatives.

CHAPTER FIVE: SUGGESTED FURTHER RESEARCH: PRIORITIES FOR THE FUTURE

5.1 This literature review has focused upon an examination of policy effectiveness with the NEET group, those at risk of becoming NEET and the various NEET sub-groups. It is intended that this review will provide policy makers with the opportunity to take an overview of Scottish policy effectiveness, consider the identification of future policy developments and share and exchange practice with others.

FUTURE RESEARCH

KEY POINTS

- Further evaluation studies: quantitative analysis and themes for further research - Quantitative / longitudinal analysis – there appears to be a need for tracking of the NEET group and sub-groups over time, to provide a more extensive quantitative base of evidence and to demonstrate policy outcomes. Themes for further research include school-based interventions, the effectiveness of employability programmes and IAG and a greater understanding of support requirements within FE and HE settings.
- Understanding the NEET group - econometric studies are both expensive and subject to a range of limitations. However, this type of analysis would allow for an investigation into the prevalence and interaction of the various risk factors and barriers experienced by the NEET group and might offer a clearer focus for future policy in the addressing of such risks and barriers.
- ‘Joined-up’ policy formulation – there appears to be a greater need to examine how individual policy interventions combine to offer incremental and sequential support to the NEET group.
- Early intervention and support – related to the above, an emphasis on exploring the effectiveness and inter-play of pre-16 interventions might allow for a clearer evidence base of the overall effectiveness of policies designed to prevent young people from becoming NEET.
- Sharing practice – there seems to be scope for the sharing of practice between Scotland and the rest of the UK (e.g. with Careers Scotland and Connexions) and with policy and practice beyond the UK setting.

SUGGESTED PRIORITIES FOR FUTURE RESEARCH

5.2 There are five themes which might be considered for future research. These are:

- Further evaluation studies – quantitative analysis and themes for further research;
- Research to understand the NEET group;
- Research into ‘joined-up’ policy formulation;
- Research into early intervention and support;
- Research into how practice can be shared (across the UK and beyond).

FURTHER EVALUATION STUDIES - QUANTITATIVE ANALYSIS

Quantitative/Longitudinal Analysis

5.3 The sources of literature in the study have tended to be of a qualitative nature, indicating that the literature base would benefit from a more quantitative approach in the future, based upon longitudinal studies which allow the tracking of particular groups over time. The literature does point to the existence of a range of longitudinal studies which – to date – have tended to be more output-oriented. Longer term follow-up studies are likely to produce a more comprehensive outcomes-focused evidence base of quantitative studies.

Challenges with Data Sources

5.4 There are clear challenges in undertaking this, due to current data and statistical collation constraints and the difficulties in tracking the various NEET groups over time. Data collection and collation in understanding the size, attainment, movements (stocks and flows) and outcomes of the NEET group are subject to a range of limitations, not least due to sample sizes. The approaches to collecting data also vary across different sources, making figures difficult to compare. This places uncertainties on the validity and reliability of the data. Recent moves to bolster sample sizes in the LFS will help to reduce some of this uncertainty. In the absence of wholly reliable statistical bases, it is clear why much of the NEET-related literature tends to be more qualitative. The limited quantitative analysis which is available tends to focus on inputs and outputs in measuring policy effectiveness. While these are necessary, they do not provide a comprehensive picture of what policies are achieving in relation to outcomes and impacts. Future focus on optimising value from data sources might include further bolstering sample sizes or new / more innovative approaches to such data collation.

5.5 Additionally, longitudinal studies tend to be both expensive and resource-intensive. However, such quantitative analysis would allow for a more comprehensive overview of policy outcomes, as opposed to being limited to outputs (such as programme completion

rates). The Scottish Executive is currently in discussion with DWP, concerning a database, which is currently available in England, as well as the Insight database. These are intended to support more focused efforts in this area.

FURTHER EVALUATION STUDIES - THEMES FOR FURTHER RESEARCH

5.6 There are a range of further, specific areas which might benefit from further examination. This is based on an analysis of the literature review findings. This might allow for a more in-depth insight into both policy effectiveness and potential areas for future policy development.

Further Research into the School Environment

5.7 The following areas were identified in the literature and are worthy of further exploration, in order to understand how the 'at risk of NEET' group might be better supported:

- Pupils at school with part time jobs – what impact – if any – does early part time work have on an individual's motivations and later EET outcomes? What support mechanisms might be in place within the school environment to support this? A current research project – due to report in December 2005 – has been set-up to examine these issues;
- Integrated Community Schools – how is this policy initiative intending to tackle risk factors, from the perspective of providing holistic support within the school environment? What do service providers perceive to be their roles in addressing these risk factors?
- Integrated Community Schools – has the role of IAG being integrated into the wider concept of ICSs? What level of priority is given – through the ICS concept – to promoting lifelong learning?
- Research to address the potentially conflicting evidence that – on the one hand - intergenerational disadvantage and unemployment are associated with early school leavers, yet – on the other hand – there is some evidence to suggest that in areas of high unemployment, this encourages young people to stay on at school, regardless of previous attainment. How do young people stand to benefit from staying on at school, when they have previous low attainment and aspirations? What particular 'packages' of support are available? What are the outcomes?
- More research required on the effects of bullying at school and the future participation and performance of those pupils being bullied;
- EMAs – longitudinal studies to demonstrate what happens to pupils after successful engagement with the EMA? How does it convert to EET status?

- The value of local initiatives (e.g. alternative curriculum programmes) – the national literature did not identify this theme as comprehensively as had been hoped in the literature review. An overview of how such initiatives are operating at local levels would be helpful – how extensive? What are the benefits and challenges? Is there any evidence that such initiatives prevent some young people from becoming NEET? If so, what are the core components of these programmes?

Further Research into Labour Market Intervention Policies and IAG Policies

5.8 These areas appear to merit some consideration for future research:

- Research into how both formal and informal routes / channels of IAG integrate (or otherwise) at pre-transition stages and how the characteristics of such ‘networks’ impact upon choices taken relating to EET;
- What is the evidence that those who are NEET or at risk of becoming NEET, who receive no external ‘support’ (through policy interventions) still make an effective transition in the longer-term, to the labour market?
- How are the assessment tools and the recruitment methods for the Get Ready for Work programme impacting upon the risk factors and barriers in existence?

Further Research into FE and HE Support for the NEET Group

5.9 Four areas have been identified for further research in the areas of FE and HE;

- Further analysis relating to the causes of non-completion at HE level;
- The role of social networks across FE and HE settings and impact upon completion;
- Research into how low attainers seeking part time work in the labour market might be ‘competing’ with those who are studying at FE or HE, and also seeking part time work;
- Additional Support Needs and FE / HE – research required to examine outcomes for these groups, beyond completion rates.

UNDERSTANDING THE NEET GROUP

5.10 Further consideration of the ideas outlined in this section would need to take account of some of the difficulties associated with isolating the impacts and effects of policy interventions, given the complex nature of both the target groups and the policies affecting them. The extent to which the potential benefits of undertaking this type of analysis might outweigh the costs, should also be considered.

Consideration of econometric analysis

5.11 It is recommended that consideration is given to undertaking econometric analyses to gain a more comprehensive overview of the prevalence and dominance of the various risk factors and barriers which present challenges for the various NEET groups to make effective transitions to EET. Such analysis differs from standard longitudinal analysis (as outlined above) in its focus on separating out the various risk factors / barriers and testing for their existence and prevalence across the NEET groups. Such analysis might also be helpful in examining the nature and type of risk factors and barriers which are associated with the different NEET groups. It should be noted that such analysis is usually time-consuming and expensive and the anticipated value should be reviewed in line with the costs.

‘JOINED-UP’ POLICY FORMULATION

How Interventions Combine to Add Value

5.12 There appears to be a lack of literature which examines how various policy interventions – in both school and post-compulsory school settings – are linked through service delivery and joint ‘intelligence’ to address more effectively the root causes of NEET-ness. Correspondingly, there is no evidence that systems or processes are in place to ‘plot’ the series of interventions which young people have been exposed to. The School Completion Programme in Ireland – as noted in Chapter 4 – might offer practice which merits examination within the Scottish context, since interventions begin at 8 years and go on 15 years;

Integrated Support for Completion of HE and FE courses

5.13 While there appears to be a range of initiatives in place to support those most at risk of dropping out of FE and HE, these do not seem to have generated a ‘critical mass’ of support for those students most in need. There is limited evidence from the literature that institutional interventions are integrated in order to provide sequential and / or specific support to young people with different needs. While the HE literature has emphasised the need for further research to understand why students drop-out, the FE literature has been more concerned with understanding how services and support require further development to address the widening access agenda. This is an area which is currently under examination in Scotland through the Review of Funding for Learners and the School / College Review.

EARLY INTERVENTIONS AND SUPPORT

Examination of preventative measures

5.14 There appears to be a need to focus efforts on assessing the effectiveness of interventions in supporting the ‘at-risk of NEET’ group. There are a wide range of initiatives in place in schools across Scotland, yet it is uncertain how integrated these various interventions are, in achieving fullest added value (e.g. ICSs, IAG, EMAs,

alternative curriculum, school / FE collaborations, support for specific NEET sub-groups / those at risk, such as young carers and children in care). There appears to be a lack of research within this area. The School Completion Programme in Ireland might offer some policy ‘pointers’ in this area, given its coverage of 8-15 years.

SHARING PRACTICE

Cross-Country Analysis

5.15 A ‘Comparative Analysis of Transitions from Education to Work in Europe’ – CATEWE⁶ – was a 6-country comparative project which was set-up in January 1998 and reported in January 2001. The project examined cross-national differences in patterns and processes of education to work transitions and the extent to which variation can be explained by the institutional features of education and training systems. Recommendations were also produced for future survey and data collection approaches to transition. This type of work – on a European stage – could be very helpful to achieving a greater understanding of support mechanisms for the NEET groups in the future. Such intensive and cross-country studies could be extremely helpful in the future, in contributing to the evidence base of NEET-related policy effectiveness.

Identifying Opportunities to Share Practice

5.16 This study has highlighted some areas where, across the UK, aspects of particular policy interventions share similar characteristics, such as Connexions in England and the Careers Scotland key worker service in Scotland. There appears to be scope for considerable sharing of practice across these interventions. In addition, the sources studied in the literature review rarely pointed to practice outside of the UK. It appears that Scotland might benefit more from learning about practice beyond the UK.

⁶ CATEWE was funded by the European Commission

APPENDICES
LITERATURE REVIEW FINDINGS

APPENDIX 1: NEET SUBGROUPS – A SUMMARY OF CHARACTERISTICS AND ISSUES

NEET Sub-Group	Characteristics/Numbers	Issues	Comments
General	<ul style="list-style-type: none"> Females spend more time in NEET in total than males and are more likely than males to be economically inactive rather than unemployed, but males are more likely than females to have more than one NEET spell. 	<ul style="list-style-type: none"> Financial constraints Low attainment Personal problems Disrupted family relationships Negative experiences of schooling Self perceptions Pregnancy and childcare Low expectations of school teachers/careers advisers Benefits trap Less tolerance of disruptive behaviour in colleges Anxieties Gender 	
Additional Support Needs Group	<p>ADDITIONAL SUPPORT NEEDS could include all of the following:</p> <ul style="list-style-type: none"> specific learning needs; language/communication disorders; social/emotional needs; disabilities; individuals whose first language is not English <p>The needs and associated responses for each type of ADDITIONAL SUPPORT NEEDS are quite different.</p>	<p>Most of the issues identified below relate mainly to those with disabilities:</p> <ul style="list-style-type: none"> Low educational achievement Information deficit on support available Out of date advice from Information, Advice and Guidance outlets Low employer awareness Inaccessibility to the workplace Stereotypes by employers and educators Lack of effective communication between support agencies Behavioural difficulties 	<p>Minimal data on this NEET sub-group – as a whole - is provided in current literature. In particular the literature does not consider specific data on the numbers/characteristics that make up this sub-group, or a further breakdown of the groups within it.</p>
Asylum Seekers			<p>No data on this sub-group is provided in current literature on the NEET group.</p>
Black Minority Ethnic (BME) Groups	<ul style="list-style-type: none"> BME make up 8 per cent of the UK population and 2.1% of the Scottish population (Census, 	<ul style="list-style-type: none"> Living in deprived areas. Lack of fluency in English 	<p>Limited reliable data exists on this sub group.</p>

NEET Sub-Group	Characteristics/Numbers	Issues	Comments
	<p>2001). In Scotland, unemployment as a percentage of economic activity (for 16-24 year olds) is based on the following: Indian – 7.4%; Pakistani and other South Asia – 11.9%; Chinese – 5.2%; Other – 10.3%.</p> <ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Lower educational achievement • Higher incidence of poor health • Low uptake of formal childcare • Unfair treatment by employers 	
Educational disaffection (e.g. low attainers, truants)	<ul style="list-style-type: none"> • 16 per cent of persistent truants are in some form of part-time education or training, and 21 per cent of the occasional truants. 	<ul style="list-style-type: none"> • Low attainment • Persistent or occasional truancy in year 11 • Reproduction of educational disadvantage across generations • Jobs available tend to be in personal and protective services, sales occupations, plant and machine operatives • Lower qualification levels 	The <i>Effects of Low Attainment on Young People's Outcomes at 22-23</i> uses data from SSLS. The report is in draft format.
Family disadvantage and poverty group	<ul style="list-style-type: none"> • According to 'Better behaviour in Schools' in Scotland:- <ul style="list-style-type: none"> ○ between 40,000 and 60,000 children are affected by parental drug and alcohol misuse. ○ about 13,500 children have a parent in prison. ○ around 9,000 children run away from home each year; about a quarter of these will sleep rough. ○ around 100,000 children live in a home where someone is suffering from domestic abuse. ○ About 14 per cent of children between 7 and 19 years old have caring responsibilities. 	<ul style="list-style-type: none"> • Parents with low skilled occupations, not in full-time work, or not owner-occupiers • One-parent families or very large families. • Geographical location – regions with history of high unemployment • Communities where having aspirations leads to social exclusion • Unskilled manual backgrounds • Costs of travel, books and equipment • Changes in the labour market: decline in skilled manual jobs • Second/third generation unemployment in families • Attitudes on past employment patterns • Geographic isolation in disadvantaged rural areas – poor transport links • Employers stereotyped attitudes 	

NEET Sub-Group	Characteristics/Numbers	Issues	Comments
Limiting Long Term Illnesses (LLTI)	<ul style="list-style-type: none"> • 43-45 per cent of the total population in Scotland not seeking work could be made up of people with moderate to severe mental health problems. • 12 per cent of the adult population in Scotland is 16-24; 9 per cent of these suffer from LLTI. • About 5 per cent of students entering Higher Education declared themselves disabled. • Of 700 pupils leaving special schools in Scotland in 2000/01, 45 per cent entered full time Further Education, 14 per cent training and 8 per cent employment • The Disability Rights Commission Report highlighted that employment rates vary between types of disability, but it estimates an unemployment rate of 72 per cent amongst those with a mental illness. 	<ul style="list-style-type: none"> • Jobs available: short-term contracts, low pay, poor conditions and little training • Insufficient skills to reach level of employability required • Managing medication • Stigma • Sheltered accommodation arrangements disallow residents to work and remain in sheltered accommodation • Specific to disabled people: <ul style="list-style-type: none"> ○ Lack of information among schools about employment options, transport and access difficulties ○ Disincentives within the benefits system to take up employment 	
Substance abuse (alcohol/drugs) group	<ul style="list-style-type: none"> • According to Information and Statistics Division, approximately 15 per cent of 'treatment seeking' drug users are currently in employment or training. 	<ul style="list-style-type: none"> • Fear of losing welfare benefits • Standard recruitment requirements and procedures of employers • Personal attitudes: fear of failure, low expectations and lack of self confidence • Rural areas: <ul style="list-style-type: none"> ○ deficiency in the provision of specialist services ○ attitudinal barriers, such as the stigma associated with drug use in small communities 	

NEET Sub-Group	Characteristics/Numbers	Issues	Comments
Teenage Parents	<ul style="list-style-type: none"> In 1999, it was estimated there were 90,000 conceptions to teenagers every year, including 7,700 to under 16 year old girls and 2,200 to girls under the age of 14. 40 per cent of young women who had been NEET aged 16 to 18 were mothers of at least two children at the age of 21 compared to less than 5 per cent of their non-NEET contemporaries. Of those young women who had been NEET for six months or more aged 16 to 18, over 70 per cent were mothers at the age of 21. 	<ul style="list-style-type: none"> Availability and cost of childminder Guilt of leaving child with a childminder 	Data taken from Labour Force Survey and Survey on English Housing as recorded in the <i>Literature Review of Costs of being NEET</i> . These are large household surveys; therefore do not include those not living in households.
Young carers	<ul style="list-style-type: none"> Estimates of the numbers of young carers have varied from between 10,000 and 210,000 with one of the latest estimates suggesting a figure of 32,000. Young carers are more likely to be young women than men 		Data taken from the Labour Force Survey and Survey on English Housing as recorded in the <i>Literature Review of Costs of being NEET</i> . These are large household surveys; therefore do not include those not living in households. No robust data on this sub-group is provided in current literature on the NEET group. In particular the literature does not consider issues faced by this group.
Young Care Leavers Group	<ul style="list-style-type: none"> 11,200 children in Scotland are being looked after by Local Authorities Nearly half of children in care are not educated in mainstream provision and 11 per cent are not educated at all. Young people living in foster care are likely to fare better than their counterparts in residential 	<ul style="list-style-type: none"> Poor attainment Behavioural problems at school Non-attendance at school Higher levels of exclusion Educational dislocation Attitudes of teachers and their peers Perception that no one takes an interest in their 	

NEET Sub-Group	Characteristics/Numbers	Issues	Comments
	units.	education <ul style="list-style-type: none"> • Lack of clarity over responsibility amongst professionals • Education is not valued in the carer environment 	
Young Offenders	<ul style="list-style-type: none"> • Youth crime is widespread. The Youth Lifestyle Survey indicated 26 per cent of young men and 11 per cent of young women committed at least one offence in the previous 12 months. 	<ul style="list-style-type: none"> • Truancy • Social exclusion • Criminal record as a barrier to employment 	

APPENDIX 2: DATA ON NEET SUB-GROUPS

No indicator	Scottish Literature
*	English Literature
**	International Literature

General

Personal problems or **disrupted family relationships** resulting in disrupted accommodation can mean that young people have limited energy to consider educational progression.

Negative **experiences of schooling** act as a disincentive to going into further education, particularly for students who have had attainment problems at school or who have poor basic skills.

Self perceptions play a role in young people's decisions to study, as some do not feel capable of finishing a long course.

Low expectations of school teachers/school careers advisers and the **benefits trap** as well as the following problems on transition:

- Experience of the college environment as busy and less supportive than school
- Less tolerance of disruptive behaviour in colleges
- Adjustment to new less definitive instructions
- Problems reading instructions
- Anxiety over changes in transport (e.g. bus passes) and benefits.

Attitudes towards schools. The NEET group have less positive views about school. Over half of those NEET at 16 in 2001 felt that school had done **little to prepare them for life after school** although over a third of those not NEET agreed with this too. 60 per cent of NEETs and 80 per cent of non-NEETs agreed **school work was generally worth doing**. NEETs had less positive views about the **quality of teachers**.

A small proportion of NEETs are **not in any high risk groups**. The Youth Cohort Study surveys of 16 year olds in 2001 showed that nearly 20 per cent of the whole cohort lived in owner-occupied housing, never played truant, were high achievers in year 11 and were from professional/managerial backgrounds. However, this represents only **0.5 per cent of NEETs at 16**.

Source:

Report of the Big Step Project

Young People from Education for All

*Researching Young People outside work and education**

Additional Support Needs

e.g. those with specific learning needs; language/communication disorders; social/emotional needs; disabilities; individuals whose first language is not English.

For disabled people, barriers to education, employment and training include:

- **educational attainment**
- **information deficit** regarding the support available to disabled people
- **out-of-date advice** received from Information, Advice and Guidance outlets
- **low employer awareness**
- **inaccessibility to the workplace** (lack of appropriate facilities)
- ongoing **stereotypes** assumed by employers and educators.

Behavioural difficulties were found to adversely affect the educational performance of young people.

A major barrier to transition for young people with additional support needs is the lack of effective communication between agencies.

Source:

*Education, Employment and Training Policies and Programmes for Youth with Disabilities in 4 European Countries**;*

Asylum Seekers

From reviewing existing literature, asylum seekers have not been identified in the NEET group, representing a significant gap in research on NEET sub groups.

Black Minority Ethnic Group

In Scotland, Census 2001 data shows that the percentage **unemployed for 16-24 year old Pakistanis and other South Asia is higher (11.9%)** than for Whites (10.6%). Three key groups at risk in the rest of the UK include: **Bangladeshis, Afro-Caribbeans and Pakistanis. Therefore, the Scottish picture is somewhat different to the UK.**

Geography tends to be determinant of BME labour force participation with BME communities suffering from the effects of **living in deprived areas.**

The BME group tends to have a **higher incidence of poor health** which is likely to be connected to over-representation in deprived areas.

BMEs tend to suffer from **lack of fluency in English** e.g. over 75 per cent of over 25 year old Bangladeshi women do not speak English (UK).

Lower educational achievement – BME citizens lag behind that of White school pupils, with the exception of Indian origin pupils. At GCSE level the proportion of White pupils achieving 5 or more A*-C grades lags by 16 per cent for Blacks and 10 per cent for Pakistanis and Bangladeshis (UK figures).

Low uptake of formal childcare amongst ethnic minorities.

Employers' attitudes: White young men are four times more likely than black Caribbean young men to be in employment. From a sample of black Caribbean young men, 44 per cent felt they had been treated unfairly when trying to get a job due to the colour of their skin (UK figures).

Source:

*Ethnic Minorities and the Labour Market**

*Researching Young People outside work and education**

Education disaffection

e.g. those affected by low attainment, truancy and exclusion from school.

Low attainers

- have a higher incidence of **truancy** in 4th year at school
- had parents who had left school at 15 or younger representing the reproduction of **educational disadvantage across generations**
- are more likely to be studying at FE than higher attainers – FE seems to be offering a 'second chance'
- are more likely to be working in personal and protective services, sales occupations, plant and machine operatives

Young women consistently achieve better results than young men in school exams.

The higher the level of formal qualification achieved, the better chance the individual has of avoiding unemployment.

There is an increased likelihood for those who were persistent or occasional truants in year 11 of secondary school to be NEET.

Qualification levels at 18 for those with a history of truancy are very much **lower** than those without.

Source:

The Effects of Low Attainment on Young People's outcomes at 22-23

*What happens to 16-18s?**

Family Disadvantage and poverty group

Youth Cohort Study findings, as detailed in *Researching Young People outside work and education*, suggest young people were more likely to spend time NEET if their **parents had low skilled occupations, were not in full-time work, or were not owner-occupiers.**

There was an increased risk of being NEET for children living in **one-parent families or very large families.**

NEETness was more common in **regions** with a history of **high unemployment** – (UK-based literature pointed to the North, North West, Yorkshire & Humberside and Wales as problem areas, in comparison to regions where unemployment had remained comparatively low including the South East and East Anglia.

The *Impact of Social Exclusion on Young People moving into Adulthood*, research carried out in Teeside, an area dominated by local industry in decline revealed:

- to be socially included in the community, one must cast out any aspiration to study or ‘better oneself’ – social inclusion serves to prevent people from leaving the social conditions that prescribe their **exclusion from society**
- almost all young people at school leaving age want to work, few were keen to live a life on benefits. Getting a job was considered to be key to attaining adult status.

Young people from **unskilled manual backgrounds** were more than five times more likely to be NEET than young people from managerial/professional backgrounds.

One in four young people living on ‘difficult to let’ estates gained no GCSEs - five times the national average.

Costs of travel, books and equipment as well as day-to-day living expenses are a problem for young people from low-income families – low paid, low skilled employment or unemployment may be preferable to the risks associated with investing financially in education or training, especially if the only option is a full time course.

Bridging the Gap report highlights **changes in the labour market** as a barrier:-

- a decline in the types of work which require few qualifications or none at all
- The increasing scarcity of skilled manual jobs in craft and related occupations
- The growth of occupations in service industries, and in technical and professional jobs accessed through academic study and higher education.

Those from poor neighbourhoods are likely to suffer from a range of factors which tend to reduce participation in education, employment or training:

- The effect of **second or third generation unemployment** in families
- Expectations based on **past employment patterns** e.g. 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.

Source:

*Young People NEET**

*Researching Young People outside work and education**

*Literature Review of the Costs of being NEET**

*Increasing participation in education and training: 16 to 19**

*Bridging the Gap Report**

Better Behaviour in Schools

Limiting Long Term Illnesses

Young people trying to gain access to low-level entry jobs face specific barriers:-

- Jobs of this kind are often on **short-term contracts, low pay in poor conditions** and offer little training
- These conditions create high income-risk situations for people who are already living in the margins of poverty
- These jobs also tend to seek specific qualities such as good time keeping, reliability and good communication skills
- In addition workers are required to be flexible and mobile, and willing to retrain
- The young people in the subject group (16 to 25 year olds with mental health problems) are unlikely to have these skills, and therefore are **unlikely to reach the required levels of employability**.
- Other specific barriers include:
 - Additional strain of managing medication and symptoms
 - **Stigma**
 - **Stamina for a 7 – 8 hour working day**, in the absence of being given the opportunity to develop this

- The **benefits trap**, the removal of unemployed status for 16 to 18 year olds has created hardship for this age group
- Complications in the allocation for sheltered accommodation which does not allow residents to work, and remain in sheltered accommodation
- (Specific to disabled people) Lack of information among schools about employment options, transport and access difficulties
- (Specific to disabled people) Disincentives within the benefits system to take up employment.

Source:

Working IT Out

Substance (drug/alcohol) Abuse

According to Information and Statistics Division, research shows of this group:-

- Few were in paid work, although some had part time or casual jobs
- Previously, most had worked in unskilled and semi-skilled jobs although a significant minority had attended college or university
- Most were claiming benefits, but some were unaware of their entitlements and so did not always claim.

Barriers to education, employment and training include:

- Fear of losing **welfare benefits**
- **Standard recruitment requirements** and procedures of employers
- **Personal attitudes**: fear of failure, low expectations and lack of self confidence
- In **rural areas**, there tends to be a **deficiency** in the **provision of specialist services** and attitudinal barriers, such as the **stigma** associated with drug use in small communities.

Source:

Moving on: Education, training and employment for recovering drug users

Teenage Parents

Pregnancy and childcare was cited as a significant barrier for women.

Availability and cost as well as **guilt** of leaving their child in a childminder's care prevented women's participation in education.

There is an increase in the likelihood of a woman who is NEET for six months or more to have a child, than those who are in education, employment and training.

Source:

*Literature Review of the Costs of being NEET**

Young Carers

No robust data on this sub-group is provided in current literature on the NEET group. In particular the literature does not consider issues faced by this group.

Source:

*Literature Review of the Costs of being NEET**

Young Care Leavers

Poor attainment can in part be attributed to poor interaction between the care and the education systems.

Children in care have a higher likelihood of exhibiting **behavioural problems** at school, especially between the ages of seven and eleven.

The majority of young people leaving care do so with no qualifications, this is reflected in their poor transition and work outcomes.

Incidences of **non-attendance** at school could be as high as 40 per cent.

Regional differences in non-attendance were marked and some gender differences, with girls more likely to be lacking any kind of educational arrangements.

Children in care also experience **higher levels of exclusion** from school.

Many children experienced **educational dislocation** due to being taken into care and find teachers and their peers treat

them differently – no allowances were made for their upheavals, or the difficulties they may experience completing homework (due to lack of study space in children’s units).

Mostly being taken into care has a negative impact on children’s education as:

- **Perception that no one takes an interest;**
- there is **lack of clarity over responsibility amongst professionals**
- **changes in school** become more frequent
- **education is not always valued** in the carer environment.

Source:

Education and Care away from Home

Better Behaviour in Schools

Young Offenders

Young offending correlated with **truancy** and **social exclusion** and a number of other family and community factors.

13 per cent of non-participants mentioned a **criminal record** as a barrier to employment, compared to 1 per cent of those in education, employment and training.

Source:

*Literature Review of the Costs of being NEET**

*Bridging the Gap Report**

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Source:

*Literature Review of the Costs of being NEET**

*Bridging the Gap Report**

APPENDIX 3: SPECIFIC POLICY INTERVENTIONS - SCOTLAND

(Where the financial value of specific interventions is known, this has been noted in the introduction to each intervention).

Employability

Careers Scotland key worker services

1. The Beattie Report identified the following as important players in the delivery of further education and training for young people:

- Enterprise Networks – SEn and HIE (especially through Careers Scotland) and the LECs;
- further education sector delivery agencies;
- Scottish Further Education Funding Council and Colleges;
- training providers;
- Local Authorities including social work, schools, community education and recreation;
- voluntary sector and employers.

2. Careers Scotland key worker services originally comprised 13 multi-agency inclusiveness projects (managed by individual Careers companies and from 2002 by Careers Scotland). These included a project in Edinburgh and Lothians which targeted young people leaving special and residential schools as well as those with mental health difficulties. The project involved 20 organisations in Edinburgh and the Lothians including the Local Authority testing new approaches to providing long term cross-agency support for a wide range of vulnerable young people for transition, from school to college, training or work..

3. Other initiatives include Post School Psychological Services, which aim to build on current local educational authority psychological services, in addition to building capacity within the training and further education sectors, Enterprise Networks and Careers Scotland, to support young people with additional support needs through their educational or employment transitions post school; the BRITE (Beattie Resources for Inclusiveness in Technology and Education) Initiative at Stevenson College Edinburgh, which provides advice and information about assistive and enabling technologies and their use in the support of learners; delivers a programme of staff development, which builds the capacity within colleges to identify technological support needs of students with learning difficulties and implement appropriate support strategies. In addition seven supported employment pilots, building on the learning disabilities model and managed by Careers Scotland are being funded until March 2006. A significant proportion of inclusiveness clients are likely to be from the NEET group.

Worknet (Careers Scotland and Emotional and Behavioural Difficulties (EBD) School Staff)

4. WorkNet is a Careers Scotland motivational pilot programme in EBD schools providing young people with skills, tools and career guidance to improve employability. Its second strand is a programme delivered in mainstream schools with a high proportion of S4 and S5 Christmas leavers and in Careers Scotland centres with groups of unemployed young people.

Skillseekers (Employers, SEn, HIE)

5. Skillseekers provides work-based training leading to recognised qualifications building on school vocational learning with progression to Modern Apprenticeships (MAs) or FE. Clients on this programme may be already NEET or at risk of becoming NEET.

Modern Apprenticeships (Employers, SEn, HIE)

6. Work-based training leading to recognised qualifications building on school/vocational learning with progression to FE or HE. All MAs are employed and are educated to SCQF5 before starting the programme. There is a recognition that trainee clients are likely to be from or at risk of becoming NEET.

Xlerate to Succeed Programme - £1.4 Million (Scottish Executive, Princes Trust, Young Enterprise, Prince's Scottish Youth Business Trust)

7. Derived from the DtS strategy, the Xlerate to Succeed Programme is a combined personal development, citizenship and enterprise course which may be taken in place of one standard grade. The programme's initial focus is on in-school participation, and options for the 16-18 year old group will be developed in the future.

Healthy Working Lives - £2.3 million and £120 thousand allocated to employability for 2004/2005 (NHS, DWP, Enterprise Networks, LAs)

8. The workplace strand of the Health Improvement Challenge's target group includes everyone not currently in employment due to ill health or disability. Where appropriate, individuals should be made aware of and offered opportunities to prepare for and find work.

New Deal for Young People (Jobcentre Plus)

9. The New Deal for Young People is aimed at long term unemployed 18-24 year olds. Under the scheme a New Deal Personal Adviser provides information, support and guidance on identifying suitable jobs, developing an action plan, assisting in the application process and helping to overcome any barriers to employment. The personal adviser will arrange a package of full-time help to meet the participant's specific needs

e.g. work experience, training on a specific job or interview practice, if the participant has not found work after four months

New Deal for Lone Parents (Jobcentre Plus)

10. The New Deal for Lone Parents is aimed at lone parents who work less than 16 hours a week or not at all and whose youngest child is under 16. The New Deal Personal Adviser provides similar support to other ND models as well as helping with other expenses incurred and issues such as arranging registered childcare and advice on benefit entitlement once in work.

Progress 2 Work (Jobcentre Plus)

11. Progress to Work aims to provide specialist help and provision for clients with a history of drugs misuse, who are claiming certain working age benefits.

New Deal for Disabled People (Jobcentre Plus and Job Broker Agencies)

12. New Deal for Disabled People supports those who receive disability benefits to prepare for and find paid work. Recipients usually need to be aged 18 or over, but 16–20 year olds who are registered with the Careers Service and in receipt of a qualifying benefit may also participate.

New Futures Fund, £5 million (Statutory and Voluntary Delivery Agencies)

13. New Futures Fund aims to close the opportunity gap for people facing serious disadvantage in the labour market. The target group includes offenders, sufferers of mental health problems, drug abusers and the homeless.

Get Ready for Work, £19 million (Careers Scotland and SEN)

14. Provides core, personal, vocational and life skills training for 16-18 years olds with additional support needs, in order for participants to progress to Skillseekers, FE or employment.

Columba 1400 Centre, £1.2M

15. Located on Skye, funding has been awarded by the Scottish Executive to fund 600 young persons to attend the Careleavers' Programme at the Columba 1400 Centre. The funding will run for two years with the aim of boosting skills and confidence of participants.

Activate (On Track) (Careers Scotland)

16. Careers Scotland initiative aimed at Young People from S3 – S4 who are at risk of becoming NEET and who experience difficulties making the transition. Activate is a national programme designed to engage pupils and equip them with the skills they need

to take responsibility for their own learning and career decisions, through team activities. It is aimed at young people thinking about leaving school. Members work as a team to take responsibility for organising a range of activities including college and employer visits, fund raising activities and team building events.

Information, Advice and Guidance

Planning for post-school under the Education (Additional Support for Learning) (Scotland) Act

17. Commencing in late 2005, Local Education Authorities will have new duties to identify young people with additional support needs who will have difficulty making the transition to post-school life, and a duty to ensure appropriate planning and preparation is carried out in conjunction with other agencies. Young people with additional support needs are an identified sub-group of NEET.

Careers Scotland All Age Guidance Service

18. Since its establishment in 2002 Careers Scotland has provided an Information, Advice and Guidance Service to people of all ages. Specific to young people, its key roles are:

- the provision of key worker services, aimed specifically at 16-24 year olds with additional support needs, delivering one-to-one, intensive support to help remove barriers and improve skills for employability, training and/or FE;
- careers education for school-age pupils, including a statutory right to IAG for 16-17 year olds and to Enterprise in Education provision;
- developing and building on the key findings from the 7 supported employment pilots.

Carers Strategy

19. Strategy aims to improve support for carers, including young carers, through early identification and more flexible support services. Strategy identifies young carers as being particularly at risk of under achievement, social isolation and school absence.

Local Authority Implementation of Through Care and After Care Regulations - £10 million over 3 years (LAs)

20. Under the new Through Care and After Care Regulations, LAs must provide care leavers with a full assessment of their needs and ensure they have access to support services such as housing, health, training and education. The target group is an identified NEET sub-group.

Financial Support Policies

Education Maintenance Allowances (EMAs), £49 million (LA, FE colleges)

21. The EMA is based upon financial assistance paid to young people aged 16-19 from low-income households in the form of a means-tested weekly allowance and bonuses of up to £1500 per academic year, to encourage staying on at school.

Policies removing Practical or Logistical Barriers

Extended Schools Childcare Pilot - £1.05 million (LAs, Jobcentre Plus)

22. Aims to test the assertion that childcare is a significant barrier in preventing lone parents accessing employment.

Working for Families - £10 million (LAs, Rosemount and Lifelong Learning)

23. To ensure that childcare is not a barrier to entering employment, education or training for those in deprived areas, child care provision has been extended to ensure affordable accessible childcare to parents in deprived areas, to ease access to employment education or training.

Widening Participation in Further Education - £2 million (Further Education Colleges)

24. Widening participation derives from the Lifelong Learning Strategy and is also linked to the implementation of Beattie recommendations. This policy aims to ensure that young people from particular postcode areas / who have suffered disadvantage are provided with the opportunity to access FE and HE. Target group includes under-achievers, mental health problem sufferers, those with disabilities and drug abusers. – all NEET sub-groups.

Review of services for people with a learning disability

25. Review of services for people with learning disabilities, based on the premise that mainstream employment and training services are not flexible enough to support needs. The target group is an identified NEET sub-group.

Widening Choice at Pre-16 Level

School/College Review - £26 million (LEAs, FE colleges, FE Funding Council, SQA, Careers Scotland)

26. The Review includes recommendations to deliver the partnership commitment. Partnership working should enable 14-16 year olds to develop vocational skills, and to improve their employment prospects by allowing them to undertake courses in further education colleges as part of the school-based curriculum, with the aim of easing transition. New qualifications are being developed, involving innovative partnerships and joint working arrangements between SQA and the schools / colleges sectors. These 'Skills for Work' courses are aimed at S3/4 and above

The Discipline Task Group report 2001 Better Behaviour-Better Learning (BB-BL) - £10 million per annum (LAs)

27. BB-BL made 36 recommendations aimed at improving discipline in schools. Key recommendations include:

- number 1 - the Scottish Executive should provide guidance on the degree of curricular flexibility;
- number 28 - educational transitions should be managed in the best interests of the child and family. Planning for transition will be improved with more emphasis on identifying support needs of young people and providing continuity.
- Other Pre-16 Policy Initiatives

28. It should also be noted that a wide range of pre-16 policies are in place to support the educational attainments of young people and to ease transitions. These include the Integrated Community Schools intervention which will be rolled out across Scotland, following a pilot period. This initiative aims to provide 'holistic' support within the school setting, in order that both individual and joint efforts of service providers (such as health care, social services and wider educational support services) are focused upon timely and appropriate intervention support within the school environment.

29. As has been noted earlier in this Chapter there are also many interventions present at both school and LA-levels which have not been identified in this study. In addition, interventions in place through the work of Social Inclusion Partnerships has not been identified in this study. This work exists at a local level and is not widely reported – if at all – in the national EET-based literature. There is likely to be merit in identifying the many initiatives which exist at a local level (in schools, across LAs and in Social Inclusion Partnership areas) to understand effectiveness and influences on effectiveness. However, effective transferability of local interventions across Scotland cannot be assumed, due to different local circumstances and infrastructures.

APPENDIX 4: SPECIFIC POLICY INTERVENTIONS - ENGLAND

Employability

1. The following 3 programmes are common to Scotland and England / Wales. They have been described earlier in this Chapter:

- New Deal for Young People (18-24) (Jobcentre Plus);
- New Deal for Lone Parents (Jobcentre Plus);
- New Deal for Disabled People (Jobcentre Plus).

Modern Apprenticeships (MAs)

2. In England, the MA enables pupils (16-19) to progress from GCSEs towards their chosen profession and provides quality work-based learning for young people to achieve qualifications at Apprenticeships (NVQ level 2) and Advanced Apprenticeships (NVQ level 3) together with Key Skills at the appropriate levels. The principles for the Scottish model are broadly similar, although the target qualification is higher.

Enterprise Education Entitlement (from 2005/6) (DfES) £60m

3. Enterprise Education Entitlement (EEE) provides 14-16 year old pupils with 5 days' enterprise activity to develop their enterprise capability – creativity, innovation, risk management and risk taking.

Information, Advice and Guidance

Connexions Service

4. The Connexions Service is intended to provide impartial integrated information, advice and guidance for all 13-19 year olds in England to help prepare for future careers and also provides guidance on barriers to employment/training/education e.g. teenage pregnancy, youth offending, and substance abuse. The 49 Connexions Partnerships in England bring together key local providers and stakeholders in local areas (including Careers Services, Youth Services, and Local Authorities) to provide the Connexions Service through Connexions Personal Advisers (PAs). They are responsible for providing advice for all 13 to 19 year olds and have specific targets to identify and engage the NEET group.

Youth Service (LEAs)

5. LEAs and other voluntary organisations provide the Youth Service which supplies information, advice and counselling services aimed at 13-19 year olds to help young people (namely those at risk from alcohol or drug misuse, or drifting into crime) to reach

their full potential through informal education e.g. youth clubs, projects or study support centres.

Children's Trusts

6. Children's Trusts are due to be introduced across England (currently pathfinders are being delivered in some local areas). They will seek to integrate key services for children within a single organisational focus. Services should include LEA, children's social services, community and acute health services and Connexions. Trusts are due to be rolled out by 2006.

Financial Support Policies

Educational Maintenance Allowances (DfES)

7. A means-tested payment of up to £30 a week with periodic bonus payment, the EMA helps to overcome financial barriers to participation in learning. The programme is being rolled out from September 2004 and will reach a steady state in 2006/7. The EMA is expected to increase participation in education at Year 12 by 3.8 percentage points, and by 4.1 percentage points amongst Year 13s, across the full cohort and in 2004/5. The national EMA is expected to encourage an additional 35,000 young people to participate in further education, and reduce the number in NEET by 9,000. When fully rolled out in 2006/7, EMA is estimated to lead to an additional 72,000 young people participating in further education over that time.

Learner Support Funds (Student Support Office at the LEA)

8. LSF provides help to 16-19 year old disabled students, those with learning difficulties, individuals living in high deprivation areas, and students from ethnic minority groups in England. It covers a range of study costs such as books, equipment, transport, and childcare. The scheme has had a significant impact on student retention and attendance.

Residential Allowances (RAs)

9. RA funding is available for those students needing to attend specialist courses beyond the local and affordable travel-to-work-area at one of the Specialist Residential Colleges or Centres where courses are offered in Agriculture, Horticulture and Art and Design. Funds are also available if there is no other similar provision available locally and is arranged via the Student Support Officer at the college or institution the student wishes to attend.

Connexions Card

10. Offered to 16 to 19 year olds, the Connexions Card seeks to encourage young people to remain in learning and motivate them to fulfil their potential by rewarding their attendance and application through the provision of points which can be exchanged for a range of discounts and rewards. The Card also seeks to help young people remain in

learning by reducing some of the financial barriers to learning by giving access to discounts for, for example, transport, and study-related costs such as books and equipment.

Policies Removing Practical or Logistical Barriers

Vulnerable Children Grant (Teenage Pregnancy Unit)

11. VCG supports attendance, integration or reintegration into school particularly for those who have been missing from education for a significant period of time. It provides additional educational support to enable vulnerable children to achieve their potential. The grant focuses on school-age children but LEAs have discretion to support children aged 0-19 years. Key groups include: children who are unable to attend school because of medical needs; Gypsy/Traveler children; asylum seekers, young carers, those refusing to attend, teenage parents, and young offenders.

20 Sure Start Plus Pilots - in 35 local authority areas, (Teenage Pregnancy Unit)

12. Personal advisers provide support to pregnant teenagers in making a well-informed decision about the outcome of their pregnancy. Local agencies work together to provide a comprehensive support package for teenage parents and support other professionals and agencies in their work with young people. The pilots aim to improve health, education, and social outcomes for pregnant teenagers, teenage parents and their children.

Care to Learn? (Teenage Pregnancy Unit) (DfES)

13. Care to Learn? supports teenage parents with the costs of childcare (up to £5,125 per child per year) to enable them to pursue education, training or employment opportunities. The scheme is targeted at under 19s and offers a dedicated teenage parent reintegration officer to support, guide and encourage participants. Learning Providers receive an admin fee of £80 for each successful start made by a Care to Learn student.

Widening Choices at Pre-16

Increased Flexibility (IFP) for 14-16 year olds programme (Local Learning and Skills Councils)

14. Increased Flexibility enables schools and colleges to form partnerships to create improved vocational opportunities including vocational GCSEs for young people. The scheme aims to raise the attainment and increase the retention in education and training after 16, as well as improving participants' social learning, and skills and knowledge. Targets include:

- one-third of the young people involved in IFP should gain at least one GCSE in a vocational subject at Level 2 (over and above their predicted GCSEs);
- one-third of students should gain at least one NVQ at Level 1 (over and above their predicted GCSEs);

- three-quarters of IFP participants should progress into further education or training;
- attendance rates of the young people involved should match that of the average key stage 4 cohort.

14-19 Pathfinders (DfES and the LSC), £46m available between 2002/03 and 2004/05 for the 14-19 pathfinders

15. Thirty nine Pathfinders will run for three years to test models of collaborative working in a range of settings to secure greater choice of curriculum pathways e.g. extending work-related programmes, providing enterprise education, vocational GCSEs and e-learning.

Entry to Employment (National Scheme) (LSC)

16. Entry to Employment is aimed at 16-18 year olds who are disengaged, whether as a result of school exclusion or low levels of school achievement, disadvantaged circumstances or personal circumstances such as homelessness, offending behaviour, health issues, care history or family difficulties. The scheme is a work-based learning programme helping young people to be better prepared for transitions and/or apprenticeship, employment and further education.

Young Apprenticeships (Pilot) (LSC working with DfES)

17. Under the Young Apprenticeships pilot, school pupils follow the core National Curriculum subjects, and work towards nationally recognised vocational qualifications delivered by their local Young Apprenticeships Partnership two days a week (or equivalent). The scheme aims to encourage more and better vocational learning in schools and colleges. Targets include:

- 80 per cent of those enrolled to achieve Level 2 industry-specific qualifications appropriate to their chosen sector;
- 50 per cent to progress onto a post-16 Apprenticeship..

Key Stage 4 National Curriculum

18. From September 2004, there is a new requirement for work-related learning for all pupils.

Neighbourhood Support Fund (NSF) (available in 40 areas) (local community and voluntary organisations)

19. Targeted at the hardest to reach people aged 13-19, living in 40 of the most deprived areas in England. This initiative is seen as a key NEET intervention reaching those who are in danger of, or have already dropped out of, mainstream education training or employment. NSF projects give young people the opportunity to engage in activities helping them to develop their confidence, skills and knowledge, thus

overcoming barriers to participation in education, training and employment. The programme is delivered on behalf of the DfES. Projects receive their funding through the three Managing Agents, Community Development Foundation (CDF), the Learning Alliance (made up of four members, Community Service Volunteers (CSV), NACRO, Rathbone and YMCA Training) and National Youth Agency (NYA).

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Howieson, C, Paris, M and Semple, S, **‘Young Peoples Transitions: Careers Support from Family and Friends’**, Centre for Educational Sociology, University of Edinburgh, September 2002

Iannelli, C, **‘Variations Across Schools in Young People’s Transitions: A Comparative Perspective’**, Part of the CATEWE Project, June 2001

Raffe, D, **‘Home International Comparisons of Post-16 Education and Training’**, CED Briefings, May 2000

Raffe, D, **‘Young People not in Education, Employment or Training’**, CES, University of Edinburgh, 2003

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SQW Ltd, **'A National Evaluation of the Careers Scotland Inclusiveness Projects Case Studies Appendices'**, April 2004

SQW Ltd with Inspire Scotland and NFO Social Research, **'A National Evaluation of the Inclusiveness Projects Executive Summary Interim Report'**, Scottish Executive, September 2003

Scottish Executive, **'Better Behaviour in Schools'**, Scottish Executive, October 2004

Scottish Executive, **'Supported Employment for Young People Pilots'**, Scottish Executive, 2004

Smart Consultancy, Eddy Adams Consultants and LRDP Ltd, **'Get Ready for Work'**, Scottish Enterprise, June 2003

'Supporting Students with Additional Needs in FECs', Scottish Executive, 2003

Who Cares? Scotland, **'A Different Class?'**, Scottish Executive, October 2004

England/UK Literature

Bivand, P, **'NEET Figures Continue to Rise'**, www.cesi.org.uk, 2003

Bivand, P, **'One in Ten Outside Work and Education'**

Bivand, P, **'What Happens to 16-18s?'**, www.cesi.org.uk

Britton, L, **'Can Connexions Bridge the Gap'**, www.cesi.org.uk, February 2002

Britton, L, **'EMAs Increase Participation in Education'**, April 2001

Britton, L, **'Researching Young People Outside Work and Education'**, November 2000

Britton, L, Cole, B and Hicks, L, **'Inter-agency Work and the Connexions Strategy'**, December 2003

'Connexions Service: Advice and Guidance for All Young People, DfES', March 2004

Cotton, D, Stone, V, and Thomas, A, **'Mapping Troubled Lives: Young People not in Education, Employment or Training'**, DfEE, January 2000

‘Increasing Participation in Education and Training: 16 to 19’, www.renewal.net, 2002/03

Institute of Employment Studies, **‘Evaluation of Learner Support Funds’**, DfES, May 2003

Joyce, L and White, C, **‘Assessing Connexions: Qualitative Research with Young People’**, DfES, October 2004

Payne, J, **‘Young People not in Education, Employment or Training’**, Policy Studies Institute, DfEE, May 2000

Pear Tree Associates, Popham, I, Sinnington, **‘Research On Actions and Other Factors That Can Contribute To A Reduction in the Numbers of Young People Not In Education, Employment or Training (NEET)’**, Connexions Research Brief No: CNX 01 2003, June 2003

Press Office, DfES, **‘Education Maintenance Allowance Now Available Nationwide Charles Clarke Urges Pupils across England to “Earn As They Learn”’**, Press Office, DfES, April 2004

‘Re-Engaging the Hardest to Help Young People: The Role of the Neighbourhood Support Fund, National Foundation for Educational Research’, DfES, July 2002

Russell, C, **‘Education, Employment and Training Policies and Programmes for Youth with Disabilities in Four European Countries’**, International Labour Office, 1997

Social Exclusion Unit, **‘Bridging the Gap: New Opportunities for 16-18 Year Olds Not In Education, Employment or Training’**, DfEE, July 1999

Social Policy Research Unit, University of York/Hull, **‘Literature Review Of the Costs of Being Not In Education, Employment or Training at Age 16-18’**, DfES, 2002

‘The Role of Street-Based Youth Work in Linking Socially Excluded Young People into Education, Training and Working’, Joseph Rowntree Foundation, June 2004

‘Youth Cohort Study: The Activities and Experience of 17 Year Olds: England and Wales 2003’, DfES, December 2003

International Literature

Auspos, P and Riccio, J, **‘A Review of European and US Literature on the Microeconomic Effects of Labour Market Programmes for Young People’**,

Manpower Demonstration Research Corporation NY and The Policies Studies Institute
London

APPENDIX 6: STAKEHOLDERS CONSULTED

External Sources of Information to Guide Literature Search

Scottish Executive
Scottish Enterprise
Communities Scotland
YouthLink
Midlothian Psychological Services
Centre for Educational Sociology, University of Edinburgh
CRSIS, Heriot-Watt University
School of Law, University of Edinburgh
Glasgow Centre for the Child and Society, University of Glasgow
Centre for Research in Lifelong Learning, Glasgow Caledonian University

APPENDIX 7: REPORT ANALYSIS FRAMEWORK

NEET Literature Review: Report/Analysis Framework

The report will cover **six key themes** as follows:

1. **Document Details**
2. **Numbers and Classification**
3. **Barriers Faced by 'NEET' groups**
4. **Policy Map – How does this intervention connect to national policy?**
 - Scotland
 - England
5. **Policy Overview:**
 - Intervention type / activity
 - Evidence of impact/effectiveness
 - Gaps in policy/intervention
 - Issues re: strategy/cohesion/partnership etc
 - Good practice/success factors – what works?
6. **Review Summary and Comment**

(The key questions/issues to address for each of the five themes are outlined in the table overleaf.)

NEET Literature Review: Report/Analysis Framework

1. Document Details

2. Numbers and Classification: NEET sub-group – who are they and how are they being defined? How many people deemed to be in this sub-group, across Scotland / % of total NEET group?

- a. General
- b. At-risk (specify, but likely to be from category h)
- c. Young care leavers
- d. Young carers
- e. Additional support needs – including disabilities; learning needs; language / communication disorder; social / emotional needs; individuals where first language isn't English / bilingual (specify)
- f. Young offenders
- g. Drug / substance misusers
- h. Low attainment / education disaffection / truancy / school exclusion
- i. Teenage parents
- j. Limiting long-term illness (LLTI)
- k. Asylum seekers
- l. Ethnic minorities
- m. Educational attainment of parents /socio-economic status of parents (i.e. inter-generational impact)
- n. EBP group (emotional and behavioural difficulties)

Further NEET classification:

- (i) 'positive' NEET (i.e. chosen NEET status such as gap year / voluntary work) – this group should not form part of the analysis but – if picked up in literature or likely to be part of sample (due to problems with extracting them), need to mention
- (ii) 'barely' NEET (i.e. young people currently classified as NEET but 'close' to the labour market. Therefore, likely to require minimal support)
- (iii) inactive group (e.g. carers; disabilities)
- (iv) residual NEET (facing multiple barriers; likely to be repeatedly NEET / NEET recidivists)

3. Barriers Faced by 'NEET' groups. Identify the type/nature of the barriers and difficulties faced by NEETs generally and for specific sub-groups – different issues needing different interventions for example?

The literature review to build up a picture of the range of issues/difficulties and how they might vary by group/areas? Types of barrier might be, for example:

4. Attainment levels;
5. Needs/interest not engaged at school/in education environment (eg. Due to lack of vocational options?)
6. Personal Circumstances (home life, caring responsibilities etc)
7. Attitudes/Culture/Peer Influence
8. Benefits/Financial constraints/incentives
9. Language
10. Self-perceptions/others' perceptions
11. Finance
12. Equalities issues

NEET Literature Review: Report/Analysis Framework

4. Policy Overview: How does this policy intervention 'connect' to the national picture?

(1) **National policy and funding?** – Smart, Successful Scotland; Closing the Opportunity Gap; Lifelong Learning Strategy, Beattie, DtS, role of Careers Scotland etc (compared to Connexions/ Personal Advisor role in England for example)

(2) **What is the title of the intervention?** – EMAs, New Deal

(3) **Who delivers?** – responsible agencies/partners – Careers Scotland, schools, LAs, etc?

(4) **How is the intervention delivered?** For example:

- a. guidance/support (Careers/Connexions type support);
- b. finance (EMAs type support)
- c. community/outreach work;
- d. home tuition/alternative provision
- e. prevention (ie working with the “at risk group”)
- f. wider education options – introduction of vocational provision
- g. incentive schemes (e.g. connexions card in England)
- h. equalities issues

5. Policy Review: Identify evidence to address the following questions:

1. **What is the impact/effectiveness?**
2. **Are there/where are there gaps in policy/intervention?**
3. **What are the issues and lessons? What doesn't work so well?** For example cohesive strategy, partnership working, joint working across agencies, data/information; equalities issues?.....
4. **What are the success factors and good practice – what works well?**
5. **What are the unknown factors? (what the literature doesn't say)**

6. Review Summary And Comment:

NEET Literature Review: Document Review Template	
Reviewer:	
A) Document Details:	
Title	
Author	
Publisher	
Date	
Type/Nature of study	[Strategy/Policy; Research; Evaluation – Qualitative and/or Quantitative; Data Report/Analysis]
Sampling and data sources	How sampling undertaken; data sources used (e.g. SSLS; LFS)
Reliability Rating/Issues (based on type and sampling)	1 = reliable; 2 = somewhat reliable; 3 = questionable reliability
Country of origin	
B) Numbers & Classifications – Findings:	
<i>Questions to Address:</i>	
<ul style="list-style-type: none"> • <i>Numbers in the NEET group?</i> • <i>% of cohort?</i> • <i>What are the sub-groups? How are they defined?</i> • <i>No. in sub-groups; % of overall NEET</i> • <i>Patterns/issues across Scotland – Rural/urban etc</i> • <i>Unknown factors – what the literature doesn't say/answer</i> 	
C) Barriers Faced – Findings:	
<i>Questions to Address:</i>	
<ul style="list-style-type: none"> • <i>Identify the barriers faced by NEET generally and by sub-group</i> • <i>Different issues for different sub-groups?</i> • <i>Different issues need different interventions?</i> • <i>Unknown factors – what the literature doesn't say/answer</i> 	
Egs of barriers - Attainment levels; Needs/interest not engaged at school/in education environment (eg. Due to lack of vocational options?); Personal Circumstances (home life, caring responsibilities etc); Attitudes/Culture/Peer Influence; Benefits/Financial constraints/incentives; Language; Self-perceptions/others' perceptions; Finance; Equalities issues	
D) Policy Overview – Findings:	
<i>Questions to Address:</i>	
<ul style="list-style-type: none"> • <i>Connect to national policy and funding?</i> • <i>Title of intervention?</i> • <i>Who delivers?</i> 	

NEET Literature Review: Document Review Template
<ul style="list-style-type: none"> • <i>How is intervention delivered? (see below)</i>
<p>Egs of type of support/intervention: guidance/support (Careers/Connexions type support); finance (EMAs type support); community/outreach work; home tuition/alternative provision; prevention (ie working with the “at risk group”); wider education options – introduction of vocational provision; incentive schemes (e.g. connexions card in England); equalities issues</p>
E) Policy Review – Findings:
<p><i>Questions to Address:</i></p> <ul style="list-style-type: none"> • <i>What is the impact/effectiveness? (Include a reliability comment on the research undertaken)</i> • <i>Are there/where are there gaps in policy/intervention?</i> • <i>What are the issues and lessons? What doesn’t work so well?</i> • <i>What are the success factors and good practice?</i> • <i>Unknown factors – what the literature doesn’t say/answer</i>
F) Reviewer Summary and Comment:
<p><i>Questions to Address:</i></p> <ul style="list-style-type: none"> • <i>Key message/issues/conclusion</i> • <i>other emerging issues; patterns based on other literature</i> • <i>Recommendations for:</i> <ul style="list-style-type: none"> - future data (e.g. different sources; longitudinal; boosted sample sizes) - future research (e.g. further studies with specific sub-groups / review of policy interventions) - future policy development / practice (e.g. specific changes to policies; roles and responsibilities for delivery agents) - unknown factors – what the literature doesn’t say/answer

APPENDIX 8: LITERATURE OVERVIEW

NEET Literature Review: Documents to Review		
A) Strategies/Policy Documents		
Scotland	England/UK	International
<ul style="list-style-type: none"> • FEDS • Smart, Successful Scotland • Beattie Review • Determined to Succeed • Social Justice Targets and Milestones • Closing the Opportunity Gap • Lifelong Learning Strategy • Get Ready for Work; MAs; Skillseekers; ND for YP • EMAs • Widening Access Agenda • Youth Literacies 	<ul style="list-style-type: none"> • 14-19 Strategy 2002 • Connexions Strategy • Learning to Succeed • 5 year Strategy for Children & Learners • Every Child Matters • Tomlinson Review • 14-19: Progress Report 2004 • (Green Paper due on Children's Trusts – Autumn 2004) • Review of Planning and Funding for Education and Training for Post-16 Special Needs Students (NLSC – Aug 05) • Learning to Succeed: A new framework for post-16 learning • Working Together: Connexions and The Statutory Youth Service • Progress Report on Implementation of the Teenage Pregnancy Strategy. • 14-19 Pathfinders Research Brief • 14-19 Extending Opportunities, raising standards: Summary • Welfare to work's five challenges • UK National Action Plan for Employment • Ethnic Minorities and the Labour Market (UK) 	

B) Research		
Scotland	England/UK	International
<ul style="list-style-type: none"> • Supporting Students with Additional Support Needs in Further Education Colleges • A Different Class? (YCLS) • Young People Not in Education, Employment or Training • Funding for Learners Review (seminar paper) • Youth Transitions: Patterns of Vulnerability and Processes of Social Inclusion • Collaboration Between Schools and FECs in Scotland • Moving On: From School to College • Moving On: Education, Training and Employment for Recovering Drug Users • The Delivery of the Curriculum to Disengaged Young People in Scotland • Developing Post-School Psychological Services (interim report) • Why Do Students Leave University Early? (briefing) • Fitting In? University Culture and Widening Access Students (briefing) • MAs: Improving Completion Rates • Education for All? • Education and Care Away From Home • Learning with Care • ‘Home International’ Comparisons of Post-16 Education and Training • Destinations of Early Leavers • Young People’s Transitions: Careers Support from Family and Friends • Variation Across Schools in YP’s Transitions • The Sum of its Parts? 	<ul style="list-style-type: none"> • Literature Review of Costs of Being ‘Not in Education, Employment or Training’ at Age 16-18 • Bridging the Gap • Re-engaging the Hardest-To-Help Young People: The Role of the Neighbourhood Support Fund • Education, Employment and Training Policies and Programmes For Youth with Disabilities in 4 European Countries • Tackling NEETs: research on actions and other factors that can contribute to a reduction in the numbers of young people Not in Education, Employment or Training, • Young People Not in Education, Employment or Training • Youth Cohort Study: The activities and experience of 17 year olds: England and Wales 2003 • The role of street-based youth work in linking socially excluded young people into education, training and work, • Assessing Connexions: Qualitative Research with Young People • Mapping Troubled Lives • Interagency Work and the Connexions Strategy • Increasing Participation in Education and Training • Connexions Service Advice and Guidance 	<ul style="list-style-type: none"> • A Review of European and US Literature on the Microeconomics Effects of Labour Market Programmes for Young People – summary only • Young Persons’ Perspectives on Education, Employment and Training Policies and Programmes for Youth with Disabilities in 4 European Countries

(Development of ICSs in Scotland)		
<ul style="list-style-type: none"> Better Behaviour in Scottish Schools 		
C) Evaluations		
Scotland	England/UK	International
<ul style="list-style-type: none"> Evaluation of the New Deal for Young People in Scotland: Phase 2 National Evaluation of the Inclusiveness Projects – Interim Report plus Final Report (plus 2 PPPs) Supported Employment for Young People Pilots Evaluation of Maintenance Allowances (EMAs): Evaluation of the East Ayrshire Pilot FAST-TRAC: Evaluation and Issues of Transferability Get Ready for Work – 1st Yr Evaluation The Effects of Low Attainment on YP’s Outcomes 22-23 	<ul style="list-style-type: none"> NAO Report on Connexions Service EMA Evaluation Reports Evaluation of Learner Support Funds Connexions Service National Evaluation – Qualitative perceptions Evaluation of 35 Children’s Trust Pathfinders IFP Evaluation NFER OfSTED IFP Evaluation 	<ul style="list-style-type: none">
D) Data – Reports on data (rather than raw data analysis)		
Scotland	England/UK	International
<ul style="list-style-type: none"> SSLS Special Report: Scottish School Leavers Entering Higher Education SSLS Special Report II: Gender and Low Achievers SSLS Special Report III: High-Attaining Female School Leavers Analysis of 16-19 Year Olds Not in Education, Employment or Training in 2001 Census Scottish Annual LFS 03/04 Scottish School Leavers: Gender and Low Achievement 	<ul style="list-style-type: none"> Estimating Participation in Education, Training and Employment NEET Figures Continue to Rise reports related to analysis of YCS and LSYPE Data sources from Feasibility Study for an Audit of 14-19 education Estimating the cost of being "Not in Education, Employment or Training" at age 16-18 Education Maintenance Allowance Transport pilots - quantitative findings from year 1 and 2 	<ul style="list-style-type: none">
E) Newspaper / Magazine Articles		
Scotland	England / UK	International

<ul style="list-style-type: none"> • ‘Councils Struggle to Close the Care Gap’ - TES 	<ul style="list-style-type: none"> • ‘Inclusion is Just An Illusion’ – TES • one in ten outside work and education, • Can Connexions Bridge the Gap? • What happens to 16-18s?, • NEET Generation, The Guardian • Education Maintenance Allowance now available nationwide: Charles Clarke urges pupils across England to 'Earn as they learn' • EMAs increase participation in education • Researching young people outside work and Education 	
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