

wavehill
research evaluation surveys



Evaluation of the Passport Programme Inception Report



Prepared by: Wavehill Ltd
October 2013

Basic company information

Offices:

Wales office: 21 Alban Square, Aberaeron, SA46 0DB

London office: Studio 1; 51 Portland Road, Kingston on Thames, Surrey, KT1 2SH

West England office: Unit 5.2, Paintworks, Arnos Vale, Bristol, BS4 3EH

Contact details:

t: 01545 571711 | e: info@wavehill.com | w: www.wavehill.com

This document

Version:

FINAL

Prepared by:

Simon Tanner

Any queries or questions about this report should be referred in the first instance to:
Simon Tanner

t: 01545 571711 | e: simon.tanner@wavehill.com

Contents

1. Introduction.....	2
2. Context – Research and Policy Literature	4
2.1. Understanding the Young People NEET group.....	4
2.2. Understanding the risks of becoming Young People NEET	5
2.3. The Implications of Young People NEET	8
2.4. Understanding Approaches to Tackle Disengagement	9
2.5. Active Labour Market Policies.....	10
2.6. Strategic and Policy Drivers – Welsh Government and the EU	12
2.7. Key Issues for the Evaluation.....	17
3. Context – Statistics	19
3.1. Young People Aged 16-24 in Caerphilly	19
3.2. Young People NEET in Caerphilly	20
3.3. Key Issues for the Evaluation.....	24
4. Evaluation Issues.....	27
4.1. Issues Raised by Scoping Interviews	27

1. Introduction

In August 2013, Wavehill were appointed by Caerphilly County Borough Council (CCBC) to conduct an evaluation of the PASSPORT Programme. The PASSPORT Programme has been developed by CCBC for three main reasons. It aims to address the challenge of the demographic challenge arising from the fact that almost a third of the workforce within CCBC is aged over 50, whilst only four per cent are aged under 21. It also seeks to identify ways in which CCBC can make a contribution to reducing the number of young people in Caerphilly who are not in education, employment, or training (known as young people NEET) to address the economic concerns and the social responsibilities of the council. Finally, the programme aims to work in partnership with the Local Service Board (including major public and private sector employers in Caerphilly) to ensure that the potential workforce – specifically those aged 16-24, are equipped with the tools they need to gain and sustain employment into the future.

The PASSPORT programme aims to provide unemployed young people with a progression route into sustainable employment through quality work placements, training, and support to beneficiaries and employers alike. The PASSPORT programme offers opportunities for people of varying abilities via 8 week work placements, 6 month work placements (funded by Jobs Growth Wales), and traditional trainee and apprenticeship opportunities.

The PASSPORT programme is supported by ESF Funding, specifically the Welsh Government's ESF Local Service Board Development and Priority Delivery Fund. This fund aims to drive collaboration and build capacity for innovation at various levels and across the public and third sectors.

This report provides a summary of the initial findings of the evaluation work so far so that the next phases of data collection are framed within a detailed understanding of how the PASSPORT programme operates, and the context provided by local labour market information, and existing research and policy literature on work with young people NEET.

It is intended that this document will aid discussions with the PASSPORT programme team about the next phases of data collection to be held in November 2013. Consequently, this will ensure that the fullest possible picture of the PASSPORT programme is collated which addresses the aims and objectives for the evaluation that CCBC outlined in the original tender documentation.

Namely:

Aim 1: Examine the implementation and management of the PASSPORT programme and how this has influenced progress towards the achievement of the programme's aims and objectives:

Objectives:

- a) Assess progress of the Programme in terms of realising its aims and objectives,
- b) Assess the validity of the assumptions underpinning the Programme;
- c) Assess the appropriateness of the delivery mechanisms and outputs (from recruitment to the training and support provided as part of the Employability Menu and Employer Focus, as well as the support provided to the cohort and staff involved in the Programme)
- d) Assess the extent of engagement across the LSB partners;
- e) Assess the likely sustainability of the Programme (once the ESF funding is at an end).

Aim 2: Examine the impact of the Programme:

Objectives:

- a) Assess the impact of the Programme on the cohorts of young unemployed people (aged 16-24) going through the scheme;
- b) Assess the impact of external factors (e.g. government policy, economic factors) with a view to better understanding the impact of this Programme alone
- c) Assess the added value of the collaborative approach facilitated by the ESF funding and the extent of this;

This report will outline the key contextual information drawn from our desk review work of labour market information on young people in Caerphilly, policy and research literature, and the key findings from eight scoping interviews with key PASSPORT programme staff, and internal and external stakeholders.

2. Context – Research and Policy Literature

2.1. Understanding the Young People NEET group

The term ‘NEET’ refers to young people aged between 16 and 24 who are not in education, employment or training. However, it is particularly important to note that there are no ‘typical’ NEET young people; every young person is an individual with a unique set of characteristics and background factors some of which contribute to their likelihood of becoming a young person NEET, and some of which don’t.

The Department for Communities and Local Government (2008) suggested that young people who are NEET at some point between the ages of 16–18 can be categorised into one of three categories:

- **Core NEET** – those experiencing entrenched barriers, including those who come from families where worklessness is the norm.
- **Floating NEET** – comprising young people who tend to have spells of being NEET in between further education courses or employment with no training. This group contributes to the issue of NEET churn (repeated failure and drop out from education/training/work back into NEET status).
- **Transition/gap year NEET** – young people who have often chosen to take time out before progressing onto further or higher education, and are likely to return to education, training or employment, but it is not always clear when this will occur.

Furthermore the Prime Minister’s Delivery Unit (PMDU 2005) highlighted that a critical policy challenge for any work with the young people NEET group comes from the fact that they are not a static population estimating that just 1 per cent of those NEET at 16 remain so from 16 to 18.

This factor is illustrated in some of the key research about young people NEET (DCSF, 2008), that showed particular trends in the NEET groups’ characteristics illustrating that:

- Getting older than before – around 50 per cent of the group are 18 compared to 40 per cent five years before;
- Gender gap is widening – at age 16, boys are twice as likely as girls to be NEET;
- A higher proportion of the girls are ‘inactive’ – that is not looking for work or learning (this description is used to include those who are mothers or carers);
- Thirty-nine per cent of those with no GCSEs are NEET at 16, compared with two per cent of those young people who achieved five or more A* results;
- Persistent absentees from school are seven times more likely to be NEET at the age of 16;
- Young people with learning difficulties and disabilities are twice as likely to be NEET as those without;
- An estimated 20,000 teenage mothers are NEET.

Furthermore research in 2008, analysed data on previous schooling and demographic patterns to identify key risk factors in the likelihood of individuals entering the young people NEET group. This analysis showed that these factors in order of assessed risk were:

- Child has been permanently excluded from school.
- Has had fixed term exclusions in the last 12 months of three or more days.
- Attended less than 90% of scheduled classes in school.
- Failed to meet two or more national average outcomes in assessments at Key Stages 1- 3.
- Are living in areas where income deprivation is likely to be affecting children's lives.
- Are looked after children or have previously been in care.
- Hold a current statement of special educational needs (SEN).
- Come from a traveller or gypsy ethnic background.
- Are in receipt of free school meals.
- Have been referred to two or more professional agencies for additional support.

These aspects highlight the key factors that contribute to young people's disengagement from firstly learning and education, which is then likely to lead to their disengagement, or inability to access employment opportunities.

2.2. Understanding the risks of becoming Young People NEET

Some work has been done to develop measurement tools to indicate the individuals that are most at risk, particularly in school age children to try to tackle disengagement before it escalates. As a result, the Connexions/14-19 Development Team alongside the School's Application Support Team has developed the Risk of NEET Indicator (RONI) tool.

The tool has been designed to help secondary schools to identify those students at risk of becoming NEET once they leave compulsory education. There are a range of factors that indicate whether an individual is likely to become NEET, and the tool identified that the existence of four or more of the following factors can suggest a high risk of an individual becoming a young person NEET:

- attendance percentage less than 85%;
- English as an additional language;
- exclusions;
- free school meals;
- low attainment results and Key Stage 1, 2 and 3 for Maths and English;
- involvement with local authority;
- Special Educational Needs;
- traveller; and
- medical conditions affecting learning and attendance.

Once high-risk students have been identified, it is expected that special support can be offered from year 9 onwards to reduce the proposed risk¹. Other indicators are beginning to be developed to indicate those most at risk of becoming NEET. Some Local Authorities are developing their own indicators for those at risk of becoming NEET, whilst some are still using the Connexions risk indicator tool (as outlined above). However, any tool to identify those most at risk of becoming NEET is subject to interference from local and current circumstances. Additionally, any tool that measures the level of risk is less likely to distinguish from different types of NEET and the intervention best needed to prevent the individual from becoming NEET. Nevertheless, it is worth having a base to examine the risk of NEET and to give a guide to the possible interventions that may be used².

One Local Authority in Wales is in the implementation phase of a NEET indicator. Blaenau Gwent County Borough Council is putting into place the NEET Reduction Strategy 2011-2014. This strategy is linked by a co-ordinated approach that has been developed to source provision and support young people's engagement and re-engagement. The strategy follows a five-tier system.

Tier five relates to young people in education, employment or training that are not showing any signs of dropping out and therefore do not need access to support. Tier four covers those in education, employment or training at risk of dropping out and who are referred to various support strands. The third tier is young people who need additional support, advice and guidance to enter employment, education or training, and here agencies provide information to these individuals. Young people who need engagement and support make up the second tier, and here provisions are needed to move those 'not engaging' to 'ready to engage' in order to receive tier three support. The final tier, tier one, are young people whose status is unknown and engagement provisions are needed to target those at this level to prevent them becoming long-term NEET³. Table 2.1 below shows the tiers, definitions and provisions.

Table 2.1: NEET reduction strategy 2011-2014 – Blaenau Gwent

Tier	Definition	Provision
5	Young people in education, employment or training	Mainstream (schools, FE colleges, training providers)
4	Young people in education, employment or training but at risk of dropping out	Mainstream (14-19 network school pastoral services)
3	Young people who need additional support, advice and guidance to enter employment, education or training	Careers Wales, Jobcentre Plus
2	Young people who need engagement	Youth service, ProVent, learning

¹ Risk of NEET Indicator (RONI)

² Developing Indicators for Early Identification on Young People at Risk of Temporary Disconnection From Learning, 2012

³ Blaenau Gwent County Borough Council NEET Reduction Strategy 2011-2014

	and intensive support	coaches, voluntary sector, WCVA gateway
1	Young people whose status is unknown	Youth service, PreVent, WCVA gateway

Source: Blaenau Gwent NEET Reduction Strategy 2011-2014.

2.3. The Implications of Young People NEET

Not only is the risk of NEET a great problem to the individual, with decreased employment opportunities and increased chances of antisocial behaviour, it is also a great cost to the economy. It was estimated that in 2012 youth unemployment would cost the economy £10.7 billion in lost output. This, paired with 1 in 5 young people in the UK classed as NEET, demonstrates how youth unemployment is one of the more serious challenges facing Britain. As previously mentioned, the long-term effects of being NEET are very negative, such as being welfare-dependant later in life, poor mental and physical health, lower income resulting in a lower quality of life, social inequality and exclusion, and risk of involvement in antisocial behaviours. These negative long-term outcomes stress the need to act upon youth unemployment. The immediate shortage of jobs is currently due to a lack of labour market demand. This suggests that the Caerphilly PASSPORT Programme has the potential to be successful by actively using Local Service Boards to create job opportunities for young unemployed individuals.

Research has found that there needs to be a clear preparation for work path that young individuals can follow. They need to be provided with stronger incentives to want to progress towards work, and employers need to engage these young people to prepare them for progression into the world of work. Currently, too many young people end up with poor qualifications and are not supported enough so end up having little knowledge about the labour market and few skills to carry them into work.

Additionally, the research has proposed that young people who are in work could act as a mentor for those unemployed, in order to offer them advice and support on the best way to prepare themselves for work. Support is also needed for young people when they make the transition from education to work as at current there is no clear, high-quality progression route in place for young people to follow from the time of education into work. For those individuals who decide to not carry on their education into University, there are little options available to them for progression into work. There needs to be more options to enter into apprenticeships once education is over for individuals at risk of becoming NEET⁴. This offers further support for a key area of activity by the PASSPORT Programme. The programme promotes apprenticeships and therefore has the potential to offer those at risk of becoming NEET by not choosing to carry on to University another option and a clear transition from education to work.

It can be seen that the cost of young people becoming NEET and the cost of unemployment itself will have a negative effect on the economy. Due to this, it is worth estimating the cost of being NEET. The costs relate to individuals, their families, the rest of society and the impact on public finance costs. The total estimated lifetime cost of being NEET at age 16-18 is £7 billion in resource costs and £8.1 billion in public finance costs. The costs can be split into current costs, medium-term costs and long-term costs. Costs of educational underachievement, unemployment, inactivity and poor health and disability have detrimental effects on all those associated with the NEET individual, including the individual themselves. For

⁴ Youth Unemployment: The Crisis we Cannot Afford, 2012

example, current costs of unemployment have an effect on the individual in terms of a loss of earning and increased risk of mental health. It also affects the family as they will potentially be needed for financial and other support. Current costs apply to society and the economy, through more benefit payments, loss of inactivity resulting in less contribution to tax revenue, and additional health costs.

The medium-term costs of unemployment have similar effects on the individual, for example lower earnings, delay of owning their own property, and poor health and quality of life. The public finance costs at medium-term of unemployment include benefit payments, social housing, and money spent to reduce unemployment. The long-term costs to the individual of unemployment include a loss of lifetime earnings, the potential for more stress, lower pension and a lack of provision for nursing care. Additionally, the long-term public finance costs consist of income support payments, residential and nursing care and a loss of taxation from occupation pensions⁵.

2.4. Understanding Approaches to Tackle Disengagement

One of the best ways to begin evaluating the PASSPORT Programme is to compare and contrast the approach of this programme with other similar programmes in the past, as it gives us particular clues about the process and practice we may need to focus upon in our evaluation work.

Various research studies and literature reviews outline the issues faced by young people who are NEET, many programmes across England and Wales have been put in place to overcome the high levels and risks of young people NEET, programmes of intervention before young people become NEET, and pointers for improvement.

One research study explores young people's disengagement from learning. Such disengagement is associated with a range of negative outcomes, including the likes of becoming NEET, achieving low-level qualifications, and an increased risk of anti-social behaviour. Due to these risks, in 2009 the One Wales Agreement made a commitment to enquire into what works in terms of combating disengagement from learning, resulting in a qualitative study of young people's experiences and perceptions of disengagement from learning. Tools such as interviews, a timeline of positive and negative events, a ranking exercise of school experience, and a mapping exercise on the school environment were used to collect data from participants.

Key findings from this work identified six key themes surrounding disengagement from learning. The first is 'curriculum', and it was suggested from the results that a wider and more flexible choice in curriculum promote re-engagement, yet for those already disengaged there is limited choice of interest. Secondly, 'learning' was a key theme. Some aspects of learning, such as small classes and extra support, increase engagement. This links in with the third theme of 'teaching', as participants felt that smaller classes and increased chances to converse with teachers made them feel more engaged. However, some individuals felt that special classes were more unhelpful than helpful, increasing disengagement from learning. 'Relationships' was the fourth theme, and it was found that family and peers had an

⁵ Estimating the Cost of Being "Not in Education, Employment or Training" at Age 16-18, 2002

effect on engagement with learning. For example, individuals who had problems at home were less likely to attend school, while those who were bullied would be likely to miss school or to not become fully involved at school in order to avoid the bullies. This follows on to the fifth theme 'skills'. Those individuals with low emotional and social skills may suffer more from incidents such as bullying or parents divorcing, and it is wise to note how much support was offered to these individuals during that time.

The final theme is 'causes of disengagement', and although many of the young people classed skipping school as a cause for disengagement, it is hard to apply cause and effect, i.e. did skipping school cause the disengagement, or did disengagement due to other factors result in the skipping of school? Implications and recommendations from this research include: early intervention work with families to ensure schools provide the best support; building young people's emotional and social skills; curriculum choice and flexibility; consistent good teaching; greater guidance and support when making curriculum choices; and increasing the capacity of further education and training programmes to re-engage young people⁶. Therefore, the results of this study can be compared to the Passport Programme in such a way that the PASSPORT Programme builds on skills and offers training programmes, in the hope of re-engaging young people and reducing the percentage of young people NEET in Caerphilly. In essence the PASSPORT programme is one examples of a local Active Labour Market policy to tackle youth disengagement and unemployment.

2.5. Active Labour Market Policies

In Wales, 16-24 year olds make up over one third of the total number of benefit claimants. Youth unemployment in Wales has been higher than any other UK country. Recently, UK and Welsh Governments have increased the level of support on offer to young people through Active Labour Market Policies (ALMP), aiming to provide further labour market prospects.

This approach is driven understanding of the need to address this situation to ensure that young people become actively involved in education, training, and employment because of the longer term consequences for the economy and wider social cohesion.

Recent Active Labour Market initiatives in Wales include the Jobs Growth Wales Programme, Graduate Opportunities Wales, The Traineeship and Steps to Employment Programme, Reach the Heights, Intermediate Labour Market Programme, The Young Recruits Programme, Pathways to Apprenticeship Scheme and Employer Pledge Programme. All these ALMP have been created with the aim to either provide further training and skill development to those unemployed, or will offer job opportunities and apprenticeships to those NEET. However, due to the ALMP in Wales being recently implemented there is very little evidence yet into their effectiveness⁷.

⁶ A Qualitative Research Study to Explore Young People's Disengagement From Learning, 2012

⁷ The Effect of Active Labour Market Policies on Youth Unemployment – Literature Review, 2013

It is these approaches that particularly match the key understandings driven by the research literature. The ACEVO Commission on Youth Unemployment in 2012⁸ highlights the consequences of failing to deal with the NEET issue specifically in terms of the additional costs in supporting these young people, but also the costs associated with the lost output from those young people not providing productive inputs in the economy. The report estimates that in 2012 all youth unemployment cost the economy £4.8 billion and resulted in lost output to the value of £10.7 billion.

Furthermore, without tackling this, the report estimates that the costs over the next decade in support and lost output could total up to £28 billion. The report reiterates the importance of the PASSPORT programme highlighting Caerphilly as one of a number of Welsh local authorities as locations of neighbourhoods where JSA claiming levels by 16-24 year olds are at least twice national average levels.

It is in the recommendations where further support for the need for the PASSPORT programme is shown. The Commission's Report highlights four priority areas for change, three of which are directly addressed by the existing activities of the PASSPORT programme:

- More job opportunities;
- Better preparation and motivation for work;
- Clear high quality progression opportunities for those not heading to university;
- Reform of the Welfare State to provide more guaranteed back to work support for young people.

Another relevant and recent publication comes from the Centre for Economic and Social Inclusion. This publication looked at factors that are associated with successful training interventions aimed at young people who have low or no qualifications. These five factors are:

- targeting eligibility;
- smaller scale programmes;
- focus on work experience and transition into work;
- addressing wider barriers into employment to tackle multiple disadvantages;
and
- a joined up approach to tackle unemployment locally.

When targeting eligibility, it is best to focus on young people with low qualifications and low work experience skills, who are likely to find it difficult to obtain a job and who will mostly benefit from training. Evidence suggests that those in their twenties will benefit more than those in their teens. When focusing on work experience and transition into work, provision should:

- Make use of workplace training where possible.
- Align with the needs of the local labour market.
- Engage employers in design and delivery.

⁸ See <http://www.bristol.ac.uk/cmpo/publications/other/youthunemployment.pdf> for a full copy of the report.

- Build in support for transition to work.
- include support for job search
- Ensure that individuals can continue with training after job entry⁹.

Research has found programmes that combine training, work experience, contact with employers, assistance with job search and those that lead to recognised and relevant qualifications are likely to have positive and significant impacts¹⁰.

These findings above show that the PASSPORT programme is positioned well in relation to the key themes identified across research into young people NEET. We have also identified through our literature review work that there are clear parallels between the underpinning principles of the PASSPORT programme and on-going strategic aims of the Welsh Government and the future focus of the ESF programme from 2014.

2.6. Strategic and Policy Drivers – Welsh Government and the EU

Although a strategic focus for a number of years, the Welsh Government has focused particular recent attention in increasing the engagement and progression of young people in education, training and employment a key priority. An initial commitment to develop what was termed the Youth Engagement and Progression Framework Plan¹¹ was made in August 2013 with the agreed document being launched in October 2013. It aims to address the overall number of young people who are NEET at 16-18 to address the fact that the figure in Wales is still above the figure for 16-18 year olds who are NEET in England.

Ultimately, the Plan is focussed upon delivering the commitment to increase the engagement and progression of young people who are positively engaged in education and who can progress successfully to further education or training and sustained employment.

The targets included in the plan are:

- To reduce the numbers of NEETS aged 16 - 18 to 9% by 2017.
- To reduce the proportion of young people aged 19-24 who are NEET in Wales relative to the UK as a whole by 2017.

It also represents a key component of the Tackling Poverty Action Plan (Building Resilient Communities: Taking Forward the Tackling Poverty Action Plan) published in June 2012¹².

⁹ Youth Unemployment: Review of Training for Young People with Low Qualifications, February 2013, Inclusion

¹⁰ The Impact of Learning on Unemployed, Low-qualified Adults: A Systematic Review, 2006

¹¹ See <http://wales.gov.uk/topics/educationandskills/skillsandtraining/youthengagement/?lang=en> for more details.

¹² See <http://wales.gov.uk/topics/socialjustice/publications/tacklepovactionplan/?lang=en> for a copy of the document.

The Youth Engagement and Progression Framework Plan aims to achieve the targets through a number of stages. The first is identifying those most at risk of becoming NEET, then offering better brokerage and co-ordination of support. It identifies that there should be stronger tracking and transitions of young people, along with ensuring the provision meets the needs of young people. It also suggest there should also be a focus on strengthening employability skills and opportunities for employment, combined with greater accountability for better outcomes for young people¹³.

The links to programme to tackling poverty in Wales are highlighted in a recent publication entitled 'Monitoring poverty and social exclusion in Wales 2013'. One key finding from this publication was that Wales needs job creation in order to overcome poverty, yet there is a weak demand for labour. In 2002, 26.5% of the Welsh working-age population was economically inactive, which was higher than the average economic inactive rate in Britain. Another key finding was that working more hours, along with higher pay, is the answer to overcoming in-work poverty¹⁴.

A publication as part of the research by Joseph Rowntree Foundation on the links between poverty and ethnicity concluded that those in low-paid work struggle to live on a low income. Many of these individuals want to move up the career ladder; however informal workplace practices prevent this from happening. Barriers for this include power imbalances between managers and low-paid workers, low staff turnover, and workforce restructuring¹⁵.

Wider barriers to unemployment include disability, caring responsibilities and belonging to an ethnic minority group. For example, those with low qualifications and other barriers are less successful in the labour market than those with the same barriers yet higher qualifications. Therefore, provision should address other barriers and take into account factors such as motivation and attitude. Having a holistic approach which joins up the four aforementioned factors means better results are likely to be delivered, rather than using provision that just focuses on training or skills acquisition.

¹³ Youth Engagement and Progression Implementation Framework Plan, Welsh Government, 2013

¹⁴ Monitoring Poverty and Social Exclusion in Wales 2013, Joseph Rowntree Foundation

¹⁵ In-work Poverty, Ethnicity and Workplace Cultures, 2013, Joseph Rowntree Foundation

Emerging Policy on Future ESF Funding

The support of European Structural Funds (European Regional Development Fund and European Structural Fund) affects the Welsh Government's strategies and priorities for the delivery of sustainable growth and jobs for individuals and businesses in West Wales and The Valleys. A consultation has been produced in order to outline how the European Structural Funds will support fulfilment of the key aims of the Welsh Government's Programme for Government.

The Programme for Government represents a commitment to delivery and is measured by the impact the government is having on people's life in relation to:

- growth and sustainable jobs;
- public services in Wales;
- education;
- 21st century healthcare;
- supporting people;
- Welsh homes;
- safer communities for all;
- equality;
- tackling poverty;
- rural communities;
- environment and sustainability; and
- culture and heritage of Wales¹⁶.

Tackling Poverty is the section of the Programme for Government that is focused on identifying and reducing Young People NEET. The aim of Tackling Poverty programme is to reduce poverty, including persistent poverty, and reducing the likelihood that people will become poor. In order to improve the skills of young people, a review of activities designed to help individuals NEET was undertaken, and now there is a need to refocus resources on the most effective interventions to tackling unemployment, disengagement from learning and a lack of training.

In the 2013 Programme for Government Annual Report, it was summarised that the proportion of 16-18 year olds NEET has remained consistent over the last decade, around 10-12%. Findings from the Jobs Growth Wales programme found that over 4,000 young people were recruited onto the programme, with 71.79% who completed the 6 months moving into sustainable employment or an apprenticeship.

¹⁶ Welsh Government, Programme for Government

The Pathways to Apprenticeships Programme helped 1,774 young people into apprenticeships¹⁷.

The highest level of funding support offered is to the 'less developed regions', and it is expected that West Wales and The Valleys will qualify as a 'less developed region' in the 2014-2020 rounds as its Growth Domestic Product is below 75% of the European average. The aim with funding, along with the Programme for Government, is to help Wales become a confident, entrepreneurial and ambitious nation succeeding from sustainable economic growth. As it is predicted that in 2014 Wales will still be recovering from the recession and will still be suffering from low unemployment rates and workless households, the Structural Funds will be aligned with the aforementioned Programme for Government policy in order to achieve the outcomes that have been aimed for. The funds will be used to promote a greater level of private sector investment and employment, and also to increase the link between academia and business. The funds will also help in the area of tackling poverty, making sure individuals are able to access employment and training courses¹⁸.

If awarded the European Regional Development funding (ERDF) and the European Structural funding (ESF), there are a number of priorities Wales will focus on. One priority is to support the creation and growth of small to medium Welsh enterprises. Another priority is to invest in infrastructure and increase connectivity in order to improve access to market and employment opportunities. The focus on increasing the capacity for research and innovation is also a priority, along with delivering climate change objectives and supporting the sustainable development of a low-carbon economy. The following priorities for ERDF and ESF are aimed at challenging the risk of becoming NEET. One priority is helping and supporting people into work, increasing employment rates, and tackling poverty. The policies relevant to this priority include the EU Policy Context, New Skills for New Jobs, with the goal of increasing labour participation through developing skills and enabling labour movement. The Welsh Government Policy Context – Tackling Poverty Action Plan – encourages the view of employment being the best route out of poverty. Other Welsh Government Policy includes the Strategic Equality Plan that aims to address and overcome inequality issues. The UK Government Policy Context – UK Government Welfare Action 2012 – is situated around reforming the benefit and tax credit systems in order to make sure there is a sufficient difference between earnings on return to work and earnings on benefits.

Another priority in relation to tackling those unemployed or not in education or training is to provide education, skills, and lifelong learning to help growth and productivity. Once again the EU policy New Skills for New Jobs is relevant to this priority, along with the Tackling Poverty Action Plan and Strategic Equality Plan Welsh Government policies. Another relevant Welsh Government policy is Priorities for Skills, which accounts for recent policy landscape and economic climate changes. The final priority in relation to those NEET, in particular young people, is Brighter Futures from Early Years for Young People. The aim here is to address rising levels of youth unemployment and to tackle poverty, inclusion and disadvantage. Policies that stem from this priority include:

¹⁷ Programme for Government, Annual Report, June 2013

¹⁸ Consultation on European Structural Funds Programmes for West Wales and The Valleys 2014-2020

- New Skills for New Jobs;
- Tackling Poverty Action Plan;
- Strategic Equality Plan;
- Delivering a Digital Wales;
- Science for Wales; and
- Priorities for Skills.

Additional policies are the Youth on the Move European policy that provides a package on education and employment policy initiatives to young people in Europe. The Youth Opportunities Initiative has an overall aim of reducing youth unemployment, and the Welsh Government policy 'Youth Engagement and Employment Action Plan' supports young people with early entry into the Labour Market, and reducing the number of young people NEET¹⁹.

¹⁹ Consultation on European Structural Funds Programmes for West Wales and The Valleys 2014-2020

2.7. Key Issues for the Evaluation

From evaluating past literature, policy and the PASSPORT Programme documents, there are a number of issues and areas identified that could be useful to include in the survey instruments our evaluation work will utilise.

Some of these will include psychological outcome measurements, such as:

- increased confidence;
- mood change;
- increased self-esteem;
- decreased levels of stress;
- the ease of joining the programme;
- the process of finding employment;
- work experience or apprenticeships;
- helpfulness of staff and service providers; and
- the overall view of the Passport Programme.

Following this literature and policy review work we will ensure that our evaluation collects information on:

- The experience of the Passport Programme that young people have from their first engagement with it, through the initial assessment work, to their experiences during their work placement.
- What has changed for the young person in relation to their self-perception of their skill levels, their employability, their readiness for work, their self-confidence and self-esteem, and aspirations and motivations.
- The impact of the Passport Programme on the Caerphilly Local Service Board, regarding an decrease in skills gaps and workforce planning issues.
- What, if any, impact has the Passport Programme had on employers, placement providers or apprenticeship providers? In relation to skills in the workplace, the workload, and performance rates.

3. Context – Statistics

3.1. Young People Aged 16-24 in Caerphilly

Data from the 2011 Census provides us with the most accurate picture of the numbers of 16-24 year olds resident in Caerphilly. These are summarised in **Table 3.1** below showing that:

- There were almost 19,900 16-24 year olds living in Caerphilly in 2011, representing 11.1 per cent of the total population of 178,806 in the borough.
- The 16-24 age group is almost equally split between females (9,880) and males (10,011), with the Caerphilly population of 16-24 year olds being more equally split than that in Wales where 48-9 per cent of 16-24 years olds are female.
- The 16-24 year old population is less diverse in Caerphilly than the rest of Wales with 98.2 per cent coming from White ethnic groups, compared with 93.4 per cent in Wales. In all there are 351 16-24 year olds from Black, Asian, and Minority ethnic groups living in Caerphilly at the time of the 2011 Census.
- Seven per cent (1,393) of 16-24 year olds in Caerphilly have a disability or long term health problem which restricts their day to day lives in some way. This is a higher proportion than that found in Wales of 5.7 per cent.

Table 3.1: Profile of the 16-24 old population in Caerphilly and Wales, 2011

	Caerphilly		Wales	
	Number	% of All	Number	% of All
Total 16-24 age population	19,891	100	373,876	100
Gender				
Females aged 16-24	9,880	49.7	183,011	48.9
Males aged 16-24	10,011	50.3	190,865	51.1
Ethnicity				
White	19,540	98.2	349,024	93.4
Mixed/multiple ethnic group	153	0.8	6,130	1.6
Asian/Asian British	168	0.8	13,308	3.6
Black/African/Caribbean/Black British	11	0.1	2,903	0.8
Other ethnic group	19	0.1	2,511	0.7
Disability				
16-24 with a disability or long term health condition	1,393	7.0	21,350	5.7
16-24 without a disability or long term health condition	18,498	93.0	352,526	94.3

Source: 2011 Census, NOMIS, Crown Copyright.

3.2. Young People NEET in Caerphilly

The nature of the young people NEET population (see Section 2. 1) means that it is relatively difficult to collate consistent figures at a local authority level of the numbers of young people who fit this category, and even harder to show numbers of those who could potentially become young people NEET. However, StatsWales does publish the annual result of a Careers Wales survey of Year 11 pupils which provides one picture of the numbers of young people who join the NEET group after leaving school. This Year 11 destinations survey is completed in the October of each year by respondents and published in the subsequent April with the latest figures published in April 2013 covering results collected in October 2012.

The latest data shows numbers of 16-17 year olds recorded as known to be not in education, employment or training. Tables 3.2a and 3.2b show the numbers and proportions of all respondents who were in employment, in education or training, and those known to be NEET.

Table 3.2a: Destinations of Year 11 Leavers by Area, October 2012

Number	In Education or Training	Employed	Known to be NEET	Total Number
Caerphilly	1,768	275	131	2,221
Wales	31,539	1,117	1,471	34,934
% of Wales in Caerphilly	5.6	24.6	8.9	6.4

Source: StatsWales, ELLS, Welsh Government.

Table 3.2b: % Destinations of Year 11 Leavers by Area, October 2012

% of All	In Education or Training	Employed	Known to be NEET	Total Number
Caerphilly	79.6	12.4	5.9	2,221
Wales	90.3	3.2	4.2	34,934

Source: StatsWales, ELLS, Welsh Government.

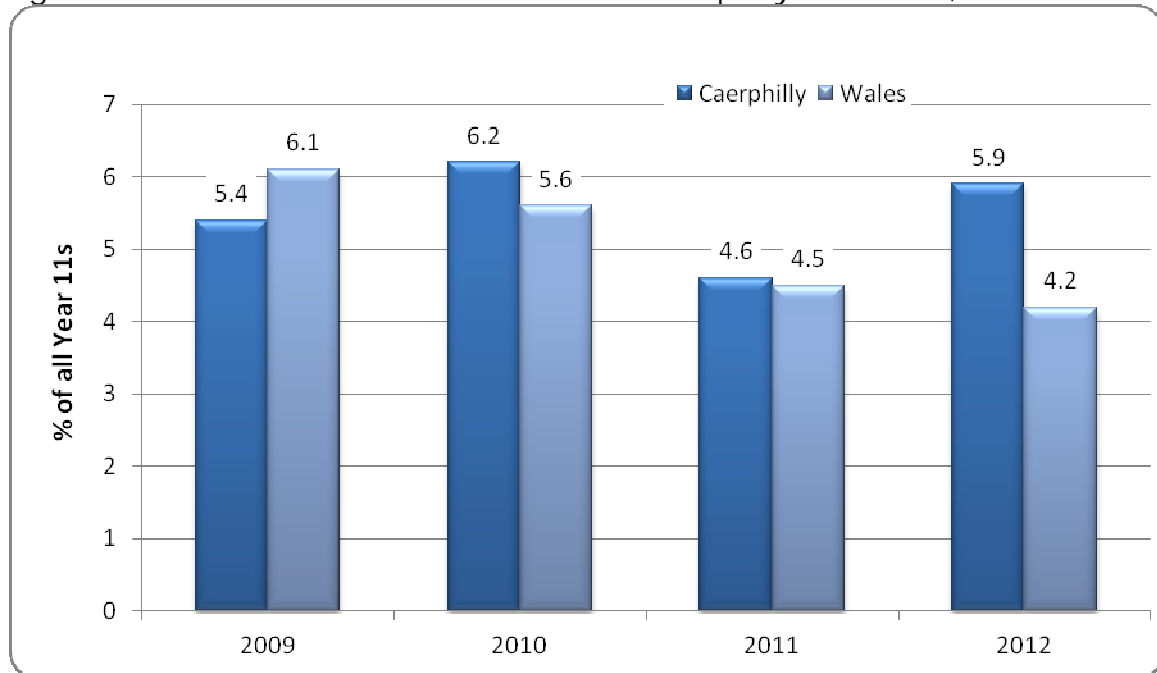
Table 3.2a shows that the largest number of Year 11s move on into education and training with over 1,700 young people across Caerphilly taking this route in October 2012. There are 275 Year 11 leavers recorded as moving into employment compared with 131 known to be young people NEET in Caerphilly after leaving school in Year 11.

Table 3.2a also shows that numbers of young people NEET are also concentrated in the PUPIL programme area. Consequently, whilst Caerphilly accounts for 6.4 per cent of all Year 11 leavers in Wales it is the place of residence for 8.9 per cent of all young people NEET in Wales. The area also has a higher concentration of employed Year 11 leavers accounting for 24.6 per cent of all those leavers in Wales who had found employment at the time of the survey.

Table 3.2b shows how the level of young people NEET as a proportion of all Year 11 leavers in Caerphilly is above the Wales average. Consequently, in October 2012, 5.9 per cent of all Year 11 leavers were known to be young people NEET compared with 4.2 per cent across Wales. It also illustrates that there is a particular pattern amongst Year 11s to make a move into employment with 12.4 per cent of all Year 11s making this move compared to 3.2 per cent in Wales. This means that almost a quarter (24.6 per cent) of all 16-24 year olds in Wales who move into employment post Year 11 are residents of Caerphilly.

It is clear from these figures that across Caerphilly the numbers of young people NEET post Year 11, remains a significant issue. As Figure 3.1 shows this is an issue that has remained at a relatively consistent level for a number of years, with the level in Caerphilly being higher than the Welsh average in all years, apart from 2009 (5.4 per cent in Caerphilly v. 6.1 per cent in Wales), and at its highest level in 2012 (5.9 per cent NEET v 4.2 per cent in Wales).

Figure 3.1: % of Year 11s Known to be NEET in Caerphilly and Wales, 2009-2012



Source: StatsWales, ELLS, Welsh Government.

The 2011 Census allows us to look at the longer term outcomes for those leaving Year 11 as shown in the tables and figures above. We are able to examine the numbers who are NEET aged 16-24 and show details of their status. Table 3.3 overleaf shows this highlighting across the PUPIL programme area the circumstances of young people NEET. Overall, it shows that there were over 4,025 16-24 year olds who identified they were young people NEET in 2011 in Caerphilly.

This equates to 20.2 per cent of all the 16-24 year old population higher than the average across Wales of 15.6 per cent.

This concentration of young people NEET across the PUPIL programme area is again illustrated by the areas share of all the young people NEET in Wales. Consequently, the Caerphilly accounts for 5.3 per cent of all 16-24 year olds resident in Wales, yet for young people NEET Caerphilly is home for 6.9 per cent of all 16-24 year old young people NEET in Wales.

Table 3.3: Economic Activity Status of All 16-24 year olds Not in Education Employment or Training (NEET) by Area, 2011

Economic Activity	Caerphilly	Wales
All Residents	19,891	373,876
Unemployed (excluding full-time students)	2,335	30,772
Retired	8	180
Looking after home or family	758	11,322
Long-term sick or disabled	393	5,914
Other Economically Inactive	531	10,060
All NEET	4,025	58,248
NEET as % of Resident Population	20.2	15.6

Source: 2011 Census of Population, NOMIS, Crown Copyright.

Table 3.4: Economic Activity Status of Female 16-24 year olds Not in Education Employment or Training (NEET) by Area, 2011

Economic Activity	Caerphilly	Wales
All Residents	9,880	183,011
Unemployed (excluding full-time students)	822	10,860
Retired	4	105
Looking after home or family	710	10,608
Long-term sick or disabled	180	2,670
Other Economically Inactive	328	5,550
All NEET	2,044	29,793
NEET as % of Resident Population	20.7	16.3

Source: 2011 Census of Population, NOMIS, Crown Copyright.

Table 3.5: Economic Activity Status of Male 16-24 year olds Not in Education Employment or Training (NEET) by Area, 2011

Economic Activity	Caerphilly	Wales
All Residents	10,011	190,865
Unemployed (excluding full-time students)	1,513	19,912
Retired	4	75
Looking after home or family	48	714
Long-term sick or disabled	213	3,244
Other Economically Inactive	203	4,510
All NEET	1,981	28,455
NEET as % of Resident Population	19.8	14.9

Source: 2011 Census of Population, NOMIS, Crown Copyright.

Tables 3.4 and 3.5 above illustrate the patterns by gender. These show that:

- Women are more likely to be young people NEET than men. Consequently, in Caerphilly 20.7 per cent of all 16-24 women are young people NEET, compared with 19.8 per cent for men.
- The proportion of young people NEET for women and men continues to be over represented in Caerphilly as it accounts for 6.9 per cent of all female and 6.7 per cent of male young people NEET in Wales compared with 5.3 per cent of all residents aged 16-24 in Wales.
- The circumstances of young people NEET varies by gender such that for women 34.7 per cent are recorded as being young people NEET because they are looking after home or family, whereas for men this accounts for just 2.4 per cent.
- For male young people NEET unemployment is a much larger part of their experience with 76.4 per cent of all 16-24 year old young people NEET being unemployed, compared with 40.2 per cent amongst women.

3.3. Key Issues for the Evaluation

The key issues that arise from this will influence our analysis of the PASSPORT programme management information to investigate uptake and impact of the programme by different demographic groups (gender, ethnicity, disability). We will also investigate through our survey work whether there are any differences by demographics in the experience of referral, assessment, and delivery by the programme and whether we identify specific changes that might need to be made to the PASSPORT programme to respond to any highlighted differences.

4. Evaluation Issues

4.1. Issues Raised by Scoping Interviews

As part of our scoping interviews we asked PASSPORT programme staff and stakeholders for their views on things the evaluation should consider in addition to those specified in the original tender document. A number of areas were highlighted which we will include in our discussions around the next phase of this evaluation work in November 2013. These include:

- **Questions for Beneficiaries**

How do beneficiaries feel they have been changed by their experiences on the PASSPORT programme – particularly around their confidence, skills, and perception of ‘work readiness’?

What really worked for beneficiaries to make them feel more ‘work ready’ – what elements of the programme really made a difference here?

How effective are the ‘support officers’ and what aspects of their delivery are critical to them supporting beneficiaries?

- Questions for Employers

What changes have employers/managers noticed in the participants since they started with them on the PASSPORT programme?

- Questions about the Programme

What happens to those participants who decide not to take up programme support after referral and what do they end up doing?

What aspects of the programme could have wider applicability in other local authority areas?

What are the areas of ‘added value’ generated by the PASSPORT programme?

What impact is the programme having on the local economy and communities within which it is operating?

wavehill research evaluation surveys

t: 01545 571 711
e: info@wavehill.com
w: www.wavehill.com

Wavehill Ltd | Head Office, 21 Alban Square, Aberaeron,
Ceredigion, SA46 0DB