DfEE Research Briefs

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comments

Department for Education and Employment

Research Brief

EVALUATION OF LONE P
EMPLOYMENT STRATEC

Gillian Elam and Andrew Thomas, SCPR

ISBN 0 11 270997 4 £25.95

Lone parents wishing to find part- or full-time work are likely to experience a number reflecting the way in which the benefits system works, for example, or personal, includ date skills, and childcare costs that are prohibitively expensive.

In recognition of the difficulties that lone parents face in securing work the National C (NCOPF) has been running a 'Lone Parents into Employment' initiative, the aim of wh access to paid employment through a comprehensive, integrated, multi-agency approac support, sustainable in the long term. The initiative is funded primarily by the Departm (DfEE) and has been evaluated by NCOPF themselves. The current evaluation has bee Community Planning Research (SCPR), an independent institute for social policy rese

NCOPF focus the 'Lone Parent into Employment' initiative on the major cities. At the t had been operating in Sheffield, Newcastle and London. The initiative focuses on an O aims. First, it is designed to bring together local agencies, service providers and emplo coordinated focus on lone parents' needs and to identify gaps in local provision. Secon parents with the opportunity to be presented with a wide range of relevant information nature, some being tailored to the individuals' circumstances. Lone parents can also att deal with issues such as benefits, planning for the future, and interview techniques.

In addition to a wide range of advice and guidance, lone parents are also given access t placements and training that is geared towards the needs of lone parents.

The Options Fairs are coordinated by a steering group that is made up of local agencie Service, Benefits Agency), training and education providers, employers, and lone pare

The end of the initiative is marked by an 'exit strategy' whereby NCOPF try to ensure t the area is sustained, in the longer term, by the steering group.

It is important to recognise when evaluating an initiative such as this that lone parents While some may be 'work-ready', for others the prospect of work may be many years a still suffering the effects of a separation or divorce, their confidence to participate in th their skills may have become very out-dated. Consequently, there may be a range of pc employment - from the NCOPF initiative. These may include raised confidence, increa shortening of time scales to find work, and the take-up of educational and training cou

Taking the initiative as a whole - the Options Fairs, workshops, mentoring schemes, an NCOPF's involvement had a marked effect on the work-related activities of lone paren was full- or part-time employment. For others, employment was a longer term prospec activities being sought in the short to medium term as a way of bringing themselves to for work. Overall, there was a general sense that the lone parents who had participated more of the subsequent activities, had become more motivated to participate in the labo steps to reach their goal sooner than they might otherwise have intended.

It is important to note however, that despite the increased motivation and desire to mov lone parents there remained insurmountable barriers. Two key barriers were: the absen child care facilities; and, for people with mortgages the absence of any help with the p

child care facilities, and, for people with mortgages the absence of any help with the pa

From the perspective of the lone parents the NCOPF initiative was felt to have been hi providing a wide range of useful information and advice in a setting that was conduciv child care facilities were provided at the Options Fairs), lone parents felt that their nee the Options Fairs lone parents found the NCOPF staff to have generally struck the righ and professional; they were considered to be approachable, knowledgeable and good c

Participation in the Options fairs, the workshops, mentoring scheme, and work placem Confidence was increased, lone parents were better able to start planning for their worl of lone parents signing up for a range of skills, training and educational courses.

Critical comments were made about the initiative. These generally focused on the inac of the venues used, the poor quality of the creche facilities at some of the Options fairs the venues.

From the perspective of the steering groups, NCOPF were felt to have had a very profe coordination and running of the initiative. Praised for the way in which they brought tc clarity with which they communicated the objectives of the initiative and the day-to-da NCOPF were generally highly regarded by all the participants.

Negative comments were made about NCOPF's involvement. In general these were cer with some local groups being resentful of NCOPF's presence. These could be minimise greater period of time in which to prepare the groundwork at a local level. The exit stra However, this was less to do with NCOPFs involvement and more to do with the unwi provide resources to sustain the steering group in the longer term. Additional support f strategy would help to ensure that their work is not wasted.

A number of issues for the future were raised, of which some, it is recognised, may be than others. The major issues were: the need for better quality and less imposing venue facilities; Options Fairs to run workshops that focus on 'lone parent role models'; greate placements to be more sensitive to lone parents' child care needs; and an exit strategy t greater time and resources to ensure that the initiative is sustained in the long term.

Taking the initiative as a whole, NCOPF's involvement had a marked effect on the wor For some, the positive outcome was full- or part-time employment. For others, training being sought in the short to medium term as a way of bringing themselves to a point w Overall, there was a general sense that lone parents had become more motivated to par were actively taking steps to reach their goal sooner than they might otherwise have in

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Department for Education and Employment

INDIVIDUAL TAKE-UP OF N
STIMULI AND OBSTACLES

Claire Callendar Policy Studies Institute

ISBN 0 11 270996 6 £25.95

Research Brief

Introduction

In 1986 the Government announced the introduction of National Vocational Qualificati initiative were to raise the skill levels of the workforce by increasing the take-up of voc rationalising their provision.

This research was undertaken for the Department for Education and Employment and a influence the take-up of National Vocational Qualifications and Scottish Vocational Qu

Objectives of the study

The main objectives of this study were to provide information on:

- the motivations and incentive to take-up of NVQ/SVQs amongst individuals,
- individuals' knowledge and understanding of NVQ/SVQs;
- the factors associated with the completion of NVQ/SVQs, including any obst
- obstacles to progression towards higher NVQ/SVQ levels.

Methodology

The study consisted of:

- an examination of existing national statistics on individuals' take-up of NVQ/
- interviews with 20 key organisations involved in the delivery of NVQ/SVQs s National Council for Vocational Qualifications (NCVQ) and different types of employers and private training providers;
- a survey of 771 individuals who were either pursuing or had completed a voc were involved in an NVQ/SVQ and 344 were or had been doing some other t (VQ).

Face-to-face interviews with individuals were conducted using a structured questionna The overall response rate was 85 per cent.

Background to study

Data from the National Information System for Vocational Qualifications (NISVQ)1 sh vocational qualifications awarded was about 940,000 in 1994/95.The number of vocati declined in recent years but there has been a growth in the number of NVQs awarded. in 1994/95 273,000 NVQs had been awarded. The majority of these were at levels 1 ar

NVQ Framework areas: 'Providing Business Services' (33 per cent) and 'Providing Goo

Knowledge of NVQ/SVQs

- **Levels of awareness**

  Ninety-three per cent of individuals knew which qualification they were or ha
  had heard of NVQ/SVQs.

- **Levels and nature of knowledge**

  Individuals' general knowledge about NVQ/SVQs was good: four out of five
  statements about the qualification. Individuals who were or had been pursuing
  were significantly more knowledgable about NVQ/SVQs as were those who v

  Yet about two-thirds of respondents either did not know or where confused ab
  attained without doing a taught course and that an NVQ/SVQ level 3 qualifies

- **Perceived differences between NVQ/SVQs and VQs**

  A quarter of individuals (unprompted) did not think or know that there were a
  and VQs, and any differences identified were very diverse. The main differen
  NVQ/SVQs were job-specific or job-related (15 per cent) and they were more
  VQs (12 per cent).

Motivation and choice

- **Reasons for doing a qualification**

  The main reasons individuals decided to do a qualification were because they
  (33 per cent); it would help them get a job (27 per cent) and it would help the
  Their aspirations did not vary significantly by the type of qualification they su

- **Motivations for doing their particular qualification**

  Nor did their motivation for doing a particular qualification vary by the type o
  majority (53 per cent) wanted was a qualification, they were not concerned ab
  A third were also motivated by the desire to get a job and to acquire more skil
  experience.

- **Choice of qualification**

  The majority (72 per cent) of respondents claimed they had no choice over wh
  especially those who subsequently did an NVQ/SVQ rather than a VQ (81 pe
  those who were employed rather than not when they started their qualification
  cent).

  They had no choice primarily because they were not offered or told about alte
  were not available especially in the occupational area of interest.

  Only about four per cent of all respondents were in a position to choose betwe
  other type of VQ. And three per cent in total actively opted for a VQ rather th

Factors affecting people's choice and motivation

- **Advertisements**

  Just over a half of all respondents (57 per cent) had seen advertisements abou
  of these had seen them before they embarked on their qualification. A quarter

advertisements influenced their choice of qualification especially those who s
This means that 10 per cent of all respondents were affected in this way.

- **Sources and nature of information**

  For people who were not working, their school, FE College, or careers office
  information about qualifications while for those who were working it was the
  given information about the qualification they subsequently took, and the pro
  people and those who eventually took an NVQ/SVQ.

  Individuals had a very good sense of what to expect from their qualification f
  their studies. They knew about their qualifications' job-related nature, its struc
  modes of delivery.

- **Role of information in influencing qualification choice**

  The features which attracted the majority of individuals to their qualification
  intended or current area of work (70 per cent) and its job-related nature (63 pe
  particularly put them off their qualification, they were largely indifferent to th

  Both these features were significantly more attractive to those who subsequen
  NVQ/SVQ. Seventy-five per cent of those doing a VQ were attracted to their
  recognised and seventy per cent because it was job related compared to 65 pe
  for those doing an NVQ/SVQ.

  NVQ/SVQs were also particularly attractive to four out of ten NVQ/SVQ can
  work counted towards their qualification which is associated with its work-rel

- **Role of employers**

  A third of employees chose their qualification themselves, a quarter had it cho
  remainder it was a joint decision. Employees pursing a NVQ/SVQ were more
  have had some employer involvement in the decision making (70 per cent

  compared to 57 per cent) because NVQ/SVQs were more likely than VQs to l
  compared to 22 per cent).

  Four out of five employees were actively encouraged by their employer to tak
  doing an NVQ/SVQ (84 per cent compared to 73 per cent). Nearly six out of
  undertake their qualification. Two thirds also received other help towards the
  five per cent thought their employers had been unhelpful.

Experience of doing a qualification

- **Costs and time involved**

  The costs associated with undertaking a qualification were not a problem for
  enough time was, however, for two out of five and especially for half the emp
  time. In all, two out of five were doing their qualification part-time and six ou
  their own time.

  Individuals devoted, on average, seven hours a week of their own time to thei
  time than they had anticipated before starting their qualification.

- **Training and assessment arrangements**

  There was a strong association between individuals' route into their qualificat
  assessment arrangements. Forty-five per cent of those working and of those d
  work compared to fifteen per cent of those not working and of those doing a V

  Over a half of NVQ/SVQ candidates were assessed on-the-job by their supery

occasionally by a person from outside their workplace. By contrast, over three attended a college and a similar proportion were assessed there.

- **Types of assessment**

  At least a half of all respondents were assessed by: written assignments, proje observation - someone watching what the candidate did at work or college; ar

  Assessment methods, however, varied considerably by the type of qualificatic significantly more likely than VQ candidates to be assessed by: observation (cent); someone looking at examples of their work (63 per cent compared to 3 cent compared to 43 per cent); and via the accreditation of prior learning (AP cent). They were much less likely than VQ candidates to be exposed to traditi methods which rely heavily on the written word such as, written projects (63 written exams (33 per cent compared to 50 per cent); and also oral presentatic cent). And these methods reflected candidates' preferred types of assessment.

- **Attitudes towards qualification**

  Overall, there were high levels of satisfaction with the courses. Just under a h they had learnt a great deal from doing their qualification, six out of ten were learnt and a half felt the same about the amount of training received. Finally, they had learnt was very useful for their current or future job. Four out of ten changes to their qualification. For instance, changes to the course contents, m and more help from and time with their trainers and assessors. On all these iss differences between individuals by the type of qualification they were or had

The completion of qualifications and progression

- **Drop out**

  The study was only able to capture a small number of individuals who had dr They tended to be young men under 25 years, working towards an NVQ/SVQ with their qualification and who said they had had inadequate support from tr

- **Completion**

  Nearly all (92 per cent) individuals had or intended to do the whole of their q or units.

  Fewer than one per cent still doing their qualification thought they would not qualification. Nine out of ten thought they would, especially if they worked h qualification, and received more support and help from trainers and tutors.

- **Progressing to another qualification**

  Over half the individuals who had completed their qualification had started ar who were not employed were particularly likely to have done so. Twice as ma qualification was a VQ continued their education and training compared with NVQ/SVQ (64 per cent compared with 34 per cent).

  Two-thirds had progressed onto a higher qualification. Just under half opted f two-thirds for those who had already done an NVQ/SVQ.

  Over half the individuals still doing their qualification intended to take anothe years, and a further one in five were unsure. The majority (86 per cent) wante Six out of ten of those who were employed thought it very or somewhat likely them. They had been positively influenced by their experiences of their curre by very similar reasons.

- **Reasons for not doing another qualification**

  Twenty-eight per cent of all respondents did not want to do another qualificati
  but two stand out: they had all the qualifications required (24 per cent) and it
  cent). They might, however, change their minds if: their employer required th
  needed more experience; it was paid for or funded by their employer; or they
  through a pay rise or better job prospects.

Conclusions

The research has shown that individuals who were or had been taking NVQ/SVQs had
were satisfied with the training they had received, what they had learnt, and the relevar
opportunities. But the take-up of NVQ/SVQs is still low nationally when compared wi
and take-up is concentrated amongst certain groups of individuals.

The reasons for these take-up levels are numerous. They can be related to a lack of cor
type of qualification they pursue; the lack of real choice that individuals have when de
of information about NVQ/SVQs; and to a lesser extent a lack of appreciation of the fl
NVQ/SVQs relative to other vocational qualifications. Low take-up may also be associ
required to undertake an NVQ/SVQ.

To ensure that people complete their qualification they need as much support as possib
higher qualification, they need to be convinced of its added value and the support of th

These findings suggest that a range of strategies could be adopted in order to increase N
individuals. Such strategies could encompass the following areas:

- The supply of NVQ/SVQs - the role of gatekeepers
- Access to educational and vocational advice and guidance
- The positioning of NVQs
- The status of NVQ/SVQs
- The completion of NVQ/SVQs
- The reasons for drop out
- Financial obstacles to take-up and progression
- Barriers to the take-up of vocational qualifications
- Data on Vocational Qualifications

There are ways of improving the take-up of NVQ/SVQs by individuals. This research

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Department for Education and Employment

Research Brief

THE COSTS AND BENEFITS OF SUPPOR EMPLOYMENT AGENCII

Stephen Beyer, Lara Goodere & Mark Kilsby
Welsh Centre for Learning Disabilities Applied Resear

ISBN 0 11 270980 X £25.95

A questionnaire survey of all Supported Employment Agencies in Great Britain provid setting with ongoing support", commissioned by the Department for Education and En their operation and effectiveness, (b) their costs and financial benefits, comparing these Supported Employment Programme and (c) any non-financial benefits generated.

The Supported Employment Model

In this study Supported Employment was defined as "real work in an integrated setting an agency with expertise in finding employment for people with disabilities".

The supported employment model recognises that people with disabilities often require well as social support to help them adapt to the workplace, if they are to become an eff workforce. Direct placement into real work places and training on the job by skilled jo features. It has enabled may people with disabilities, particularly people with learning of competitive paid employment. It emerged in the USA in the late 1970s as a serious a and day care centres, and has attracted significant support from national and state gove grown significantly in the UK since the early 1980s.

The Agencies

210 Agencies were identified and it is estimated that 5,084 people were being supporte (48%) provided information for the survey by the end of fieldwork in December 1995. 2,446 people with disabilities in jobs. The sector continues to grow but at a reduced rat

The average Agency annual budget was just over 窶,000, and the largest source of fun services departments (57.9% of the income to all Supported Employment Agencies). E 10.4% of total income, and the Employment Service only 2.6%. Agencies were genera Coaches or less. An average of 24.2 workers were supported per Agency, a ratio of 10.

The Workers

90.3% of those supported in jobs were people with learning disabilities and 6.3% peop people supported were reported to be working at productivity levels in the 30%-80% ra workers, and 30.6% to be working at the same level as their non-disabled colleagues. 4 working for under 16 hours per week and 50.1% for 16 hours per week or more. 30% have "therapeutic earnings" status and therefore earned only small amounts up to limit welfare benefit income. 50.9% had been in their job for more than one year, 9.7% for c workers had increased their net income by entering employment.

The Jobs

The most common job type was as a domestic, cleaner or laundry worker (19.8% of all

or waitress (15.3%). Jobs in shops accounted for nearly 14.7%, clerical and administra
(including hotels and retailing) accounted for 41.5% and the Other Services sectors (in
health services) a further 42.7%. Distribution and Other Services are over represented
and 33% shares in Great Britain in 1994. Financial and business services are an under
employment agencies, Only 0.7% of jobs in the current study were in this sector comp

The Support provided

Job Coaches help people to learn their jobs and other requirements of being part of the
over time to a mean of one hour per week by the eighth month of work, while mean ho
first year at around 15 hours per week (********Figure 2**********). It has been
due to this type of reduction in support over time contribute to favourable net financial

Integration Outcomes

Managers of Agencies were asked to rate the level of integration experienced by those
rated as excellent, affording opportunities for supported workers to mix with other wor
actually taking place. 19.4% of placements were completely segregated with supported
mix with non-disabled co-workers.

Financial Cost:Benefit Outcomes

The study used three perspectives for the cost:benefit analysis : the worker, the taxpaye
society level is the sum of the other two perspectives, leaving out any transfers of reso
welfare benefit reductions). This level represents the net change in resources available
supported employment. From the worker perspective, financial benefits exceeded costs
2.47. Supported workers gained £2.47 for every £1 lost in the transition to employmen
and national insurance yields were lower than might have been expected from the leve
supported workers. This was due to the large number of people who earned only up to
limit, retaining their welfare benefits, and paying no tax. The two largest sources of tax
welfare benefit payments to those who did earn a competitive wage, and savings to oth
to employment. The taxpayer received 43p for every £1 spent.

The average net cost per job among Supported Employment Agencies was within the r
and Local Authority workshops (see Figure). The cost for Agencies was over ten times
Schemes reflecting the different level of direct staff support offered by the two progran
time jobs delivered by supported agencies was reflected in a higher cost per hour work
Supported Placement Schemes. Improvements over time mean that the net hourly cost
Agencies operating for more than five years was £2.36 (£2,323 net cost. 18.9 mean hou
the mean figure for all workshops, but between that for Local Authority and Remploy

Barriers to Agency Development

Agency managers reported that they faced practical barriers to the development of sup
the inability of many potential workers to earn more than they received in welfare bene
being unable to return to their previous levels of welfare benefit income if they were to

Further information can be obtained from the authors at the Welsh Centre for Learning
at the address below. This study is discussed in greater detail in:

Beyer, S., Goodere, L. and Kilsby, M. (1996) The cost and benefits of Supported Emp
Centre for Learning Disabilities Applied Research Unit.

back

Provision	**£ per worker (1994/95 Price)**
Remploy	£3839

Workshops Local Authority	£4788
Voluntary Bodies	£452[b]
All	£4788
Support Placement Scheme (SPS)	
Local Authority	£263
Voluntary Bodies	£511
All	£380
Supported Employment Agencies	£3919

[a] Based on 1987 figures from previous study - mean 38 hours per week

[b] Includes capital contribution from charities and some element where

[c] Based on current survey - mean 18.5 hours per week.

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Department for Education and Employment

BRITAIN'S FLEXIBLE LABOU
WHAT NEXT? RS50

Amin Rajan, Penny van Eupen and Annemiek Jasp

ISBN 1 898879 17 6 45.00

Research Brief

The Department for Education and Employment commissioned CREATE to conduct a of work, to assess the implications for the Department's training and development polic any information gaps requiring further research and analysis.

The authors reviewed recent literature and data sources and supplemented their analysi The report covers:

(a) changes in the external labour market

(b) developments in the internal labour market of firms

(c) changing occupational and skill requirements

(d) education and training implications.

There was considerable variation in the amount and quality of information available or attached where necessary in the report.

Changes in the external labour market

The most important feature of change in the external labour market in the 1990s is its g work such as part-time and short contract have continued to grow, following marked ir one in two employers is using flexible forms of work. This figure is expected to increas moderately. For employers, flexibility brings cost and efficiency gains. For employees, lifestyles. In a national context, female employees constitute the largest component of part-time jobs in the growing service sector have been filled by women.

In addition to flexibility in employment and hours worked, the report also notes eviden underpinned by performance-related pay. Flexibility may also have contributed to the r unemployment in the current recovery: one study argues that companies are no longer legislation and can take on or lay off staff more easily in response to changing econom

Developments in the internal labour market

There are no time-series data on developments inside a representative collection of ind are as yet under-researched.

Change drivers include financial pressures from increased competition, customer expec supply chain management. In response to various change drivers, employers are extens processes and organisational structures through information technology, in order to ach capacity differentiation required by the new market place in the 1990s.

The report states that flexibility in the internal labour market is reflected in changes in relationship. The concept of 'job security' is being replaced by 'employability' under wl The idea is that employees will forego traditional job security for high quality training them in good stead after the current job.

Under the 'new deal' employers are meant to enhance employability by giving training industry transferable skills and career development plans. How far the deal has been ob research has been carried out in this area. It is argued that, if it is observed, internal lab beneficial; if it is not, a key source of new skills may be lost over time.

Changing occupational and skill requirements

The external market pressures that are promoting flexibility in the external and internal occupational and skill needs. Over time, the average skill content of work will continu

There has already been a notable increase in the numbers who can be classified as *know* three attributes: higher education and training; intellectual and conceptual skills essenti making in delayered structures; and the ability to shoulder varied work responsibilities

Aided by re-engineering, there has also been some up-skilling of many part-time jobs: as further restructuring continues. Some unskilled part-time jobs may disappear as auto

The skills gap

If the concern of the 1980s was skill shortages (in the sense of employers not being abl skills and qualifications), the concern of the 1990s is a *skills gap*. There is no agreemer indicators such as perceived inability to meet employers' business needs and attainmen been used in different studies.

The authors suggest that the gap reflects the perceived inability of the workforce to har working methods. It arises from low attainment of core skills, which go beyond basic r core skills that provide flexibility, portability and mobility are central to employability.

Education and Training Implications

It is argued that the traditional emphasis on off-the-job learning is no longer warranted other forms of mentored learning, experiential learning and distance learning are all be

A key question is whether growing flexibility in the labour market contributes to 'mark training. Evidence in support of market failure with respect to training investment in fl that in support of the view that small firms under-invest in training. The available evid experiences emanating from non-formal sources of training. It is clear that a lot more t implied by regular surveys.

But it is suggested that the skills gap may be wider than that implied by the Skill Need that the employer-employee relationship is becoming more flexible and some authors a diminishing. In the process, whether employability is being enhanced is not clear.

There is thus a risk that the traditional tenure-based sources of skill, contributing to the personal attributes, may well be weakening. There is also evidence to suggest that emp job-related skills and ignoring other necessary types of developmental preparation.

In order to bridge the skills gap, the culture of lifetime learning needs to take root, but priority of different elements of the education curriculum. Questions are raised about h has been adapted to meet the third aim of the National targets - 'to develop self-relianc particular through fostering competence in core skills'.

The way forward

A number of proposed actions are reviewed, involving the individual, the employer and the authors highlight the following:

- ensuring that education curriculum is in line with the third aim of the National Targe
- implementing the recommendations in the *Beaumont Report*

- expanding the scope of careers guidance for adults
- expanding the scope of education business links
- supporting the vision put forward by the *Royal Society of Arts* on personal learning a

It is proposed that three things are done as a matter of urgency:

First, using sources like CBI, TUC, TECs and LECs, it is essential to identify what em enhancing their workers' employability in general, and core skills in particular.

Second, there is a need for primary research in six areas where, at present, there are no are: the skills gap, core skills, employability, the training of flexible workers, skill form of an open networked organisation underpinned by IT.

Third, DfEE should consider reformulation of some of the questions used in regular of the realities of training in the changing workplace. Until this is done, the true implicati labour market will continue to be based on conjecture, not empirical facts.

BRITAIN'S FLEXIBLE LABOUR MARKET: WHAT NEXT?

Amin Rajan, Penny van Eupen and Annemiek Jaspers

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Research Brief

JOB CREATION IN THE

RS47

Ray Barrell, Melanie Lansbury, Julian Morgan and Ni

ISBN 0 11 270995 8 25.95

Employment in the US (and in Canada and Australia) rose by 50 per cent betwee than 10 per cent in the UK (and France and Germany) over the same period.

Job Creation in the US investigates why jobs have been created faster in the US than i decades. Many hypotheses have been advanced to explain this difference. However, it between the US and European labour markets over this period before putting these the whether the US economy is operating more effectively.

Chapter 1 uses an accounting framework to compare the growth of labour forces in a n labour force. France and Germany are very interesting comparators. They have had mu this may reflect institutional differences that stem from both a desire to intervene in the from the need to do so because their legal systems, based on the Napoleonic Code, req any eventuality. The experiences of Australia and Canada are also examined. Both hav and have less need for labour market legislation as their legal systems are based on Co questions have an answer based on precedent, and legislation is only necessary when t cases comparisons are made to the UK.

The rapid employment growth experienced by the US, Canada and Australia can be se growth in the UK, Germany and France, but could also be the incidental outcome of ot looks at who entered the workforce in these countries, at changing participation rates, and at the effects of the increase in higher education participation on the size of the lab effects of immigration.

Despite many comments to the contrary, real wages on an internationally comparable b health insurance) have grown in the US over the past 20 years, albeit by only 10 per ce in the UK and Germany. The difference could be the result of a gradual catch-up to US differing reactions to developments in the world economy. The second chapter discuss wages, and comments on the widening dispersion of wages in the US (and the UK), as unemployment in France and Germany. These phenomena are often attributed to the ef progress (and increasing competition from the LDCs) on the demand for labour. There union density in the US has added significantly to the increase in the dispersion of inc costs of employing labour, and this decline could well be a major factor behind higher suggested that the existence of a social security net in Europe meant wages for the uns unemployment rose as a result, while in the US (and the UK) these forces increased wa unemployment. Although this argument is attractive, the evidence does not fully suppo differing systems of education and training, have a role to play. The chapter discusses t wage on employment and wages, and notes that the theoretical and empirical conclusio clear that a high minimum wage, such as in France, does not help in the process of job unemployment and non-employment.

The process of net and gross job creation, discussed in the third chapter, is a significan economy to respond to changing patterns of labour demand and supply. Net job creatio Canada) than elsewhere, partly because population growth has been higher. Net job cre creation and gross destruction. Gross job creation is probably greater in the US than el judge this from the data sources available. Gross job creation is generally independent

the cyclical variability in net creation coming from the variation of gross job destructio
seems to perform better in upswings than the major European economies, with a more
destruction.

It is possible to distinguish between labour markets with greater external (to the firm) f
internal flexibility. The former appears to be more useful when dealing with macro-ecc
the latter perhaps helps adjustment to longer-term trends. Greater external flexibility en
certain types of shocks. If industries and areas naturally rise and decline then greater m
labour market is associated with a considerable amount more external (to the firm) flex
European economies. Job turnover is greater, tenures are shorter, and regional mobility
some developments, especially those associated with recent technical changes, are perh
market with longer attachments and a tradition of flexible on-the-job training. The chap
exhibits greater external flexibility and, at least for regional mobility, it is clear that dif
significant. Other institutional factors that reduce (external) flexibility are clearly prese

The fourth chapter looks at the effect of institutions, particularly trade unions, social su
legislation, on the labour market. Institutions can affect the rate of job creation and the
to changing patterns of demand. This may explain why job turnover is greater in the U
has a more flexible labour market. If these institutions affect the level of employment,
affect the rate of growth of employment. The chapter:

- analyses the effects of the decline in union density in the US, and argues this could e
between the US and the UK in the employment growth not attributable to population c

- discusses the role of unemployment benefits in determining the level of unemployme
that higher benefits increase unemployment durations, reducing employment. Benefits
therefore raise registered unemployment for any level of employment.

- compares falling benefit rates in the US and the UK to stable benefits in much of Eu
of the faster employment growth in the former countries. Increasing generosity of bene
explain rising unemployment and, in the French case, slow job growth. However, it is

- looks at the effects of employment protection on the growth of jobs, and concludes t
reduces flexibility, it does not necessarily reduce the rate at which jobs are created. It c
that exist, and hence reduce flexibility.

- investigates health care systems, which differ between countries. They appear to affe
health provision system can affect the costs of being unemployed. The free access syst
seem to be associated with longer unemployment spells than the individual based insu
Germany.

Although institutions matter, and the differences all seem to aid employment in the US
seems to be the major determining factor behind the ability to create jobs. Declining un
reason behind differences in employment growth, but there is clearly a limit to the effe

The fifth chapter looks at a number of macro and micro indicators of flexibility, follow
and attempts to put the OECD Jobs Study into perspective. It concludes that US emplo
demand than elsewhere, and real wages are more likely to adjust to shocks than they ar
could be explained by differences in institutions. The US has high job turnover, and sh
concentration of very short term jobs. Temporary employment is less common than in
suggesting that low levels of labour market regulation have meant that employers and
to construct these forms of contract. All forms of mobility appear to be higher in the U
the US appears to be able to respond more rapidly to macro-economic developments. T
changes in output and in wages is faster than elsewhere, and the effects of unemploym
relatively high.

Flexibility is important in many contexts, but especially when analysing the ability of t
macroeconomic shocks. The sixth chapter looks at the evidence on the evolution of the
unemployment rate. Even if markets work well there should be some level of unemplo
run equilibrium in the labour market. The chapter looks at a number of studies that sug

was approximately constant in the US over the last 20 years, but rose elsewhere. There explanations. Chapter 6 finds a role for minimum wages, unemployment benefits and u unemployment, but no long-run role for the effects of employment taxes. The rise in ec countries in Europe can be contrasted to the rise in income inequality in the US (and th at work, reducing the demand for less-skilled workers. Both increasing competition fro technical change biased toward the use of computers have changed the distribution of p evidence that the existence of a social safety net in Europe has meant that unemployme change in the pattern of demand, whilst the lack of such a net in the US has meant ineq outcome is not inevitable, as neither inequality nor equilibrium unemployment appear to unification. This could be the result of a more within-firm flexibility and better adap training, and the report concludes that the UK has lessons to learn from both the US an from Germany after unification, when unemployment has remained stubbornly high, su 'external' flexibility may now be beneficial.

The report concludes that the effects of institutions such as trade unions and regulation labour market outcomes in the US.

- Some 49 per cent of the growth in US employment of 37.2 million from 1972 to 199 growth of the male working-age population, although declining participation and rising 37.1 per cent. The rest came from an increase in the female population (27.3 per cent) (35.4 per cent).

- If the working age population had grown as rapidly as in the US from 1970 to 1990 employment growth would have been more than 1 per cent higher every year in the UK Germany and France.

- Even if the UK and German populations had grown as fast as in the US, employmen per cent lower a year because the evolution of participation rates and equilibrium unem

- Participation rates changed across age and gender groups in all countries. Male activ rose. Participation rates fell most for prime age and pre-retirement males. Female parti Structural and social factors raised female participation, but so did demand, as shown b reflect a move away from male-dominated manufacturing to more female intensive ser further along this path than the rest of the OECD. If male participation had not decline between 1970 and 1992, then it would be reasonable to say that the overall participatio higher in the UK, around 5 per cent higher in France and Germany, and six points lowe

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Department for Education and Employment

INDIVIDUAL USE OF THE N
RECORD OF ACHIEVEME

Andrew Thomas & Rebecca Diba - SCPR

ISBN 0 11 270987 7 25.95

Research Brief

Background

As part of the review of the National Record of Achievement (NRA), the Department f
(DfEE) commissioned Social and Community Planning Research (SCPR) to explore y
use, and likely future use, of the NRA.

The study, employing a qualitative methodology, was based on 20 focus groups. 17 of
16-24, selected to reflect a range of educational and employment sectors (at school, sch
higher education, government training schemes, employed, and unemployed) and three
taking part in one of the Development Projects funded by the DfEE. A total of 135 indi

Putting together an NRA - participants' experiences

The first exposure to the NRA was generally through school. Typically introduced eith
beginning of Year 11, some individuals did not have their first exposure to the NRA un
was given to them as part of a graduation process. NRAs were sometimes recompiled i

The amount of explanation given about the NRA varied considerably and ranged from
hour session, as well as repeated sessions over the academic year. Some students had n
they were simply presented with a completed document at the end of the year.

A number of individuals in the study did not have an NRA. This was either because the
provide one, or they had already disposed of their NRA.

The amount of involvement that individuals had in compiling their NRAs varied enorm
no involvement at all, with the entire NRA being written by the teaching staff. At the o
required to write their NRAs entirely by themselves, with only the minimum of guidan
of putting together their NRA involved a series of discussions with teachers who may h
advisory and an editorial role.

There was little evidence of individuals being encouraged to update their NRAs after th
occur, it was primarily at FE College, or a Government funded training scheme.

The advice and guidance offered by schools varied considerably. Some students indica
guidance at all. Others were told to *'write about yourself, your interests and your hobb*
questionnaires were used to identify skills; others were provided with statement banks,
student simply had to select the adjective they felt best applied to them. Suggestions to
key words or phrases (e.g. skillful, clever, sensitive) were offered to some students, wh
sessions where skills were discussed and qualities identified. None of those who were a
higher education, or were working, had received any advice or guidance about their NI

Overall views of the NRA

The NRA was, generally, seen as being a *'professional'* and *'classy'* document, and goo
mechanism for bringing together one's qualifications and achievements, providing doc
professional way of presenting information during an interview situation.

Using an NRA - expectations versus experience

Individuals were almost universally told that the NRA would be of great benefit to ther extent, being accepted onto further and higher education courses. However, while indiv experiences in presenting their folders, the predominant experiences were negative. En were said to rarely ask for NRAs. If they were looked at, it tended to be only a cursory NRA seemed to be hardly recognized outside the school environment.

As a mechanism for helping to write application forms and CVs, the NRA was felt to h useful source of dates and grades, but little else.

The perceived role of the NRA

The NRA appeared to be 'sold' to students almost exclusively as a document to present college interviewers. Little was said about using the NRA in any other way. As a conse generally failed to see any connection between compiling an NRA and enhancing pers

Having ownership of the NRA

The degree to which individuals felt their NRA reflected them as individuals varied ma major issues. Where students had little involvement in the production of the NRA, or th been limited or of a vague nature, the degree to which individuals identified with their participants expressed some difficulty in knowing what were the most relevant issues t content of the NRA was felt to be bland, impersonal, sometimes exaggerated, not alwa Fourth, as a large proportion of school-leavers over the past few years have been issue feeling that the NRA is so uniform that it is difficult to feel any ownership of the docur

Maintaining the document

There was little awareness that NRAs could, and should, be be updated, with the conse rare. Post-school, there was little evidence of NRA holders being encouraged to mainta

Where NRAs had been maintained this was usually confined to simply adding new cer certificates. 'Embarrassing' and out of date information had sometimes been removed a records, unflattering school reports, 'juvenile' personal statements, and school-related a school, achievements tended to be recorded in CV format.

A number of practical problems arose with the maintenance of the NRA. These include NRA file to take new certificates; an inability to obtain the special 'buff coloured' paper availability of a typing or word-processing service.

Encouraging greater use of the NRA

Critical to the future use of the NRA is a better understanding of how the document sh of the NRA was felt to be unlikely unless the NRA could be seen to have a specific pur methods of recording achievements, notably the CV. A number of key issues emerged:

- Individuals need to be encouraged to consider the NRA as a mechanism for identifyi future options;

- Individuals need to be encouraged to consider, and become used to, reviewing their s earlier age;

- As the presentational aspect of the NRA is seen in a very positive light, folders shou the emphasis placed on the process by which **individuals** decide what to include in the

- Individualised advice and guidance, both during and post-school, need to be made av should be less formal and more accessible;

- NRA holders should be encouraged to maintain and update their NRAs, with easily a being made available;

- Use of the NRA would be enhanced if education providers and employers recognise individuals to use their NRA as a tool to consider their future;

- A range of practical changes should be considered: provide the NRA folder in a rang holders name embossed on the cover; a larger number of inner folders, or a ring-binde NRA paper; re-design the headed sheets so that they do not encourage repetition (parti 'Achievements in Education', and 'Achievements and Experiences'); subject sheets mig and answer format.

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Department for Education and Employment

EVALUATION OF THE CAMP
OLDER WORKERS RS

Bruce Hayward, Sally Taylor, Nick Smith and Glenys

ISBN 0 11 270978 8 25.95

Research Brief

Background

Current demographic trends mean that over the next few years older people will form a workforce. Employer reactions to this have become an increasingly important aspect o the debate about equal opportunities.

In 1993 the former Employment Department launched the Campaign for Older Worker discriminate against older workers in recruitment, retention and retraining; and to enco active in the labour market. In March 1994 the Department launched the booklet 'Getti January 1995, the publication 'Too Old ... who says?' was produced offering help and a labour market. The Campaign has also involved a high profile series of regional Minist employers.

In November 1995 BMRB International, an independent research company, was comm Education and Employment to carry out a programme of research to :

- provide information about employers' attitudes, policies and practices towards older
- assess the extent to which the Campaign has changed or helped to change employers policies and practices;
- identify types of employers where the Campaign has had most and least impact on p
- explore the extent to which individuals found helpful the advice contained in 'Too O
- make recommendations about ways in which the Department can improve future adv workers to employers and individuals.

The evaluation comprised three elements :

- a telephone survey of personnel managers in 514 organisations in Great Britain to pr account of employers' policies, practices and attitudes towards older workers;
- a telephone survey of 101 employers who attended Campaign seminars, supplement these employers;
- 10 group discussions among older workers to examine older people's experiences an and to explore their reactions to the 'Too Old ... who says?' booklet.

Employers' attitudes, policies and practices towards older workers

Attitudes

The majority of employers perceived employees to become older workers between the most commonly seen as the age of 50. Older workers were positively viewed in terms productivity; negative attributes were thought to be their resistance to change, decline i ambition.

Most employers perceived little change in attitudes towards older workers within their
although the large majority felt that there had been some positive change among emplo

Employment of older workers

Almost all organisations employed some older workers, with public sector and manufa
higher proportion of employees aged 45 and over.

The most commonly cited barrier to the recruitment of older workers was the potential
investment. The perception of employers that older workers lack skills or qualification

Policies

Very few employers (only seven per cent) had any formal policies that made reference
considerably within larger establishments, especially those in the public sector. Likewi
without a policy thought it likely that one would be developed, larger employers were

Where written policies did exist, they rarely made specific reference to older workers.
age further in their policies, particularly in terms of covering flexible working arranger
planning courses.

Practice

Employers almost universally claimed to recruit irrespective of age, matching the best
targeted older workers and the majority still collected date of birth details on applicatio

Training and promotion opportunities were also thought to be available regardless of a
targeted activity in respect of older workers.

Larger employers, and especially those in the public sector, were found to be more pro
arrangements such as flexi-time and job-sharing.

The majority of respondents said that redundancy measures were, as with recruitment,
the age of the individual.

There was evidence of widespread flexibility with regard to retirement age, with the pu
This sector was also more likely than private sector employers to offer courses on plan

Legislation

The majority of employers favoured voluntary, rather than legislative, action as a mean
The balance of opinion was more evenly divided within the public sector but an (albeit
voluntary action. When asked specifically whether legislation would increase the numb
just under half of employers felt that it would, and around half said that it would have

Employer responses to the Campaign

The presentations

There was a strong bias in the profile of those attending the presentations towards the p
private sector employers. Many attendees were themselves older workers and already k
with the result that the presentations tended to 'preach to the converted'. Most felt the p
length and the amount of information provided adequate. The majority found the sessio
of their own positive views and current policies.

Suggested improvements focused on better targeting of employers; speakers from a wi
smaller employers); more involvement of older workers; greater opportunities for netw
take away and more locally based seminars.

The 'Getting On' booklet

Most delegates had kept their original copy of the 'Getting On' booklet; half had read a

layout were favourable although there was criticism of the yellow colour scheme used approach was thought useful, although, the 'five point action plan' was not widely recal

Overall, the booklet was deemed 'quite' rather than 'very' useful, more so for the indivi practical advice was thought to be required.

Impact of the Campaign

Half of those interviewed about the Campaign thought that they had or would take acti included the targeting of older workers and reviewing their approach on the issue.

During the structured telephone interview, the majority were of the opinion that the Ca those interviewed in-depth were less convinced, concerned that the Campaign should b presentations and updated publications combined with better publicity in general.

The views of older workers

Views of the labour market

Older workers often objected to the very label 'older worker', feeling that it had negativ prejudices against older employees.

In common with employers, older workers tended to stress the positive aspects of grow and loyalty - rather than the negative effects. Physical work and, to some extent, learni problem areas.

There was a perception across the groups that many, although not all, employers were employing older workers. The perceived greater cost of some older workers, compared a major barrier.

Older workers reported both positive and negative experiences of job-hunting. Some fe and flexibility had worked in their favour. Among those who had had difficulty in findi frequently held to be a factor and in some cases had been given by the employer as the

Responses to the 'Too Old ... who says?' booklet

There was little awareness of the Campaign for Older Workers among those who partic concepts of the Campaign and of the booklet were generally well received in order to h employer attitudes that was thought to be required.

However, responses to the booklet were mixed. The information in the booklet was per and, at times, condescending; some of the positive messages about changing attitudes a for older workers were met with scepticism; and the case studies were regarded as atyp

The booklet was seen as primarily targeted at the recently unemployed or redundant, ra seeker, which was how many of those who participated perceived themselves. Having potentially very wide audience was recognised.

For many respondents, what the booklet seemed to lack was the very thing that request practical advice on how to get a job as an older worker. Whilst some found the existen generally felt that a more action-oriented approach would be of greater benefit to job-s

Note on the authors

This research was carried out by a team of researchers at BMRB International. The aut Hayward, Sally Taylor (both of BMRB), Nick Smith (formerly of BMRB and now a re Davies (research consultant).

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Department for Education and Employment

Research Brief

INDIVIDUALS' SKILLS PROC PATTERNS OF MOBILITY FRO HIGHER LEVELS OF EMPLOY

Peter Elias (IER, University of Warwick) and John Bynner (SSRU, City University)

ISBN 0 11 270989 3 25.95

1. Introduction

This *brief* describes research which measured both the scale and the changing nature o and early 1990s, for a group of occupations termed 'intermediate occupations'.

Intermediate occupations are defined broadly as a group of craft, technician and variou patterns of mobility was derived from various national survey sources which yield data intermediate skills group and, within this group, from craft to technician and from craf

2. Defining intermediate occupations

There is no clear definition of what is meant by 'intermediate occupations'. Jobs in this research as sited somewhere between the skills required in professional occupations an operative jobs. There is a general measure of agreement that a significant amount of su be required - thus placing intermediate occupations in the areas of supervisory/ junior r occupations.

Intermediate occupations were interpreted for the purpose of this research as the set of require knowledge, skills and competencies at the National Vocational Qualification (N these consist of jobs which require a significant amount of job-related training, often ac lengthy period of training or through an equivalent time spent gaining experience of th educational qualifications are usually required for entry into relevant training schemes level, but these qualifications are generally at a level below that associated with a univ

Certain occupational categories, particularly those in the clerical category and for some occupations, cover a wide range of skill levels, including competencies defined to NVQ drew upon a number of different sources of occupational information, for which the on of occupations via the Standard Occupational Classification (SOC) (or a mapping of oc Standard Occupational Classification).

3. Trends in intermediate occupations

The table on the next page shows changes in the occupational structure of male and fer between 1981 and 1991. While confined to England and Wales, the data indicate the ge trends in occupational structure which took place over this decade. The various interm shown in bold type in this table. The definition of employment covers both employees

Examining first the managerial occupations, virtually all these categories exhibited stro notably for women employed in the category 'Finance and office mangers'. Female em more than 125 thousand, a rate of increase of 180 per cent over the decade. Slower gro 'Managers/proprietors in agriculture and services', but with 16 per cent growth over the economy-wide employment growth rate of 4 per cent between 1981 and 1991.

The associate professional categories (3a, 3b and 3c) also displayed much stronger tha notably higher for women than for men. In contrast, two of the skilled craft categories skilled trades) showed a significant decline in employment over the decade. This was p employed in skilled engineering jobs, a category which declined by almost quarter of a Wales from 1981 to 1991. In the area of technical sales and sales representatives, fema while male employment fell by more than the average rate of decline across all occupa

4. Movement into and out of intermediate occupations

Information on occupational mobility was obtained from the New Earnings Survey Pa scale, the NESPD permits a fairly detailed analysis of occupational changes. For longit source spans the period from the mid 1970s to the mid 1990s.

Mobility between occupational categories was examined at the level of the four broad 'high-skill' (high and middle level management and professional jobs), intermediate no residual group termed 'other' occupations. Because occupational mobility is closely lin market mobility (eg changes of employer, geographical mobility) which, in turn, tend t workers, three age groups were differentiated in this analysis; 16-24 years, 25-49 years information relating to surveys conducted prior to 1990 and contained within the NES groups of the Standard Occupational Classification then to the four broad categories us movements between 1976 and 1985 and between 1985 and 1994 were recorded for all employment in either of these pairs of years.

Analysis of these data showed that, for 16-24 year olds, over 30 per cent of males and who were employed in 1976 and 1985 were recorded in the 'other' occupations categor mobility from the 'other occupations' category to the intermediate or highly skilled occ is higher than that recorded between any other categories, reflecting both the large size young people are more likely to display upward occupational movement in the early st

Over 16 per cent of all young males who had a job in 1976 and 1985 had moved from the groups designated as 'highly skilled' or 'intermediate skilled' in 1985. These mobilit in the 25-49 year age group, with only about half as much mobility recorded over the s age group, males 50 years and over in 1976, 6 per cent of all those still employed in 19 occupations in 1976, yet were recorded in an intermediate occupational category in 19 the intermediate non-craft category to the intermediate craft category was negligible ac a significant number of persons are recorded as switching from intermediate craft to ot comprised 9 per cent of males who were aged 16-24 years in 1976 and employed in 19 and nearly 6 per cent in males aged over 50 years. It is clear from these patterns that th this occupational area is associated with deskilling and downward occupational moven

This analysis was repeated for the period 1985-94. The patterns of movement are broa from 'other' occupations to intermediate and high skilled occupational categories increa preceding decade, with a significant rise obvious in the movement of young males fro intermediate non-craft category.

For women, the intermediate craft occupational category is relatively small and mobili occupations is not particularly significant. The main contrast with the occupational mo which women are recorded in the 'other' occupations category at the beginning and enc Interestingly, the amount of movement from 'other' occupations to the intermediate no similar movements for men. Of those women aged 16-24 years in 1976 and observed i per cent show net movement from other occupations to intermediate non-craft jobs dur corresponding figure for the occupational mobility of young women between 1985 and

Changes in employment by occupation and gender, 1981-91 England

Major	Emplo

or sub-major group	Title	thousand Males	Female
1a	Corporate managers and administrators	380.7	404.
of which:	**Finance and office managers**	**57.6**	**125.**
	Managers in transport, storing	**20.8**	**9.**
1b	**Managers/proprietors in agriculture and services**	**55.1**	**138.**
2	Professional occupations	83.7	179.
3a	**Science and engineering associate professionals**	**58.5**	**39.**
3b	**Health associate professionals**	2.6	61.
3c	**Other associate professionals**	**90.2**	**173.**
4	Clerical and secretarial occupations	-199.3	149.
5a	**Skilled construction trades**	**58.2**	**2.**
5b	**Skilled engineering trades**	**-241.1**	**1.**
5c	**Other skilled trades**	**-159.1**	**-52.**
6	Personal and protective service occupations	41.3	390.
7a	**Buyers, brokers and sales representatives**	**-25.9**	**44.**
7b	Other sales occupations	35.6	135.
8	Plant and machine operatives	-344.9	-128.
9	Other occupations	-261.1	-229.
TOTAL	All occupations	-425.6	1,309.

Note: Intermediate occupation groups are shown in bold type

Sources: 1/2 % subsample of Census of Population 1981 (England and W
10% sample of Census of Population 1991 (England and Wales

5. Education, training and individuals' skills progression

To gain some indication of the role played by education and training in these patterns c source of information was used. The National Child Development Study (NCDS) is a l has followed up a sample of initially over 17,000 individuals born in 1958. Data were c at ages 7, 11, 16, 23 and 33 years. The attraction of the NCDS dataset for this analysis 12,000 individuals who were still participating in the study at age 33, providing a long life histories of individuals and groups with particular mobility characteristics to be ch

A variety of data from the NCDS were used in this study: educational and family back training and labour market experience between ages 23 and 33 and current employmen and self-assessed improvements in skills over the previous ten years.

The particular focus was on movement to and from the intermediate occupations. Wha
mobile individuals? This was studied by examining the occupational changes made by
and 1991, when they were age 23 and 33 respectively. Occupations were classified to t
managerial/professional occupations, intermediate occupations (both craft and non-cra

Cohort members moving up the occupational scale tended to have superior education a
the case of women, more work-related training as well. Common skills, as reported by
typifying modern employment: computing, finance, selling and organising skills appea
speaking skills were also important, especially for movement up from intermediate to r
movement up from craft occupations within the intermediate group. Working against o
appeared to be patchy labour market experience, including periods of unemployment a
traditional male skills of using tools, reading plans and constructing things and the trad

The picture has much similarity with that produced in other analyses of these data whi
experience. A poor educational record followed by poor labour market experience seer
to the margins of the labour market, with unemployment and casual work being the co
from the labour market to undertake child care at home, the common experience of wo
individuals possess and claim to have improved. Occupational achievement goes with
work-related skills such as computing and finance identified here. Possession of manua
women is associated with a lack of movement.

Particularly striking is the evidence of substantial skills improvement among those wh
position at the intermediate employment level. This points to exposure to both formal a
kinds. It is notable that experience of such training was one of the significant factors as
of women, but not men, allowing us to speculate that men's employment more easily a
needed for advancement. In the case of women, the motivation or perhaps requirement
appears to be more of a factor in such movement. On the other hand, courses involving
23, though rare in this group, appeared to be important in the mobility of both men and

Biographic Notes

Peter Elias is a Research Professor at the Institute for Employment Research, Univers

John Bynner is a Professor and Director of the Social Statistics Research Unit at City

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Department for Education and Employment

Research Brief

USING THE YCS TO ANA
THE OUTCOMES OF CAI
EDUCATION & GUIDANC

Cathy Howieson and Linda Croxford

ISBN 0 11 270983 4 25.95

1. Introduction

1.1 Careers Education and Guidance (CEG) is increasingly recognised as important the economy; it now has greater prominence in the public policy agenda.

1.2 With increased attention to, and expenditure on CEG, there is a concern to evalu approaches are possible but each has particular strengths and weaknesses. Outcome me this, evaluation of the economic outcomes of guidance has attracted much attention.

1.3 This study aims to evaluate the economic effect of CEG on individuals, using th consider the CEG they received in Year 11 (aged 15/16) and their outcomes at age 18/1

1.4 The research raises major conceptual and methodological issues. The YCS offer research since it is a longitudinal study of a nationally representative sample of young disadvantages, in particular the restricted extent and nature of its questions on CEG. A therefore, has been to assess the quality of the CEG data as well as exploring possible

1.5 The YCS enables personal and social factors to be taken into account and therefo influence of CEG on outcomes from other factors. It must be remembered that while it between CEG and certain outcomes, this does not prove cause and effect.

1.6 This study is concerned with young people who were in Year 11 in 1990/91. Sin initiatives to improve CEG, and the results described here should not be taken as an ev

2. Data and Methodology

2.1 The study uses the sixth YCS, the latest survey for which data on respondents at people concerned were 16 during 1990/91. They were sent three annual postal questio of 16/17; Sweep 2 in 1993 at 17/18; and Sweep 3 in 1994 at 18/19.

2.2 Destinations at 16 proved critical to subsequent career outcomes and so we cond for those who stayed on in education at 16 and those who did not.

2.3 Two-thirds of respondents were still in full-time education (school or college) at in full-time education were in the labour market. Well over half of those who remained were still in this status at 18/19. Only a very small proportion of respondents in the lab full-time education by 18/19.

2.5 Data on CEG in the YCS is limited to Year 11 when respondents were 15/16. Af questions on CEG, we focused on four inputs: careers guidance classes; work experien having a job/YT interview arranged by the careers office. We included both young peo opinion of each CEG input.

2.6 Within overall high levels of participation in CEG, respondents' experience varie less likely to have had any of the CEG inputs than middle attainers. Those with the lo

reported less CEG than the middle attainers. Apart from attainment, other factors inclu
parental education also influenced the likelihood of young people receiving CEG.

2.7 Our analysis of the impact of CEG focuses on 11 outcomes. These concerned pa
qualifications; quality of labour market experience; and attitude to their experience and
other outcomes were considered but not included in the final analysis.

2.8 The effects of CEG were measured using a multilevel logit regression. This enab
people's personal and family characteristics, their atittudes to school, school type and l
therefore isolate the effect of CEG on outcomes.

3. The Outcomes of CEG for Young People who Remained in Full-Time Educat

3.1 Year 11 CEG had little influence on the probability of respondents who were in f
continuing in full-time education until 18/19. Personal and social characteristics were t

3.2 Among those who stayed on in full-time education, CEG had a minimal influenc
number of personal and social factors and local unemployment rate had a greater influe

3.3 Attainment by 18/19 was more affected by young people's attainment in Year 11
Respondents who had had an interview with a careers officer were less likely to achiev
NVQ Level 2 or above than those who did not.

3.4 For those in full-time education at 18/19, CEG made a difference to the type of c
classes and careers officer interviews were both associated with increased participation
who had work experience were less likely to study a vocational course.

3.5 Among those who had been in full-time education at 16/17 and were in a job or s
their chances of being in the type of job or training they wanted. Young people who ha
experience, or a positive opinion of careers guidance classes were most likely to be sat
Having had a job or YT interview arranged by the careers office was also associated w
respondents believing they were in the 'right' job or training scheme.

CEG made no difference to young people's chances of being unemployed at 18/19.

3.6 CEG increased the chances of 18/19 year old respondents who had spent the pas
that how they had spent their time had improved their chances of doing what they wan
either work experience or careers guidance classes and had found them useful, they we
the value of their previous year's activity.

4. The Outcomes of CEG for Young People who Entered the Labour Market at

4.1 Careers guidance classes increased the probability of respondents studying a voc
irrespective of their opinion of the classes.

4.2 CEG did not influence respondents' chances of studying a course equivalent to a
But those who had careers guidance classes were more likely to achieve a Level 2+ qu
have classes.

4.3 For those who had gone into the labour market at 16/17 and were in a job or sch
chances of receiving 'quality' training. Young people who had work experience or an in
(irrespective of their opinion) were more likely to receive off-the-job training. Respond
classes had more chances of having training leading to a qualification.

4.4 Respondents were slightly more likely to be satisfied with the type of job or sche
had been on work experience and found it useful. A poor opinion of work experience w
effect than not doing work experience at all.

4.5 CEG did not influence the chances of young people who had entered the labour m
18/19. Personal and social factors and the local unemployment rate all had an influence

4.6 The attitude of 18/19 who had been in a job or scheme in the past year, to their p

the CEG they had received in Year 11.

5. Conclusions

5.1 Personal and social characteristics were the major influences on young people's c factors CEG can only have a limited effect. Moreover, this study has been restricted to relates to the situation of CEG in 1990/91, before some major initiatives in CEG. The Y specifically to evaluate CEG.

5.2 Even within these limitations, CEG had a positive influence on a number of outc increasing their chances of: studying a vocational course; achieving a qualification equ higher; being in a job or scheme in which they received quality training; being satisfiec satisfied that how they had spent their previous year was likely to have improved their

5.3 For some outcomes, respondents' opinion of the CEG input was important but fc participation in CEG that made a difference, irrespective of respondents' opinion of it.

5.4 This study suggests that the YCS offers some potential to evaluate the longer-ter achieve a better evaluation of CEG outcomes it would need to: collect more informatic quality of CEG and to do so pre- and post-Year 11.

5.5 It would also be valuable for the YCS to include a measure to estimate individua post-16 options. A respondent's experience of CEG in Year 11 may be a consequence c (especially whether to remain in full-time education or not) rather than influencing or c orientation would help to distinguish cause and effect.

5.6 There are some difficulties with YCS data on young people's progression, course the construction of some outcome variables of CEG problematic. Nevertheless, the YC nationally representative information about young people on a longitudinal basis.

5.7 But we would note that young people's reported experience of CEG can only be evaluating the value of CEG.

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Department for Education and Employment

THE LEARNING PROCESS I
SVQ DELIVERY RS3

David Sims & Sarah Golden

ISBN 0 11 270982 6 25.95

Research Brief

This summary presents the key findings of the research into the learning process in NV
Department for Education and Employment (DFEE) commissioned the National Found
(NFER) to undertake between January and September 1996.

The aims of the research were as follows:

To gain reliable evidence of how NVQs and SVQs were being delivered in England, S
learning process in the design and delivery of effective learning.

To collect quantitative and qualitative data on the learning process used for the deliver

To analyse and present the data in a way that gives a national picture of learning practi
to improve on, and increase, good practice.

The project used a combination of quantitative and qualitative research methods.

Firstly, a national survey of training providers was carried out in order to gain a broad
delivery of NVQ and SVQ learning programmes. Postal questionnaires were complete
representing 426 providers in a sample which, by design, included many more training
279 private training providers, 106 employers and 41 Colleges of Further Education re

Secondly, more in-depth data on the learning process was gathered through a programı
organisations representing different types of provider and a range of geographical locat
structured interviews were conducted with staff responsible for the delivery and assess
general managers, training managers, tutors, assessors and verifiers. Where possible, c
participated in group discussions. In addition, relevant documentation, such as specime
checklists, were collected from the 15 training organisations to supplement the intervie

NVQ and SVQ Programme Design

1. Design considerations. When designing learning programmes, staff aimed to meet th
requirements, the needs of employers and needs of candidates. To ensure that they wer
standards, programme organisers liaised with Lead Body representatives, and involved
designing a programme, key considerations included giving candidates opportunities to
regular feedback and the different learning needs of the candidates. Keeping to the noti
was generally not considered to be very important. The order in which these were com
influenced by local circumstances such as the availability of relevant work tasks.

2. Learning experience. Ensuring that candidates received relevant and diverse learning
of programme design. For example, to achieve competence they may require both on-
opportunities. The survey found that the main approach to learning on the job was to g
understanding through practical experience. Away from the workplace, candidates lear
learning support materials. General support and assistance was another important featu
workplace. Effective delivery of NVQs and SVQs requires the integration of the learni
environments. This was achieved mainly through liaison between the parties involved,
and coaching and through reviews of individuals' progress.

NVQ and SVQ Delivery

3. Induction. The induction of a candidate at the beginning of the programme is particu
NVQs and SVQs is likely to differ from a candidate's previous learning experiences. H
suggested that the quality and content of induction was variable. More than half of the
that they included an introduction to the language, framework and procedures of NVQ
portfolio building, in the induction which they provided. They emphasised the importa
early as possible to the learning and assessment culture such as how to collect evidenc
criteria.

4. Assessment of learning needs and prior experience. The majority of organisations st
assessment of candidates' learning needs since the introduction of NVQs and SVQs. N
with their candidates which was mainly used to set learning targets and monitor and re
prior experience and learning, which is a key feature of NVQs and SVQs, had been int
and improved by nearly a half. Training providers who were operating in the service se
NVQs and SVQs on their assessment of experience and learning needs than those in th
sectors.

5. Learning methods. The predominant learning method used was supervised work tasl
supervisors and candidates indicated that they valued hands-on experience as a way of
Other methods included assignments and projects, formal teaching, coaching by more
simulations. Self-directed learning was used more selectively than other learning meth
programme needs. Emphasising how demanding this method was in terms of self moti
some trainers did not think that it was initially suitable for candidates whose education

6. Learning resources. Paper-based packages, often produced in-house, were the most
Computer-based packages were rarely included in learning programmes. Interviews su
related primarily to the difficulty in finding appropriate software and the expense invol
such Information Technology (IT) packages.

7. Learning locations. Work placements were widely regarded as the most effective lea
they exposed candidates to the actual challenges, demands and timescales in employm
achievement of competence. Colleges were more likely than employers or private train
combination of work placements and training centres as the most effective location for
primary and manufacturing sectors were more likely than those in the service sectors t

8. Learning support. The survey revealed that organisers were providing learning supp
including tutors. Providing counselling and guidance was said to be increasingly impor
significantly influenced by personal factors and that some candidates have personal pro
support from home. One-to-one support was regarded as especially beneficial for candi
Documentary support, such as guidance notes and learning plans, was also important a
majority of respondent organisations.

9. Core skills. Nearly two-thirds of respondents indicated that core skills were integrate
programmes. Service sector respondents were more likely to indicate that they integrat
respondents, the extent of integration varied according to the core skill. For example, p
others and improving own learning, and communication were the three most frequently
contrast, IT was more likely to be provided separately. The more thoroughly integrated
be assessed in the workplace.

10. Assessment. The 15 organisations visited had developed paper-based systems to en
and effective assessment which was seen as a continuous process. Regular assessment
was important for all candidates and especially so for those with learning difficulties. T
the assessment process was valued by the candidates interviewed. A small proportion o
and in-depth feedback on their work.

11. Innovation. The innovations which the organisations surveyed had implemented du
development of learning materials such as self assessment checklists and open learning
learning methods to meet the needs of candidate, finding new approaches to programm

of assessment.

Professional Development

12. Staff training. A high level of NVQ and SVQ related training had been received by indicated that some or all of their staff had received Training and Development Lead B addition, most staff had received training in the following areas: relating to awareness content of learning programmes, administration and the design and delivery of progran in training in verification, guidance and support and teaching and learning methods.

NVQ and SVQ Outcomes

13. Motivation of candidates. Training providers acknowledged that motivation is parti completion of NVQs and SVQs which require candidates to take considerable responsi achievement. Respondents said that they attempted to maintain and enhance motivatio clear goals and targets backed up by tutorial support and regular progress checks. They importance of providing a structured programme of learning which gave candidates op varied and relevant work tasks.

14. Critical factors affecting completion. According to respondents, candidates' own cc objectives critically affected their completion of NVQs and SVQs. The level of suppor supervisors and trainers, and the commitment of their employers, were also identified a completion. The main reasons for drop-out, which usually occurred during the first few programme, were lack of employer support, the personal circumstances and attitudes o changing jobs.

15. Quality assurance. The majority of survey respondents checked the quality of their individual programme reviews and through feedback gained from candidates and empl ascertain the extent to which provision was meeting employers' and candidates' needs.

Areas for Development

The research identified several areas where the learning process in NVQs and SVQs cc being taken by the DFEE, TECs and LECS and ITOs to achieve some of the suggested

16. Language of NVQs and SVQs. The language of units and elements needs to be sim process would benefit from consultation with practitioners at all levels and could be us translations which are currently in use.

17. Induction. This could be improved by the development of a good practice guide wh outline of effective methods for introducing candidates to the NVQ and SVQ culture a achieved by setting up practitioner groups to carry out critical reviews of existing docu

18. Integrating core skills. The development work in core skill integration being under Apprenticeships should be drawn on to assist the integration of these skills at other lev are currently engaged in mapping NVQs and SVQs against core skills criteria, there is from this work and to ensure that strategies are shared in order to inform future develo

19. IT as a learning resource. As more NVQ and SVQ computer-based learning packag relevance and usefulness need to be evaluated and the results disseminated. This is imp potentially one of the best ways of offering flexible delivery of NVQs and SVQs to em indicated by some of the current college projects resourced by the DFEE's Competiven computer-based learning would have implications for the professional development of would require appropriate initial or further training on how to facilitate and support thi

20. Assessment of learning needs. The final area of development is related to the positi the assessment of prior experience and the assessment of learning needs. Practitioners dissemination of innovative approaches and the different methods being used through t guide.

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growth by promoting a competitive, efficient and flexible labour market.
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Department for Education and Employment

Research Brief

INTERNATIONAL COMPAR
LABOUR MARKET RESPO
ECONOMIC RECOVERIE

Ray Barrell and Julian Morgan

ISBN 0 11 270981 8 25.95

UK unemployment has fallen much earlier in the 1990's recovery than it did in th more slowly.

The UK has now experienced over three years of economic recovery since the cyclical been unusual in that unemployment began to fall much earlier than had been expected historically very low levels. This report examines the behaviour of the British labour m and makes comparisons with the previous recovery of the early 1980's and the experie motivation for this work is to assess whether the benign developments in the UK stem market or from other factors.

The UK embarked on a major programme of labour market reforms in the 1980'

The UK experienced significant reforms of labour market institutions in the 1980's and trade union activity, social security, employment rights and minimum wage protection. achieve a more flexible labour market that could allow for a better matching of employ favourable trade-off between unemployment and wage inflation. By reforming trade u protection legislation it was hoped that firms would become more willing to hire work opt for more overtime from their existing employees. By reducing the scope and gener and abolishing the wages councils it was hoped that the unemployed would become m market. This might mean that unemployment could fall to a lower level without ignitin

Labour market regulation tends to be much weaker in the US. Despite reforms in generally stricter in continental Europe.

It is of interest to compare developments in the UK with the experiences in other coun tended to be much weaker in the US than in the UK with firms having considerable fre interference from trade unions and little long-term social security. On the other hand, t France and Italy tend to be much more regulated with significant legislation affecting f existence of influential trade unions. Additionally, in France the value of the minimum 1980's. However Italy and France have taken some steps to introduce greater flexibilit 1980's and 1990's. Canada occupies something of an intermediate position with influe security system but a low degree of employment protection. Australia is similar to Can seen a significant increase in the influence of trade unions.

The approach taken to analysing the recent performance of the UK labour market has b last two economic recoveries (1981-84 and 1992-95) for a number of key labour mark comparisons with the recoveries experienced in other industrial countries. In each case the first three years of economic upturn following the trough in output. We have also d econometric analysis of labour demand that seeks to identify the effects of the labour m under the UK reforms of the 1980's.

UK unemployment in the 1990's is better mainly due to an improved performanc people have also opted out of the labour force.

Overview

The first stage in analysing the two recoveries in the UK and overseas is to compare ch
use a framework that makes it possible to account for the movements of the total popul
population is divided into three groups: the employed, the unemployed and those who
market. This framework allows us to identify whether unemployment has been lower b
because more people have opted out of the labour force.

- In the first three years of the 1990's recovery, UK unemployment (as a percen
age) fell by a total of 0.7 percentage points compared with a rise of 1.9 percer
Therefore there was a net improvement of 2.6 percentage points in unemploy
net improvement in the performance of employment of 1.9 per cent (a fall of
in the 1980's) and a net increase in the number of people opting out of the lab
1.1 per cent as against a rise of 0.4 per cent).

- No other country experienced falls in unemployment in the early years of the
Australia, France and Italy all recorded a better performance in terms of empl
a fall in unemployment because, unlike the UK, these countries experienced a
participation.

Participation.

- The overall labour force participation rate is higher in the UK than in German
lower than in the US.

- In the UK participation fell among men in the recent upturn, a pattern that wa
other countries. Female participation fell marginally in the UK compared with

- Declining activity rates in the latest upturn in Great Britain have been concen
men aged between 50-64. Activity rates for younger and older workers are cu
previous upturn.

- Activity rates have not fallen as much for older workers, or have actually incr
in the latest upturn. Italy has experienced a larger fall in participation of 50-5

UK employment growth is better in the 1990's than in the 1980's but remains slow

Employment.

- UK employment began to rise earlier in the recent upturn than it did in the pre

- In the upturn of the 1980's employment rose much more slowly in the UK tha
countries. In the 1990's employment growth was again slower in the UK than
the gap was much smaller than it had been ten years earlier.

- In the recent recovery there has been a much smaller rise in service sector em
smaller fall in industrial jobs than had occurred in the 1980's. This pattern wa

Unemployment and other measures of labour market slack.

- UK unemployment began to fall much earlier, and more quickly, in the recent
1980's.

- The UK performance had also improved relative to the other countries, most

- Survey based evidence does not suggest that there has been a large rise in the
the latest upturn. However these data may under represent this phenomenon a
have been recorded as long term sick. Involuntary part-time working has incr
1993.

Hours Worked and Vacancies

- The development of whole economy hours in Great Britain was little changed However the development of manufacturing hours appeared to have changed. increased in the first three years whilst they remained little changed this time.

- Vacancies grew at a somewhat slower rate in the latest UK upturn, a phenome Anglo-Saxon economies but not in the continental European countries.

Real wage growth is slower in the UK in the 1990's than it had been in the 1980's. slowly than in most other countries.

Real wages.

- Real wages have grown more slowly in the UK in the 1990's. Wages began to of the upswing in the 1980's but this was not repeated in the 1990's.

- Recent wage growth in the UK has been similar to that in Germany, faster tha in Australia, US, Canada and France.

- Recent rises in wages in the UK, US and Canada have been slower than woul based on past behaviour.

- During the 1980's the UK experienced the largest rises in the distribution of e pay of the top 10 per cent and the middle of the wage distribution rose signifi the middle and the bottom 10 per cent. This trend has continued in the latest r

The recent recession and recovery in the UK are far less regionally biased than in

Regional Bias.

- The most recent recession and upturn in the UK have been less regionally bia early 1980's. Unemployment now shows less regional variation in the UK tha

- The narrowing in regional dispersion is primarily due to a better employment have been traditionally less favoured. This is to some extent due to the fact th biased against manufacturing.

- However there does not appear to be much of a role for changes in the flexibi level. The better jobs performance in high unemployment areas does not seem wages. If anything there seems to be a positive correlation between employm that the improvements have been demand led.

Empirical Analysis.

Our empirical analysis of the role of labour market institutions in affecting labour mark findings:

- The value of unemployment benefits relative to average wages only appears t France. A higher relative level of unemployment benefits is associated with hi employment. In the UK our results suggest that changes in unemployment be However this analysis does not take into account changes in the way benefits had an effect on the labour market.

- Increases in unionisation are linked with temporarily faster wage growth and the UK. This suggests that the falling level of unionisation in the UK in the 1 effect of holding down wage growth and unemployment.

- Minimum wage protection is found to impart a significant effect in the US, C minimum wage are associated with a permanently lower level of employment

- High levels of employment protection are associated with a slower responsive wages or GDP.

Conclusions

The approach taken by this report in analysing trends in key labour market indicators d
have statistical proof of changing labour markets. However it is possible to judge whet
with the view that the reforms of the 1980's have led to increased flexibility in the UK
employment appears to be consistent with increased flexibility. The UK has performed
did in the 1980's, although its performance does not seem remarkable by international

The behaviour of wages is also consistent with an improvement in the functioning of tl
has been slower in the 1990's upturn than it was in the previous decade and compares
time unemployment has fallen significantly and, among the seven countries studied, or
than the UK. There are also signs in the data on vacancies and manufacturing hours of
market.

However there are also a number of other factors which may have contributed to this n
performance of unemployment is partly explained by lower participation in the labour
bias in the recession and recovery is likely to have been one of the reasons why it has b
pressures in the 1990's. In the 1980's, labour markets in the south and east of the UK b
those in the north retained significant unemployment. Another factor which will have h
unemployment has been the fall in participation among younger and older workers in t
higher rates of unemployment so this development may well have contributed to a fall

Despite the existence of other factors which have served to improve the performance o
likely that the reforms of the 1980's have led to some increase in flexibility. However i
have contributed to a significant widening in the earnings distribution.

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Department for Education and Employment

EVALUATION OF THE S EMPLOYMENT OPTION V TRAINING FOR WORK

by Edwin Smith of IFF Research Limited

ISBN 0 11 270976 1 25.95

Research Brief

1. CRG were commissioned by the Department for Education and Employment (DfE evaluation of the Self-Employment Option within Training for Work (TfW). TfW is D unemployed adults; the study looked at the element of TfW giving training, counsellin trainees who wish to enter successful self-employment.

2. The main aims for the evaluation project were:-

- To assess how the self-employment option is being delivered in different area
- To examine what outcomes are being achieved by self employed participants,
- To investigate the barriers which exist to take-up and effective operation
- To recommend ways in which effectiveness might be improved without dupli

3. Data was collected between March and June 1996 within 12 TEC areas across Eng

- Reviews of relevant reports, procedures, policies and other paperwork
- Semi-structured, face-to-face interviews with 103 current and former self-em
- Semi-structured face-to-face interviews with 67 members of staff from TECs, providers, JobCentres, Business Links and a variety of "other players" active
- 5 group discussions with trainees not following the self-employment option r self-employment option and related topics.

4. Overall, self-employment TfW has not reached the goals set for it: at a national lev than envisaged. Many TECs are not using this route at all, and in others numbers are v conclusion that self-employment TfW has tended to become overlooked, or at least "sl recently.

5. Yet a minority of TECs are proving that TfW self-employment can work, and work depend on high levels of Board-level commitment from TECs through strategies and p experienced and committed providers. All links in the "delivery" and "referral" chains good results.

6. In more detail, the study's conclusions include:-

Delivery of the self-employment option

- Patterns of delivery are very varied indeed, not only in the numbers of places programmes. Many areas have developed complex multi-funded packages, dr Budget (SRB), European Union (EU) and other funds where they are availabl of support to all individuals considering self-employment

- Multiple sources of funding for projects linked with self-employment TfW m what funds are available. This varies considerably from TEC to TEC, and eve individual ward levels in some cases

- Transfers of trainees onto the self-employment option from other routes are ra discourages this

- "Core" activities always include pre-start briefing, training and counselling wi training and a variety of "after care" services

- Additional support may include direct financial support to trainees (sometime "lump sums" for meeting "milestones"), working towards NVQs, Enterprise E free/subsidised directory entries and membership of Chambers of Commerce

- TECs and providers are highly motivated to "pick winners": this often leads t individuals are given a start on self-employment TfW.

Outcomes being achieved by self employment TfW participants

- Partly because of careful initial screening, survival rates for trainees 13 weeks (90%+ is by no means uncommon). Rule changes in 1995 mean it is too early under present arrangements, but all indications are that these success rates wi started up under TfW self-employment are very varied: a proportion have ver targets and stereotypes of "all hairdressers and window cleaners" are incorrec

- Those who do take part in self-employment TfW show high levels of satisfact

- No particular differences are apparent between businesses started up under se up businesses, either in terms of sectors, growth plans, access to capital or oth variation amongst business start-ups is extremely high, making generalisation

Barriers to take-up and effective operation

- Trainees and ex-trainees typically report difficulties finding out about self-em low and self-employment in general is seen as "under-marketed"

- Where trainees need support from several sources, problems are experienced making, poor co-ordination and administrative slip-ups

- Most providers are enthusiastic about TfW self-employment in principal, but abandon provision, if they see no long term prospects for suitable numbers an

- TECs and providers have concerns about cash flow implications from delays result of the "13 week rule", which requires self-employment TfW trainees to support for a continuous period of 13 weeks immediately after TfW

- The "no break" rule (which requires trainees to start in business immediately of concern for TECs and providers

- TECs with little or no self-employment TfW activity may take the view that:

    Self-employment support can be provided satisfactorily in other way programmes)

    Overall TfW numbers are fixed; they may wish to allocate places to out" self-employment places

    They may give higher priority to supporting established and larger b

- Until recently, many TECs have perceived that self-employment TfW is not b priority by DfEE or Government Offices

- Employment Service staff may not be pro-active in sign-posting self-employr discussions

- Trainees may find difficulty in getting reliable information about the benefit p an outline is possible in advance, but some potential self-employment trainee information.

- Self-employment is not usually discussed specifically in planning or monitori Offices and TECs. This reinforces the view that self-employment TfW does n opportunities for encouragement and "chasing up" are lost.

Ways of improving effectiveness

7. The report recommends that attention should be given to increasing the profile and TfW at all levels of the "delivery chain" (i.e. DfEE, GOs, TECs, providers) and "referr raising, referrals from JobCentres, links with providers and ancillary support services). improving effectiveness include:-

- TfW self employment should be considered specifically in monitoring and pla TECs. TECs should note that this route does have high priority (a start has be ministerial commitment)

- The central TfW database should be re-examined so that self-employment dat purposes (specific instances of inaccurate data are almost certainly due to inac TECs - but the position should be improved nonetheless)

- The operation of the "13 week" and "no break" rules should be reviewed by D TECs and providers (particularly in relation to cash flow) and may be seen as appreciably less attractive than other TfW routes

- Consideration should be given to TECs agreeing a certain specific percentage and outcomes within total TfW figures, with specific consideration of busines negotiations and review discussions with GOs

- TECs should identify and harmonise all available sources of support: trainees "seamless service" which maximises the support they receive without requirir complexities behind it

- TECs and providers should check client feedback and general quality assuran support: the study identified rather more examples of what was reported as in the case

- Employment Service staff should not "over-sell" self-employment, but additio help "front-line" staff at least to raise the possibility of self-employment more people, and have a clear reference point and referral procedures for appropria

- Basic guidance on benefits which may be available to self-employed people s available through JobCentres and other referral agencies

- Some TECs have used self-employment TfW very creatively and effectively l minority; DfEE should consider disseminating examples of good practice to h be done.

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Department for Education and Employment

EMPLOYERS' USES OF NV
IN HUMAN RESOUR
MANAGEMENT RS3

Research Brief

ISBN 0 11 270975 3 25.95

Background

Prior to this research there has been little evidence of how employers use NVQs/SVQs human resource management strategies, and the evidence that existed was conflicting. (IRS) and the Institute of Employment Studies (IES) found that few NVQ/SVQ-using qualifications were influencing aspects of Human Resource Management (HRM)- appr analysis, organisation-wide skills audits, implementing quality assurance schemes (i.e planning, recruitment, promotion and pay.

However, more recently the Skill Needs in Britain survey (field work Spring 1994) fou the total sample who were aware of NVQs/SVQs, 56% used the qualification in recruit IRS survey) and 34% used them in staff appraisal (cf. IRS 4%). There is evidence from of the NVQ System) that employers move newly qualified NVQ employees to higher g NVQs/SVQs promote newly qualified NVQ/SVQ employees) and pay more to holders implementing NVQs paid more to employees after they gained NVQs). There was scar employers of different sizes or industrial types and research which more systematically NVQs and employers' HRM practices.

Objectives of the Research

The aims of this research were to assess the use of NVQs/SVQs in employers human r examine what effect these qualifications are having on employee earnings. The key obj examine the extent to which NVQs/SVQs have become integrated in employers' overa strategies and of its various components, including:

- employer take-up of NVQs/SVQs (by size & industrial sector),
- the length of employers involvement with NVQs/SVQs,
- pay policy,
- employee recruitment / selection,
- employee promotion,
- employee training needs analysis,
- and other aspects of human resource management.

Research Methodology

This research was originally intended to measure the extent to which NVQs/SVQs wer employers' HRM practices. During the development of the work, the focus was expanc qualifications. The survey showed that NVQs were offered by around three quarters of qualifications of any kind. Thus, although it is not strictly correct to relate those questi were asked of vocational qualifications in general, to NVQs/SVQs in particular, the ch safe to do so. This research still focuses mostly on employers use of NVQs/SVQs, but of traditional vocational qualifications and this provides some useful comparisons betw and their effects on employers' HRM.

This research was conducted by telephone interviews with a sample of 590 employers employees in Great Britain. The sample was structured by business sector and size to c well as of employers. Fieldwork was conducted during February and March 1996. Res population estimates derived from the 1993 Employment Census. This process elimina

may have occurred during the survey. The 330 thousand employers with 11 or more en
employ some 16.6 million people.

Findings

Over half (58%) of employers with 11 or more employees 'offer' vocational qualificatic
of these (42% overall) offer NVQs/SVQs. The offer is rarely compulsory- only around
although where Skilled Manual workers are involved, the level of compulsion reaches
NVQs/SVQs are currently on offer to 3.3 million employees or 20% of the workforce i

The offer of vocational qualifications of any kind increases steadily with employer size
NVQs/SVQs) in the 11-24 employees category to 84% amongst those with 200 plus er
The overall level of employer take-up of NVQs/SVQs and by employer size is broadly
Skill Needs in Britain survey.

The longer an employer has been involved with NVQ/SVQs, the greater is the chance
of the workforce. It typically takes three years for most employers to be offering NVQ
workforce. In a large proportion of cases (41%) NVQs/SVQs are the first vocational qu
employer in the particular occupations involved. Otherwise NVQs/SVQs tend to opera
qualifications (38%) rather than replacing them (9%). Fewer employers have future pla
qualifications with NVQs/SVQs (5%).

Employers offering NVQs/SVQs are somewhat more active in rewarding employers th
vocational qualifications more generally. 58% of NVQ/SVQ employers give employer
and further training opportunities and 42% recognise the attainment of an NVQ in term

A third (31%) of those offering NVQs/SVQs (a fifth of all employers) look specifically
recruitment of some part of their workforce- 15% in Skilled Manual recruitment, 12%
and 3% Management/Supervisory.

Nearly all employers (82%) conduct Appraisals or Training Needs Analysis for indivic
written lists of skill needs or competencies for each individual job in the process. Empl
much more likely to use lists of some sort (56%), (including Occupational Standards o
than those offering vocational qualifications (38%). The fact that only 42% of employe
of them or Occupational Standards in the most immediate role of supporting staff appr
emphasises that there is some way to go for NVQs/SVQs to reach their full potential ir

Employers offering NVQs/SVQs are slightly more likely than average to register the ir
thoroughness, targeting and volume, as well as on staff morale. This is probably a resu
NVQs/SVQs have a size profile that is skewed towards larger firms compared to that o
qualifications more generally.

Conclusion

Those such as TECs and ITOs who help to implement NVQs/SVQs, generally find tha
employers who have adopted a structured HRM approach. It is thus no surprise that N
adopted by larger employers and others who are more advanced in HRM terms. Such e
of tools in their HRM and in these circumstances it is perhaps to be expected that empl
incorporated them into their wider HRM activities.

This research shows that NVQs/SVQs are beginning to play a part in employers' wider
moment their use in this way tends to be restricted to minority of employers. This is m
which they are offered to employers' workforces, which in turn is due to their evolutio

It seems unlikely that NVQs will have a more significant impact on employers' HRM p
terms of employee coverage is reached within each employer's workforce- or at least w
The alternative is for employers to operate different HRM systems for small minorities
are generally reluctant to do.

Although very few employers show signs of dropping their involvement with NVQs/S
towards the critical mass that will encourage their fuller integration across the full brea

is done to convince employers of the relevance, potential value and importance of NV
workforces they will remain apart from the mainstream of their HRM practices beyon

Biographic Notes

Edwin Smith has been a Director of IFF since 1973. Since then he has been involved i
former Employment Department. He was Project director on the Skill Needs in Britain

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Department for Education and Employment

Research Brief

AMBITION AND MARGINAL
A QUALITATIVE STUDY OF
ACHIEVING YOUNG ME
AFRO-CARIBBEAN ORIGI

John Wrench and Edgar Hassan with the assistance of Da

ISBN 0 11 270971 0 25.95

1 The research

This study is a qualitative examination of the educational and employment experiences in the West Midlands, half of the respondents coming from Coventry, and half from Bi young men, reproduced in their own words from tape-recorded interviews, adds an ext research on the educational and employment attainments of ethnic minorities.

The research is different from previous ethnographic classroom-based studies in that it years immediately following their schooling, offering the possibility of greater insights education and post-school experiences. It covers Afro-Caribbean young men aged 16-2 attainments spectrum, a group which is likely to have been under-represented in previc draws upon 1991 Census data to provide a new statistical analysis of the Afro-Caribbe

2 The Census data

The Census data shows that the number of Afro-Caribbean entrants to the labour mark this decade and the start of the next, and that the number of Afro-Caribbean secondary substantially at the end of this decade, but will thereafter probably decline sharply.

Caribbean people experienced unemployment rates about two and a half times greater The male unemployment rate was 24.3 per cent, compared with 10.7 per cent for white for Afro-Caribbean women was 14.6 per cent, compared with 6.3 per cent of white wo people were also about twice as likely as white people to be participating in governmer unemployment rate for young Afro-Caribbean men was much higher than that faced by of all men aged 16-24 were unemployed, and the highest unemployment rate (42.5 per A further 22.1 per cent of economically active 16-17 year olds were on schemes, illustr moderating the chance of unemployment for young men experiencing the transition fr

While two-thirds of economically inactive 20-24 year olds were full-time students, 14. inactive, which may indicate the emergence of disillusionment with the labour market high unemployment rates.

3 The interviews: education

A recurring theme in the interviews was that of regret that respondents had not applied their school days. Many looked back with bitterness that their education had not equip in life. Just over a half of the sample - 26 out of 50 - reported that they had truanted at Most reported that this occurred very irregularly and selectively, to avoid particular cla were hostile to them.

Many respondents lamented the absence of subjects of particular relevance to black pe for some this formed part of their alienation from school. All of the complaints were al

religious education. Therefore, many were 'turned off' these subjects, and this in itself
themselves in research with books and videos, to fill the gaps in their knowledge.

Conflicts with teachers

Unlike in many previous studies of the school experiences of ethnic minorities, these A
relatively little to say about racism and harassment from other pupils. However, they c
problems they encountered in their relationships with teachers. Respondents remembe
great unfairness and injustice. Criticisms included suspicions of stereotyping and its ef
choices, arbitrary physical and verbal abuse, periods of temporary exclusion, and finall
interpreted by respondents as being unjustified. A common theme among respondents
confidence to begin to resist what they perceived as unfair treatment, this often brough
circle of resistance and reaction with the teaching staff. It was felt that many black you
experience: as one put it: "All it takes is the first bit of conflict you have with a teacher
throughout all of the school you are seen as a troublemaker".

The problem of exclusion

These conflicts would frequently escalate into exclusion from school, often with disast
and subsequent employment prospects. Twenty out of 50 respondents - 40% of the sam
school at some time, and 11 of these - 22% of the sample - had been permanently exclu
their exclusion had been deserved, far more were adamant that they had suffered injust
grievance. Expulsions were said to be for misdemeanours such as fighting, swearing, b
failing to get a haircut.

4 The interviews: employment

One of the most striking characteristics of the sample was the high level of unemployn
characteristic of the sample, not unexpected, as the sample consists only of young men
attainments spectrum. At the time of the interviews, 34 respondents (68% of the sampl
cent of the unemployed had been out of work for four years or more. Only two of the u
experience of full-time work, although ten of the unemployed had previously been on

In contrast to the satisfaction generally expressed by the minority of the sample who w
unemployed were more likely to be disillusioned, and to feel that their self-respect had
could lead to difficulties mixing with friends who have jobs, and to increased social isc

Looking for work

Out of the 34 in the sample who were unemployed, 28 were actively seeking work. Th
job-seeking was the use of the Job Centre. Almost fifty per cent of job seekers continue
it as their main method of finding work. Despite this, only 15 per cent of respondents v
they might lead on to other activities, such as training or getting interviews. Of those lo
that they had applied, on average, to one or more jobs a fortnight during the previous s
those looking for work had applied more frequently than this, i.e. once or twice a week
school were more optimistic about their chances of finding work. However, after time,
of finding work become modified. Nearly all the unemployed respondents who had bee
longer stated that they found getting a job much harder than they had previously thoug

Out of 34 people in the sample who were unemployed, six (18%) were not looking for
disillusioned with their chances of finding work after years of trying, and all of these w

Training schemes

Thirteen respondents had experience of YTS or YT. Ten of these were now unemploye
YT at the time of the interview. Generally speaking, YT evoked a negative image. Mos
schemes did not provide enough of a challenge to trainees, and that the remuneration w
Respondents expressed a preference for and willingness to undergo training if it was 'p
most importantly leading to a full-time job. Training schemes were not seen to do this.

Perceptions of racism

Respondents were asked if there were parts of the city or country they would prefer no
widespread awareness that certain areas were best avoided because black people were
affluent white areas beyond the suburbs, or nearby white working class areas.

Respondents sometimes reported suspicions that they had been rejected at job intervie
example, they were not made to feel comfortable at an interview; were not offered the
someone was wanted urgently for it; or were not given a proper interview after a visibl
them. They might find that qualifications were suddenly needed for a job when previou
a promise to ring them back was not kept.

5 Conclusions

The young men in this sample, with hindsight and greater maturity, now look back at tl
what they did not achieve, and how this has now made it so much more difficult for the
had a desire to 'get on' and achieve something, and, given their low attainments so far a
experiencing, they were surprisingly ambitious, with a continuing determination to cou
proving themselves, either at college, or in the job market. At the same time they had a
for respect, and would therefore choose to remain unemployed rather than tolerate raci

Therefore these low-achieving Afro-Caribbean young men are not to be seen as the rur
unemployable sub-culture on their way to forming the nucleus of a new underclass. In
positive values and high aspirations to be expected from the second and third generatic
population. Having said this, a caveat to this observation is that the upper age limit of t
and those in the sample who were the most disillusioned were the older ones who had
applications. Therefore, it could well be that as the young men in this study grow older
optimism may change.

Biographical Notes

John Wrench is Principal Research Fellow jointly at the Centre for Research in Ethnic
and at the Danish Centre for Migration and Ethnic Studies, South Jutland University C
published widely in the fields of equal opportunities, racism and discrimination in the l
include Racism and Migration in Western Europe (Berg, 1993; edited with John Solom
Workplace: A report on 16 European Countries published by the European Foundation
Working Conditions in 1996.

Edgar Hassan is a Research Fellow with the Open University, studying the educationa
pupils with particular reference to processes of exclusion from school. He was employe
Research in Ethnic Relations for the duration of this project.

David Owen is Senior Research Fellow at the Centre for Research in Ethnic Relations
currently responsible for running the National Ethnic Minority Data Archive (NEMDA
articles analysing local labour markets and migration patterns. Recent publications incl
the Labour Market: Analysis of the 1991 Census (Equal Opportunities Commission, 19
papers analysing data on ethnic minorities from the 1991 Census.

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Department for Education and Employment

Research Brief

HIGHER HORIZONS: A QUA
STUDY OF YOUNG ME
BANGLADESHI ORIGIN

John Wrench and Tarek Qureshi with the assistance of D

ISBN 0 11 270970 2 25.95

1. The research

This study is a qualitative examination of the educational and employment experiences East London and Birmingham. The research covers Bangladeshi young men aged 16-2 attainments spectrum, 30 from London and 20 from Birmingham. The experiences of t own words from tape-recorded interviews, adds an extra qualitative dimension to exist employment attainments of ethnic minorities. The research also draws upon 1991 Cens analysis of the Bangladeshi population in the UK.

2. The Census data

The Census revealed that there were 162,835 Bangladeshi people resident in Great Bri population. Bangladeshis are shown to be the most youthful of all the Census ethnic gr suffer the highest levels of unemployment, poorest housing conditions and worst level health. Bangladeshi-headed households had on average more than twice as many resid 1991. This was largely due to the greater number of dependent children in Bangladeshi also more adult residents in Bangladeshi than white households, such as elderly relativ headed households lived in overcrowded conditions (i.e. more than one person per roo

The percentage of pre-school age children was twice as high for the Bangladeshi ethni an eighth of white people were of compulsory school age (5-15), nearly a third of Bang range. The share of people of younger working age (16-24) was also higher in the Ban The Census data marks this age group as one set to expand considerably during the 19

In Tower Hamlets, the area of largest Bangladeshi population in Britain, Bangladeshis population in 1991. The implication of the age structure in 1991 was that the number o market was set to increase substantially in percentage terms during the 1990s. In the ab population changes, the Bangladeshi share of the 16-24 year old population would incr the white share of this age group would fall by 39 per cent.

Analysis of the 1991 Census data for the UK shows that the percentage of young Bang was higher than that for young white men throughout the 16-29 age range. However, a olds achieved higher qualifications. It was suggested that this partly results from many completed their education, but may also reflect general difficulties experienced within system.

3. The interviews: education

Unlike in many studies of working class male culture and school, the young men in thi 'culture of opposition' to school. Habitual truancy was low, although about a third adm their school lives. However, one recurring theme in this sample of 'low achievers' was applied themselves more whilst at school. They wished that they had been pushed hard many teachers had abandoned them too soon, implicitly writing them off as 'no-hopers

Those who had left school at minimum age without any qualifications were more likely visit to Bangladesh at some time in their school lives, and in some cases this was seen performance. However, in other cases the relationship was the other way round: the ch precisely because he was seen by his parents as not doing well in school. It was hoped Bangladeshi educational system or home culture might produce an improvement in mo In general, informants talked of the immensely strong parental support they received ir very high value Bangladeshi parents place on their young people's schooling.

The young men in this study were divided in their attitudes to Youth Training (YT). Th both in London and Birmingham, generally talked in negative terms about YT, althoug based as much on hearsay as on direct experience. Younger members of the sample, pa more positive about their experience of YT, and they believed it could help them find r completing the course. In Birmingham, however, even the younger members of the sar employment rather than go on to YT.

Barriers to educational achievement

There were seen to be three particular barriers to educational achievement. One was th parents which meant that they could not give practical guidance with homework, and l with schools. Second, serious over crowding in the home could make it difficult for yo homework. Third, relative poverty meant that there was pressure on some of the sampl as soon as they could in order to help with the family's financial problems.

One third of the sample reported experiencing racial harassment at school by other pup were in a real minority at school. Whilst some pupils were able to ride above this, man years blighted and their educational achievement severely undermined by this factor. R the fact that respondents preferred to be in groups of their peers, both in school and wh for protection and sociability, and did not see themselves as being in 'gangs', although t tended to see them as such.

In general, with regard to the issue of underachievement, this research confirms the dar factors of ethnicity and culture intrinsic to the Bangladeshi population, without recogn are sometimes amplified by, factors such as stereotyping and racism within schools, po infrastructure, and other unsympathetic aspects of the local environment.

4. The interviews: employment

The Census showed that Bangladeshi people experienced extremely high unemployme unemployment rate nearly three times the corresponding figure for white men. Howeve young men, the unemployment rate for young Bangladeshi men was much lower than t men. The Census data confirmed the findings of other data on the relatively narrow dis employment, with nearly two thirds of Bangladeshi men working in the 'distribution' s retailing). This concentration was even more exaggerated for young men, nearly four-f Young men were also much more likely to be in part-time employment, and were extre service' occupations, which include workers in the restaurant trades. All this is consiste research on the significance of the restaurant industry for Bangladeshi young men.

The restaurant industry

One third of the sample were in work, and roughly half of these worked in the restaura were still in full-time education, about half were also working part-time in restaurants. industry that comes over from the interviews is one of typical employment for lower q The work is low paid, insecure and casualised, with long hours and often cash-in-hand to represent a valuable option for members of a new and relatively poor community of locality amongst people of the same linguistic and cultural background, and enabling p without knowledge of the English language to gain paid work. However, there are cont recognise. They describe the restaurant industry as a 'mixed blessing', and are aware of existence. It may well be a community 'safety net', but it was also recognised that if a y within this industry it then became harder to move on elsewhere into more mainstream

Some findings relating to this young sample proved different to those of previous studi
relatively high degree of job satisfaction among Bangladeshi workers, and little experi
because they worked for Bangladeshi employers. The generation represented in this sa
the same limited occupational areas, were not generally satisfied with their employmer
was temporary, insecure and poorly paid, with no promotion structure. The young men
concerned about racism and discrimination, precisely because many did not intend to k
previous generation had done.

The effects of racism

The research sample remains disproportionately employed within the geographical loc
itself, and respondents were well aware that some local white areas are closed to them
attack. One stated reason for getting employment in restaurants is that they won't expe
enhances the value of their traditional way of finding work and opportunities - through
However, the over-representation of Bangladeshi employment within their own commu
geographically restricted. They are not an immobile workforce. The young men were h
many of those in the London sample were travelling to take jobs in Kent, Birmingham
however, in these far-away places they were still working within the Bangladeshi comm

There is a feeling within the community that people are denied opportunities because c
in the sample had very little experience in working within white businesses, the attitud
difficulties in the mainstream labour market. Some local white collar employment in su
closed to them, in the sense that they feel that they are not expected to apply. In Londo
employment possibilities in the City and Docklands area, and in Birmingham they will

5. Conclusions

The occupational and geographical concentrations so clearly demonstrated in statistics
Bangladeshi community which is tradition-bound and inward looking. However, what
the external reflection of a community which operates as a supportive network, withou
far lower quality of life. This was openly recognised by respondents, who saw their clo
in adversity that many in other communities were not able to draw upon. Furthermore,
view that to be 'between two cultures' is a handicap which contributes to some sort of c
respondents were more likely to emphasise the positive side of this. Those young men
their childhood in Bangladesh felt that they were better off than those of their peers wh
therefore were unable to draw on a broader range of cultural resources.

There is evidence from this study that the 'isolation' of the Bangladeshi community is b
generation, who are becoming more comfortable and confident with British culture and
not see themselves as going to work in the same ghettoised areas of employment that th
generation gap between this generation and their fathers. The men who were the first B
married late and now there is often a considerable age gap between them and their chil
generation are not breaking with the community, in that they still want to work in occu
not set their sights on the white collar jobs in the surrounding areas. Instead the new ca
public sector professionals related to the needs of their local community - social servic
trades which have the Bangladeshi community as clients.

Biographical Notes

John Wrench is Principal Research Fellow jointly at the Centre for Research in Ethnic
and at the Danish Centre for Migration and Ethnic Studies, South Jutland University C
published widely in the fields of equal opportunities, racism and discrimination in the l
include Racism and Migration in Western Europe (Berg, 1993; edited with John Solom
Workplace: A report on 16 European Countries published by the European Foundation
Working Conditions in 1996.

Tarek Qureshi is Policy Officer with the Centre for Policy on Ageing. He was employ
for Research in Ethnic Relations for the duration of this project. Before that he had gai
a number of research projects covering the geographical areas of the Isle of Dogs and I
the effectiveness of anti-harassment procedures in combating racial violence on counci

David Owen is Senior Research Fellow at the Centre for Research in Ethnic Relations, currently responsible for running the National Ethnic Minority Data Archive (NEMDA articles analysing local labour markets and migration patterns. Recent publications incl the Labour Market: Analysis of the 1991 Census (Equal Opportunities Commission, 19 papers analysing data on ethnic minorities from the 1991 Census.

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Department for Education and Employment

Research Brief

CORE SKILLS AT WO

EVALUATING THE IMPACT OF WORK EXPERIENCE ON THE COR OR YOUNG PEOPLE RS2

Penelope Weston, Una Christophers, Ian Schagen & An
National Foundation for Educational Research

ISBN 0 11 270964 8 25.95

This briefing summarises the findings of an evaluation of the impact of pre-16 work ex people, conducted in 1995-6 by the National Foundation for Educational Research on t Education and Employment. The overall aim was to provide a quantitative assessment 16 work experience enhances the core skills and work-related attributes of young peop effects of work experience programmes from the effects of other aspects of students' le

Design

Two parallel versions of a test of core skills were developed. Two Year 11 classes were with each class taking one of these test versions prior to work experience. They then co their placement. On each occasion, they also completed a questionnaire on their own (s skills and their attitudes to the work environment. Data was gathered in October-Decer 18 schools across seven diverse TEC areas. An average of 31 students per school comp and questionnaires (500 students in all). The agreed set of core skills for this research v

- Communication 1 (oral and written)
- Application of Numeracy
- Application of Information Technology
- Problem Solving
- Self Management
- Working with Others
- Understanding the World of Work

EVIDENCE ON CORE SKILLS

The school context. Evidence was gathered from the schools' work experience coordi interpreting the students' responses. This evidence indicated that less than a third of the strategy for the development of core skills. However, two thirds of the schools were ap related opportunities. Out of school, over 80 per cent of students had held a paid job of covered a restricted range of skills.

Student experience, perceptions and performance. Students reported the opportunit school. Interpersonal skills were used mainly outside classrooms (e.g. in tutor group ar (294) of the core sample of students also recorded the skills they used on their placeme were reported most often, followed closely by interpersonal skills associated with worl numeracy was the skill area least often mentioned. When students were asked in the qu the core skills, the results showed that most students were relatively confident about th about some types (e.g. their ability to communicate and work with others and to manag application of number, IT and problem solving).

THE ANALYSIS AND FINDINGS

The analysis. Many factors other than the placement itself may affect students' compe time. In order to distinguish the effect of the placement - the central aim of the study - account of as many of the influences as possible within a single analytical model. Ten represent the key outcomes (test results, self-rated skills and work-related attitudes). T personal/interpersonal skills and task-related skills were identified. For each indicator, work placement) to Time 2 (after the placement) was examined alongside a wide range characteristics and experiences. The procedure adopted (multilevel modelling) distingu level effects and identified average and differential patterns of improvement over time.

Range of performance. The results of these analyses showed, first of all, that there wa core skills. In general, student characteristics and experience were more relevant than context in helping to account for this variability. For example, the group of students wh of skills at school generally did better in the test; girls, and higher ability students also imply school policies were irrelevant; for example, good preparation was linked with p

Change over time. The analyses showed significant Time 1/Time 2 improvements. Th modest but significant average increase after the placement. Students themselves were placement had had an important influence, particularly on their personal and interpersc significant improvement in their average self-rated confidence at Time 2 compared wit skills. Confidence in task-related skills did not improve, in general, perhaps suggesting demanding than they had expected, but task-related test scores were enhanced.

Differential improvement. Some students showed greater gains than others between T the test. There seemed to be two important improvement patterns. Some students starte additional benefit from their experience. Others who had started at a relative disadvant done rather poorly in the test - made marked gains after placement. This might mainly they had for improvement; but it is also possible that, for these students, the placement experience, enabling them to 'catch up'. There was little evidence of a direct link betwe specific skills on placement and extent of improvement.

Implications. The test of core skills proved a relatively valid and reliable instrument, t research and development in assessing students' competence. Since improvements occ explicit planning, even greater benefits could follow if schools and placement provider which students are expected to develop before and during the placement and to set exp

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Department for Education and Employment

Research Brief

ENGLAND AND WALES Y
COHORT STUDY: SPECIAL SI
19/20 YEAR OLDS RS

Jon Hales and Nina Stratford,
Social and Community Planning Research (SCPI

ISBN 011 270936 2 25.95

BACKGROUND

Since 1985, six Youth Cohort Study (YCS) cohorts have each been surveyed three time 17 and 18. The second contact with Cohort 7 and the first with Cohort 8 took place in s education, qualifications, training and the transition to the labour market.

This research study was commissioned in 1994 by the Employment Department, now l Employment (DfEE), to extend and enhance information about non-academic training qualifications. It followed up a sub-sample of 3000 young people from Cohort 6 by fac place between November 1994 and January 1995 and 2930 interviews were achieved: stratified sample was weighted to remove sampling and response bias. The questionnai design, identifying a series of activity 'spells' for each month since the respondent reac 1990/91 until interview between November 1994 and January 1995. These spells are: v education, out of work or 'other'.

DEFINING POST-16 ROUTES

Information from the summary classification of activities for each month was used to p the whole period, in the form of a route classification. Table 2 shows the routes identifi

STARTING WORK OR WORK-BASED TRAINING AFTER YEAR 11: 'YEAR

- Respondents who left school after Year 11 ('Year 11 leavers') took one of four route mixture of work and out of work/other activities (12%), returning to education after va mainly out of work/other activities (10%).

- In January 1992, about six months after leaving school, 'Year 11 leavers' were conc (28%), 'clerical and secretarial jobs' (19%) and 'personal service work' (19%). The occ had been on YT ('YT leavers') and those not on YT evolved differently during the time the percentage in 'personal service work' decreased by half between January 1992 and related work' increased from 30% to 44%. Those not on YT showed the opposite trend

- 'Year 11 leavers' were concentrated in a small number of industry sectors: in Januar in 'distribution and catering', and 26% in 'other services'.

- Differences between men and women in-terms of industrial sectors entered were m and manufacturing sectors and women the service sector. The differences persisted thr

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TABLE 1: CLASSIFICATIONS OF ACTIVITY AT THE TIME OF INTERVIE
November 1994 to January 1995

CLASSIFICATION

Weighted base

EMPLOYMENT:

SELF-EMPLOYED

NON-YT JOB:

- FT non-YT apprenticeship
- FT non-YT off-job training
- FT non-YT on-job training only
- FT non-YT other training
- FT non-YT no training
- PT/hours not specified non-YT

YT JOB:

- FT YT apprenticeship
- FT other YT
- PT/hours not specified YT

NOT SPECIFIED IF YT

FULL TIME EDUCATION:

NON-YT STUDY:

- Non-YT A/AS/GNVQ only
- Non-YT A/AS/GNVQ&GCSE
- Non-YT A/AS/GNVQ&voc
- Non-YT A/AS/GNVQ,GCSE&voc
- Non-YT GCSE only
- Non-YT GCSE&vocational
- Non-YT vocational only
- Non-YT incomplete info

YT STUDY:

- YT vocational only
- YT other study

NOT SPECIFIED IF YT

OUT OF WORK:

- Seeking job/YT place
- Not seeking job/YT
- Incomplete information

OTHER ACTIVITIES:

HIGHER EDUCATION:

College of HE

University

Other

Note: * cells less than 0.5 per cent

- 'Year 11 leavers' in full-time YT jobs were consistently paid less than their non-YT increased with time for both groups. Those on YT earned on average 78 per week in Ja 1994/early 1995. Average pay for the non-YT group was 116, rising to 125. The averag considerably higher than the YT allowance of 35, and this is partly explained by the fa

by their employer in addition to the allowance.

- Women were paid less than men throughout the four years, although the mean wag January 1992 to late 1994/early 1995.

- The type of training received differed between YT and non-YT jobs. The vast majo recognised apprenticeship (34% in January 1992 increasing to 46% by late 1994/early training (around half throughout 1992 to late 1994/early 1995). Among non-YT leaver Their major mode of training was on-the-job alone (48% in 1992, declining to 41% by more likely than those in non-YT jobs to receive training of some sort over the four su

- There was no difference in the average duration of off-the-job training between YT both in 1992), but those on YT had longer periods of on-the-job training on average (2 weeks for those not on YT).

- Nearly one-third of non-YT leavers named their employer as a funder of training fe compared with 14% of those in YT jobs in 1992 and 1993 and 25% in 1994.

- Nearly half (46%) of 'Year 11 leavers' reported one or more 'spells' out of work. Th such 'spells' since 1990/91 by those who had them was 8 months in total. Lower Year 1 likelihood of being out of work at some point.

- A fifth (21%) of 'Year 11 leavers' recorded 'spells' in other activities. This was more compared with 11% of men). The average duration of such 'spells' among those experi

---

TABLE 2: A ROUTE CLASSIFICATION OF ACTIVITIES FROM MARCH 19

ROUTES

RESPONDENTS

Weighted base

Mainly1 FTed

Higher Education

HE early leavers

FTed to work

FTed to out of work/other

Returners to FTed

Mainly1 work

Fragmented pattern of work & out of work

Mainly1 out of work /other

Notes:1 'Mainly' defined as a minimum of 3 of the surveyed 4 years spent in the activi

---

EFFECTS OF STAYING ON IN FULL TIME EDUCATION

- Those who stayed on in education at the end of Year 11 subsequently followed one education, 38% went into work, 10% were mainly in full-time further education, 9% w work and 1% left higher education early. This section is concerned with those who stay subsequently went on to spend a significant amount of time in work.

- The most popular place of study for 'stayers' was at a College of Further Education combinations of courses were vocational qualifications alone (49% of spells), GCSEs GCE A/AS levels/GNVQs alone (12%) and GCE A/AS levels/GNVQs with GCSEs (9

- At the time of interview between November 1994 and January 1995, 75% of 'staye

and industry sectors they found themselves in differed according to when they left edu service work and sales', and in 'other services' increased with the time spent in educatic related work', 'metal manufacture' and 'other manufacturing' decreased.

- The weekly pay of those in full-time work who left full-time education at the end o pay of 'Year 11 leavers'. For those who stayed-on until Year 14, weekly pay exceeded t 11 leavers', for those who stayed-on there was no disparity between the pay of women

- The type of training received by 'stayers' who were in work in late 1994/early 1995 of education. There were fewer apprentices (17% among Year 12 leavers compared wi off-the-job training among those who stayed-on longer, and more with on-the-job train longer were also more likely to receive no job training.

- 44% of 'stayers' experienced one or more 'spells' out of work at some point. Wome had 'spells' out of work, and among those who did, they spent less time out of work in compared with 9 months for men). The experience of being out of work and a longer t linked to poor GCSE grades.

- 'Spells' in 'other activities' were experienced at some point by 18% of 'stayers' (21%

YT EARLY LEAVERS

- 17% of all job 'spells' recorded were YT. In half of 'spells' where the YT place had in half it had finished early. Of those finishing early, 33% had found another job or coll redundant/dismissed, and 9% left for personal or family reasons.

- Those who spent a total of 6 months or less in YT jobs were less likely to be in wo than those who spent longer than this on YT. After excluding those in higher educatio jobs were more likely to be in work than those who spent no time on YT (70% as oppo

ESTIMATES OF ATTAINMENT OF LEVEL 2 QUALIFICATIONS

- estimates of the percentage of young people who had obtained Level 2 qualificatio qualifications with parity of esteem) are given in Table 3.

TABLE 3: LEVEL 2 QUALIFICATIONS OR ABOVE BY DATE, SEX A

Percentage of respondents

	Weighted base	*Academic*
April 1994	2,922	42.0
August 1994	2,922	41.5
End of 1994	2,922	39.3
Males	1,470	36.8
Females	1,477	41.9
Year 11 leavers	898	9.2
Year 12 stayers	385	10.9
Year 13 stayers	423	31.6
Year 14 stayers	173	28.5
Still in FTed	149	41.8
In higher education	894	83.2

- There was a marked increase in the percentage attaining Level 2 qualifications or h women were appreciably more likely to have reached this level than men. The length c

considerable difference to attainment levels. These differences relate particularly stron
qualifications, while vocational qualifications are more evenly distributed.

BIOGRAPHICAL NOTES

Jon Hales is a Research Group Director at SCPR. He has published widely on a range
practices, the youth labour market, crime and social security.

Nina Stratford is a Researcher at SCPR. She has worked on a number of youth labour

RELATED PUBLICATIONS

An overview of post-16 routes was presented by Joan Payne in YCS Report 31, publis
based on data from Cohorts 4, 5 and 6. A second report published at the same time, YC
analyse the qualifications gained on different routes.

The data for this survey are deposited at the ESRC Archive, held at the University of E

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Department for Education and Employment

Research Brief

LITERATURE REVIEW OF TH OF THE WORK-RELATED CUR ON 14-16 YEAR OLDS

Lesley Saunders, Sheila Stoney, Penelope Weston with Pauli and Annette MacDonald; National Foundation for Educatio

ISBN 0 11 270973 7 25.95

THE REVIEW AND ITS AIMS

This review of evidence on work-related provision for 14-16 year olds was carried out Summer 1996. Its main aim was to assess the impact of provision on young people and objectives:

- preparing *all* young people for adult and working life;
- addressing under-achievement;
- involving business and industry more systematically in education.

Work-related provision here embraces both identifiable work-related activities (from w careers education and guidance) and work-related experience that is integrated into the

The literature for the review was drawn mainly from the period since the early 1980s. I implementation rather than impact. In general, this has been formally assessed only for of work-related provision.

THE EVIDENCE

Four broad strategies for enhancing work-related provision were defined in the review. presented below, with a summary of the ***benefits*** that have been identified and the ***resea*** the findings.

1. Enhancing Work-related Provision through National Initiatives

How effective have the relevant major, nationally funded initiatives (TVEI, Compacts Business Partnerships) been in increasing motivation to learn and in developing unders world of work?

Benefits. While **TVEI** was important in securing access for all to work-related provisio of Achievement (RoA), its impact was mostly on certain skills and attitudes. For pupils

- career-planning, personal and interpersonal skills were enhanced;
- improvement depended on the quality and breadth of individual work-related
- positive attitudes to learning were promoted.

Moreover, for pupils of average/below average attainment, pre-16 TVEI experience ha commitment to learning. There is also evidence that, in schools, the effects of TVEI on outlasted the funding.

Pupils in **Compact** schools were expected to reach explicit goals in attendance, behavi promote effective progression to post-16 education/training. There is evidence that, de Compact pupils:

- had more extensive work-related provision than those in non-Compact school
- improved their outcomes, in terms of achieving goals, attainment and progres

Growing emphasis in the last decade on **Education-Business Partnerships** has had so employer interaction:

- 92% of secondary schools reported business links in 1995;
- employers involved in programmes such as TVEI and Compact felt they had skills and attitudes.

Reservations. These major initiatives have continued to face some underlying challeng

- problems in defining clear or common student goals have made progress hard sometimes for pupils, teachers and employers;
- there has been little objective evidence of impact on qualifications or technica disputed the impact of TVEI on recruits;
- some gains depended on additional project funding;
- employer links were often confined to provision of work placements;
- there has been little attempt to assess the impact of education-business links o

2. Work-related Provision as a Vehicle for Enriching the General Curriculum

Have initiatives by businesses and by subject teachers to introduce a work-related dim effective as a means for enhancing learning and performance within and across the 14-

Benefits. There is some evidence, from pupils themselves, from teachers and from emp and monitored initiatives:

- sector-related business initiatives by groups such as NatWest (financial literac environment) have been used within subject programmes and had some meas and skills, as have industry-related initiatives in science and technology (e.g. SATIS project);
- HMI reported that two-thirds of school used work placements as the basis for English; the latter was 'invariably of a high standard';
- mentoring is thought by most pupils and mentors to have enhanced pupils' att

Reservations. Both implementation and evaluation of work-related provision to enhan and goals have often been unclear:

- involvement of subject areas and business sectors has been uneven;
- little attention seems to have been given to progression in work-related learni

3. Improving Knowledge and Understanding of the World of Work

How effective are schools in achieving this goal, through the whole range of their prov related activities and the wider curriculum?

Benefits. Schools now provide practical opportunities for all or most pupils to learn ab through placements, with some shadowing, visits and projects. Some also learn throug enterprise. There is now some quantifiable evidence that:

- work placements enhance key skills for most pupils, especially for those who skills in school, as well as for those starting from a low skills base;
- students and teachers believe that mini-enterprise programmes are effective ir business skills.

Teaching about the world of work in the classroom seems to be limited mainly to subje statutory component (e.g. business studies, economics, geography). However there is e pupils of all abilities to some vocational options:

- there has been rapid expansion of GCSE, A level and Advanced GNVQ busin

reporting good standards of GCSE classroom performance;
- pilot part 1 GNVQ courses appear to have drawn pupils from a wide ability ra

Reservations. There is evidence that:

- it is unusual for placements, mini-enterprise or other visible work-related pro
progression or evaluation;
- there is no generally recognised body of knowledge or understanding of the w
expect all pre-16 pupils to acquire;
- Economic and Industrial Understanding, a cross-curricular theme introduced
implemented in schools;
- previous attempts at pre-16 vocational qualifications were limited to lower att
effective progression.

4. Improving Personal Planning for Adult and Working Life

Has the considerable investment which has been made in recent year in careers educati
increasing the take-up of the National Record of Achievement (NRA) improved appre
needed for effective career planning?

Benefits. Recent research on the impact of CEG, NRA and action plans on young peop

- a comprehensive pre-16 programme, delivered by designated teachers with ap
collaboration with careers service staff, has led to students of all kinds reporti
skills;
- gains were linked to specific activities, e.g. decision-making skills to one-to-c
understanding to individual research and careers staff input;
- input from professionals from Year 9 onwards was linked to choice of vocatio
- a sound pre-16 CEG programme seems to have a lasting effect on perceived s
decision-making;
- young people benefit from the process of recording achievement and action p
- over 80% of young people now hold an NRA and almost two-thirds use it in i

Reservations. Despite these achievements, there are some problems with the evidence.

- the evidence on impact rests mainly on self-reports;
- pupils' actual knowledge of post-16 opportunities seems not to match their sel
levels;
- many end users, and young people themselves, have expressed doubts about t
Achievement and action plan documents in non-school contexts.

EVALUATING THE IMPACT

We now summarise the evidence in relation to the **common objectives for work-relat**
review.

1. Awareness of the world of work: *Types of industry/job, skills, disciplines and attitu*

Although 16 year olds may feel that schools have broadly prepared them for the world
knowledge and conceptual understanding about work is often not well developed. For

- EIU delivery across National Curriculum subjects is often very limited;
- there are restricted opportunities for individual research on high quality, curre

2. Key skills: *Communication, application of number and IT, teamwork, self-managem*

There is a lack of suitable measures for monitoring progress in skills, and of coherent p
development in many schools. Nevertheless:

- young people's self-reports suggest that a **broad TVEI-type experience** has l particularly in personal and interpersonal skills;
- there is also some evidence of **skill improvement following work experienc**
- **providing and monitoring skills development in school** seems to enhance v

3. Motivation: *Through relating learning to the world of work.*

Three aspects of motivation were considered. The first of these, commitment to learnin

- work-related provision through TVEI and Compacts;
- one-to-one discussion and target-setting;

especially for average and below-average attainers. There is some evidence that direct through industry-based projects or mentoring) or with careers staff can motivate young **learning route.** Work-related provision only seems to secure effective p**rogression for** is individually targeted, and seen as part of a longer-term programme for secondary (ar

4. Making post-16 choices: *Skills for making appropriate choices, at 14, 16 or later.*

Clear links have been shown between CEG inputs and skills enhancement, but challen

- there are still wide variations between schools in the management of CEG and related provision;
- school-based review and career action planning are still fragmented in many s

KEY ISSUES RAISED BY THE REVIEW

Initiatives in the last decade have established entitlement to work-related experience fo challenge now is to **maximise the educational value** of that experience, through **effec appropriate progression** for each pupil.

1. Effective curriculum integration.

There are indications that work-related provision that is fully integrated into the genera **dual educational impact**, in enhancing subject scope and achievements and increasing the world of work. Initiatives that could help to promote the value and feasibility of thi

- **evaluation** of current **whole-school and subject strategies** for integrating wo into subject programmes, particularly in Key Stages 3 and 4, to identify **good**
- promoting the **development of sectoral initiatives,** linked where possible to investment in curriculum enhancement by smaller as well as large businesses;
- **redefining the EIU agenda** in terms of key understanding and knowledge ou curriculum at each key stage, linked to any proposals for assessing key skills.

2. Appropriate progression.

Much remains to be done to secure effective progression in knowledge and understand **young people,** in all schools. This includes:

- structuring progression from 11-16 and 16-18 in actual or simulated **work-ba** educational challenge in line with pupils' development (e.g. 'researching' som operates); this would generally require sustained TEC, EBP or similar suppor
- targeting provision in line with pupils' **individual needs,** within an overall en include special provision for pupils at risk of failure (e.g. mentoring), as well (work-shadowing, foreign language practice);
- enhancing school/careers service/training/ business **collaboration** to maximis education and career planning.

17 The case studies demonstrated that some schemes were experiencing great difficult

were highly reliant on the personal and voluntary efforts of scheme staff and others inv
survive financially.

18 While there are a number of examples (both from the case studies and the survey of
approaching viability or had already achieved it, for many the uncertainty remained. Tl
informants in the case study exercise that, particularly in the less affluent areas, some s
viability on the basis of parents' fees alone and would need continued financial support

Costs of the scheme and returns to the Treasury

19 The scheme is likely to bring financial returns to the Treasury to offset the costs of t
place. These returns arise from increased tax receipts where parents have fund new job
and where new jobs have been directly created by the schemes. There are also benefit s
unemployed parents are no longer in receipt of benefits, or are receiving reduced benef
minimal, particularly if it is assumed that the majority of jobs taken by scheme users w
someone else. However, the longer parents have been using the schemes, the higher the
the return in the financial year 1994/95 from parents who have been using the scheme
double than from parents who have been using the scheme for less than 3 months. As t
should continue to accrue while the parent remains in employment, and beyond, should
vacated place

Biographical Notes

Maureen O'Brien has worked in survey research for over 20 years. She is currently a S
Social Survey Division of the Office for National Statistics (formerly OPCS).

Sally Dench has worked in social research for nearly 20 years. She is currently a Resea
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Department for Education and Employment

Research Brief

IDENTIFYING TARGET G
FOR INDIVIDUAL COMMI
POLICIES RS28

Malcolm Maguire, Chris Hasluck and Anne Gree
Institute for Employment Research, University of Wa

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The Identifying Target Groups for Individual Commitment Policies project was conduc
Commitment Division of the Department for Education and employment (DfEE) by th
Research, University of Warwick. The aim of the study, was to: identify those groups c
aimed at encouraging them to take more responsibility for their own learning and train
combination of desk research and further analysis of existing data sets was used, with t
derived from the 1993 Commitment to Learning: Individual's Attitudes Survey, a surve
Park [1994]).

Through an analysis of this data, an index of commitment was devised, providing a dis
commitment; below average commitment; above average commitment; high commitm
below average commitment are characterised by an over-representation of: females; ol
housing; non-earners and those in low incomes; unskilled and other manual workers; e
manufacturing industries; those with dependent children; single parents; those who cor
of time. Groups with high or above average commitment are characterised by an over-r
occupiers; higher income earners; urban and city dwellers; those in professional occup
service sector; those who considered that further learning would be useful.

It was also the case that the findings reinforce the messages from other studies concern
family responsibilities as barriers to female participation in learning.

An individual's relationship with learning is likely to be a complex and multidimensior
of individual commitment, ranging from individuals who have been and always will be
learning activity, through groups of people who engage in learning of various types fro
have no commitment to learning whatsoever, either in the past or the future. This comr
to change over time. By subjecting the data to cluster analysis, the following four broa
with low commitment who regard future learning as unlikely; discontinuing learners, v
learning; continuous learners, who expect to continue their involvement in learning in
starting vocational learners, who also expect to continue learning in the future.

Overwhelmingly, commitment to learning is associated with contact with learning, wit
commitment to learning being previous experience of learning and knowledge and awa
including the funding of training. Also, the biggest single determinant of intention to le
learning in the recent past, with recent job-related learning being particularly significar
participation in learning are concerned, the most significant explanatory variables for r
variables, with the likelihood of participation in learning being high among managers,
professionals, clerical, secretarial and sales workers.

Awareness of the Career Development Loan scheme, of flexible learning schemes and
and positively related to the commitment index. Surprisingly, individuals who have exp
writing or numeracy are not significantly deterred from learning by comparison with pe
these difficulties.

The recognition of the need to increase participation in learning has generated a rapidly

initiatives. The goals of these initiatives invariably include enhancing the skills of the v
nation's economic competitiveness. In terms of individual's participation in learning, fc
were identified in 'Lifetime Learning: a consultation document' (DfEE, 1995). These w

- raising awareness and motivation;
- adult information, advice and guidance;
- finance, including the use of loans, vouchers, credits, tax relief, fee remission accounts;
- local strategies to encourage greater individual responsibility for lifetime lear

The findings indicate that these four broad policy areas are all relevant. Certainly, with exhibiting low commitment to learning, policies which seek to change attitudes to lear to learning' for individuals, are necessary if significant progress is to be made to increa population participating in learning. For those who exhibit high commitment to learnir necessary. Therefore, policy can focus on mechanisms for overcoming barriers of fund Funding mechanisms such as loans, credits, vouchers etc are likely to attract take-up fr committed group. For those currently not in paid work, information and funding mecha affordable childcare provision being of special importance for females. The importanc a factor in generating commitment, coupled with the significant proportion of the samp learners' suggests that an impact could be made by concentrating efforts on this group 'terminated' and while they retain a susceptibility to the notion of learning being worth keeping those people 'plugged in' to learning. Similarly, for the group of 'unplanned lea keep them 'hooked' on learning.

Also, the proven success of Employee Development Schemes, especially in generating with few qualifications and low level skills, needs to be built on, with examples of goo disseminated.

There is also a need for policy formulation to be informed by a depth of knowledge of industrial trends, such as the continuing decline of manufacturing industries; and occu the demand for lower skilled, blue-collar workers. In addition, local labour market vari to the needs of the local area, in terms of the characteristics of the population, includin trends in the demand for labour. The importance of accurate and comprehensive local l therefore paramount.

We believe that the development of a Learning Continuum, along which clusters of gr to learning may be located, has the potential of providing a better understanding of the impinging on groups of individuals, as well as of their impact on attitudes. This greate be reflected in the compilation of packages of policy measures, involving all aspects of

Finally, in research terms, there is clearly a need to build on, and develop research rela individuals' attitudes to learning and what motivates them to learn. Also, although succ provided confirmation about the barriers to learning, more needs to be known about th ranking in importance, and whether their eradication would significantly affect particip understanding of all the issues identified above would benefit from a systematic pullin analysis of the wealth of disparate data which already exists at both local and national

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Department for Education and Employment

RESEARCH INTO THE WIDER NATIONAL TRAINING AWA

Neil Evans & Darren Wisher

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Research Brief

Introduction

In November 1995, the Department for Education and Employment (DfEE) commissic economic consultants, to research the possible wider impact of National Training Awar in which the NTA's messages about effective training might be disseminated was by cc other businesses following the local, regional and national publicity which accompanie

The study was concerned with the 102 employers (rather than training providers) who the 1995 competition. Regional ceremonies took place from mid-November 1995 to m ceremony on 21 February 1996. The study examined contacts between winners and otl the ceremonies and up to early May 1996.

The aims of the study were to assess the extent and nature of contacts between winners what information was exchanged and whether this had any impact on behaviour, and tc information exchange process. All winners were sent simple logbooks and asked to rec initiated during the study period. Telephone follow-up calls were made every 5-6 week the employers to continue with the task. A telephone interview was then conducted wit contacts with other businesses and with 10 winners who had recorded no contacts.

37 logbooks were returned containing details of contacts received or initiated. A furthe telephone follow-ups revealed that they did contain some entries. 11 logbooks were ret returned since they contained no entries. 17 award winners declined to take part in the

The Findings

Contacts initiated by winners

The volume of contacts initiated by winners was much lower than anticipated with onl contacts to publicise their success. Most of this contact occurred from late February thr period immediately after the national awards ceremony.

Only details of contact with external organisations were sought, so any internal dissem been significant within larger companies) was not recorded. The nature of the external organisations proactively targeted the media rather than waiting to be approached - for awareness that a newspaper or trade journal ran features on award winners. A number entries by employers and training providers and the latter sometimes used their NTA su products or services. A small number of winners approached umbrella groups and fora good training practice, while others targeted their own suppliers (usually via mailshots

There were few (7) examples of winners following the guidance supplied by the Natio formulating an action plan for disseminating and publicising their good practice and m materials which were issued to them.

Contacts received by winners

Again, analysis of the logbooks revealed that the extent of contact was less than anticip

received enquiries relating (wholly or partly) to their National Training Award, which c
The largest volume of contacts was in January and early-February 1996, suggesting tha
stimulated more contact than the national ceremony.

By far the most frequent type of enquiry was from media organisations, some of which
routine. More important, from the point of view of disseminating training-related mess
nature of the training which had won an award. Some of these contacts had arisen as a
a regional ceremony where interest was aroused and followed-up. Others were the resu
or mailshots. There were also invitations to appropriate winners to participate in local c

Most of the one-to-one contacts about training were between employers in a similar lin
same region (again suggesting the role played by regional ceremonies).

The winners themselves thought that they gave a good response to enquirers and this s
of the enquiries were focused on the detail of training or the process of entering the Na
initial contacts were by telephone and around three-fifths of the winners who had recei
their contacts had led to a face-to-face meeting, the purpose of which was to give gene
training approach which had been used.

Motivations and constraints on wider impact

Despite the low volumes of contact, the study looked for any characteristics of the busi
with higher or lower levels of initiated contact. Contrary to expectations, company size
significant effect on the propensity to return a log with entries and it was the smaller co
average number of initiated contacts. Unsurprisingly, organisations from the education
likely to return logbooks with contacts than were others in the service sector. Finally, it
national (as opposed to just regional) award winners would have greater motivation to
provides some indication that this is the case.

When the characteristics of winners who received contacts were examined, the finding
smaller companies received the highest average volume of contacts, but the likelihood
the manufacturing sector, and there seemed to be little difference between the propensi
to receive contacts.

When asked about their motivation for initiating contact, over half the respondents saic
prestige of the company or gain publicity. However, over a quarter said that they had e
activities in order to get a training message across to the wider business community.

The major constraints on initiating contacts with other businesses were examined. Som
for good training practices were already engaged in dissemination and networking acti
Training Award did not affect the volume or nature of these activities. Some had won a
particularly motivated to publicise repeat success. Where the winners had entered joint
employer tended to leave it to the other party to handle any dissemination activity. Fina
questioned whether they had the financial incentive to undertake publicity in the same

Conclusions

The report concludes that the volume of contacts initiated and received was low and th
should concentrate on encouraging links within local areas and between employers in s
this, it may be optimistic to expect high levels of contact since there are a host of other
which may be approached before an NTA winner. Also, winners are rewarded for train
individual needs and transferability may be limited.

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Department for Education and Employment

Research Brief

EVALUATION OF JOBMAT

Rick Loyd & David Hussey
SIA Limited

ISBN 0 11 270967 2 25.95

Introduction

Jobmatch is a pilot programme to help people who have been unemployed for two yea designed to help eligible unemployed people compete more effectively for jobs by incr employment vacancies they can realistically consider.

The programme is being delivered through four pilot areas: two Training and Enterpris and North London and two Employment Service (ES) regions comprising seven distric region and three in the North West. It is an extension of a TEC challenge initiative pio 1993/94 and will operate for three years, from 3rd April 1995.

Participants in the scheme receive an allowance of 50 per week for six months when th 16, but less than 30 hours per week. Additionally, two 50 'bonus payments' are offered and twelve weeks after the six month allowance period has finished. Participants are al worth up to 300.

To be eligible for Jobmatch participants must be 18 years or over and have been contin two years or more. Time spent on certain 'qualifying' benefits may be included as part periods where people are not working (ie in prison or on a training course). Indirect be

Monitoring Jobmatch

SIA, an independent research consultancy, was commissioned by the Department for E and the Employment Service (ES) to keep a database recording information on all Jobı year of the scheme. Their database consisted of records of information for individual p taken from different administrative forms supplied by the four pilots at different stages

The Jobmatch year is split into 13 four week periods, often called Jobmatch (or JM) pe records on all starters in the first 11 periods plus some, but not all, of the participants st timing of this report was such that it could not be delayed to allow all data from period

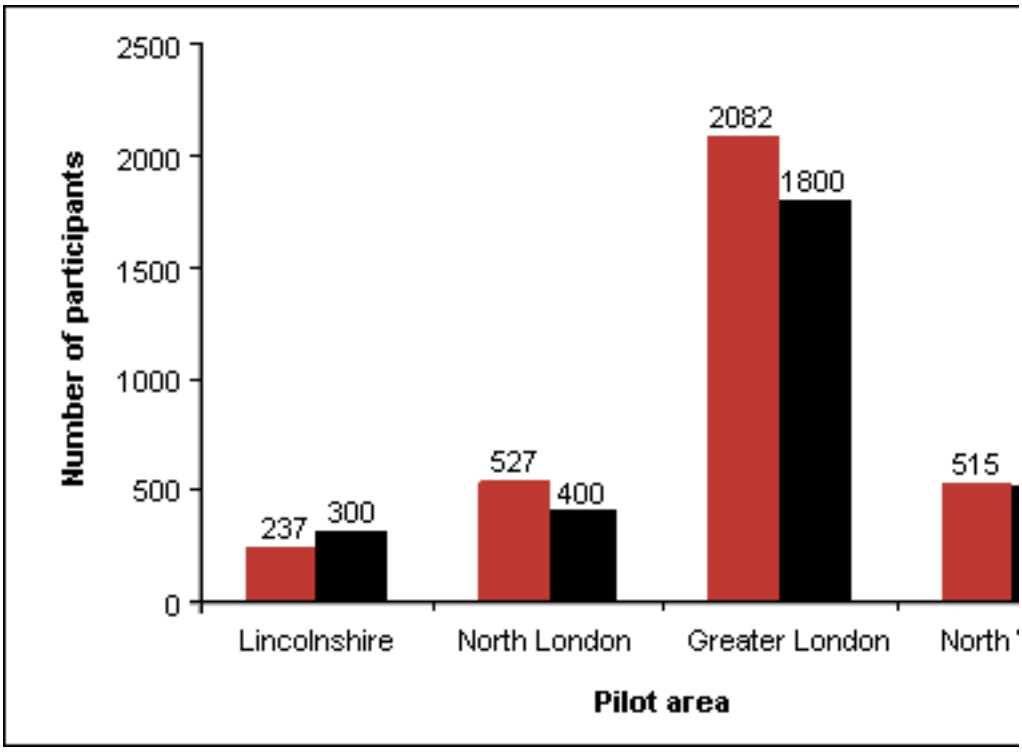
A branch within the DfEE also collated information on the numbers of Jobmatch starte was more timely but less detailed than the main database.

The figures quoted in this report are from either the database or the DFEE's own admir

Jobmatch Starters

The total number of starters in the pilot year was 3,361 - 12 percent more than the targ starters was fixed by the budget for the pilot year: 5m in total and about 4.23m for the below shows the number of Jobmatch starters against the target in each region.

Starters and Annual Opportuities by Region



All pilot regions, apart from Lincolnshire, exceeded their targets. Despite failing to ach Lincolnshire was the region where Jobmatch had the biggest impact. This may, in part, operated in the region during 1993/94 and so there was already some local familiarity.

Take up

The take up and annual opportunities in each region reflect their different economic an Clearly Greater London has the greatest level of participation partly because, it has the the most part time vacancies to fill. To compare pilots in more detail some background

The number of starters in Lincolnshire represented about seven percent of the eligible areas the corresponding figures were five percent and in the North West four percent.

Jobmatch would be expected to have most impact where the incidence of part time vac full time vacancies relatively low. This assumes that full time vacancies are still more a for those seeking employment

In Lincolnshire, the incidence of part-time vacancies was much higher than in any othe time vacancies notified in a typical month in 1995/96 for every 100 claimants in the eli full-time vacancies was also much higher. Part-time vacancies made up a high proporti indicating part-time work was important to the economy.

- Overall, the labour market in Lincolnshire was perhaps more favourable for a in other regions.

In North London, the amount of both part-time and full time vacancies notified was lov

Furthermore, the proportion of vacancies that were part-time was lower than in any reg

- When measured in relation to these conditions, Jobmatch appears to have bee

Payments

Training vouchers

343,000 of training vouchers were issued to 1,143 participants. Of these, 30 percent we London where vouchers were automatically issued upon starting. This did not happen

Almost 157,000 of training vouchers have been spent so far - 29 percent of the value o
varied between regions - from 19 percent in North London to 57 percent in the North V
participants had been issued with vouchers).

Bonus payments

By the end of the Jobmatch year 664 bonus first or second payments had been made. T
(10 percent of all starters) had received the 32 week bonus payment at the time of this
payments had been made in North London, where the ratio of bonus payments to partic
of bonus payments to participants was in Greater London where, only 163 were record

Summary of starter profiles

Much of the interest in the information collected on Jobmatch has centred on participa

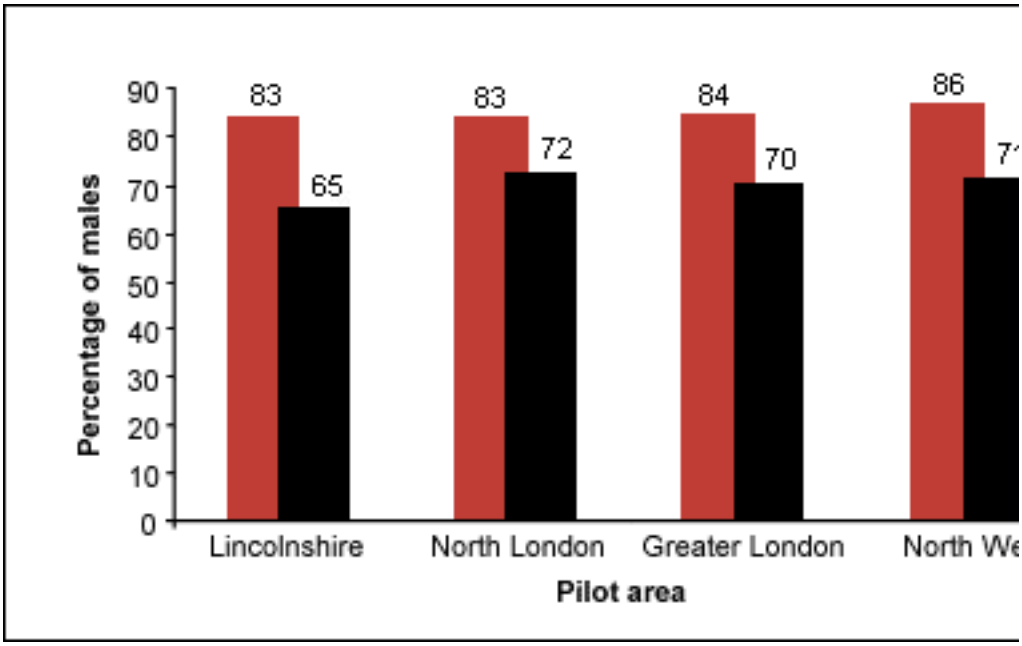
Gender

The proportion of males, overall, on the Jobmatch scheme was 70 percent. This figure
shown below.

The table also shows the proportion of males in the eligible population (those unemplo
1995/96. In all regions, the proportion of males on Jobmatch is lower than the proporti
largest difference - 18 percentage points - being in Lincolnshire. However, of those wh
winter 1995/96, the proportion of males was only 18 percent.

- So, although Jobmatch attracted a higher proportion of females from the eligi
  males into traditionally female preserve of part-time work.

Proportion of males on Jobmatch



Age

Of all participants, 36 percent were aged between 25 and 34. This was the largest age g
Lincolnshire, where participants had the highest average age, 38, and 20 percent of par
with the youngest participants on average was the North West, where the average age v
51 or over. The average age of all participants was 34 and the same for males and fema

Ethnicity

Overall, the proportion of whites was 71 percent, but this varied widely between pilots
nearly all participants were white. In North London 56 percent were white, with 24 per

Greater London two thirds were white and the largest ethnic group was Black people.

These proportions are likely to reflect the ethnic mix in the underlying eligible populat available. Amongst those unemployed for one year or more, nation-wide, the proportic percent but this varies greatly between towns, cities and counties.

Duration of unemployment

Of all participants, 97 percent were eligible due to having been continuously unemploy the remaining participants were eligible due to time spent on other qualifying benefits known to have been eligible as recipients of indirect benefits. Not all of those starting J eligible group included those already working and signing as unemployed.

Benefits received

Of all participants, 90 percent were receiving income support before Jobmatch, 11 perc unemployment benefit. A minority, two percent, were receiving other benefits includin family credit.

Dependants

Across the four regions 72 percent of participants had no dependants. In Lincolnshire t and it was lowest in North London at 70 percent. The proportion of participants with o percent overall and did not vary substantially between regions.

Qualifications

In North London 42 percent of starters had no qualifications compared with 25 percent figure was 33. The best qualified participants came from Greater London, where 20 pe

The level of qualifications varied substantially across age and ethnic groups. Older par general - 44 percent of those 35 and over had no qualifications compared with 24 perce qualified ethnic group was Black participants of whom only 17 percent had no qualific group, qualified to a higher level than whites - 22 percent had A levels or a degree com

Average hours worked and wages

Nearly 80 percent of all participants began the scheme working between 16 and 25 hou similar in all four regions as was the average hours worked per week at 20.

Excluding the Jobmatch allowance - around 65 percent of all participants were earning Around 90 percent of this group were working between 16 and 25 hours. Participants i earning on average 64 per week. The North West, however, had the highest proportion less than 50 per week. Unsurprisingly, wages in the two London pilots were much high and were over 83 per week in both regions.

Average hourly pay mirrored the differences in weekly wages.

Early leavers

Participants reasons for leaving the Jobmatch scheme early varied according to both pe circumstances in their area.

Measurement

In order to measure early leaving accurately, the proportion of early leavers was calcul began during the first six months of Jobmatch. All of these individuals would have eith scheme or left early by the end of March. An individual starting after the end of Septer after 31st March 1996. This approach is the most precise available. However, it does to data and may still lead to an under-estimate of the rate of early leaving.

Incidence

The percentage of early leavers overall was 13 percent across the three pilots excludin leaving information was available. This varied substantially between regions as shown number of weeks spent on the scheme before participants left. Lincolnshire has the hig leaving early. Moreover, early leavers in the region stay for the shortest time - only 9 w percent) left within 6 weeks of starting. This may reflect the high proportion of full tim

Rates of early leaving by pilot area

Pilot region	Percentage of early leavers	Ear
Lincolnshire	19	9
North London	Unknown	Unk
Greater London	11	10
North West	9	13

Participants in the North West were the least likely to leave early and those who did st the three pilots. Again this may, in part, reflect the employment conditions in the regio

Nearly two-thirds of early leavers left within eleven weeks of starting; the longer a par were to leave before completing 26 weeks. The average length of stay for early leavers

Reasons for leaving

Of the early leavers, approximately 60 percent had stated reasons for leaving the schen for leaving were the job itself ending (due to the work being seasonal or temporary) or employer. Some had left due to health problems and for others the allowance was stop fallen below 16 per week. Few participants had left of their own accord - only ten of th had left voluntarily.

Completers

Completers were identified automatically when participants who had not left early had

Changes in circumstances

One of the objectives of Jobmatch as set out in the Definitive Statement of Policy was

... increase their earnings to full time work levels by securing full time work with the fi they work with the first employer; finding one or more additional part time jobs; findin employer; or retaining the first job and becoming self employed on a part-time basis."

There is little evidence that a substantial number of completers had been able to increa started. The proportion of completers identified as working more hours after 26 weeks just four percent. A smaller proportion of participants were working fewer hours at the

On some starter forms the number of hours worked was recorded imprecisely. The natu occupations, meant that some participants' hours varied each week. Furthermore, Jobm asked to report any change in their circumstances to the pilots. It is likely that not all p

Another, more accurate assessment, of changes in hours/jobs during the scheme can be participants reaching the 32 week stage. Using these details, overall, 27 out of 85 (32 p beginning of the scheme - 23 (27 percent) of these had increased their hours. This com of 4 percent (who increased their hours) for participants at the 26 week stage. For thos average increase in hours worked was just over 12 per week.

Profile of early leavers and completers

The characteristics of early leavers and completers were very similar. The average age as that for completers. Similarly the proportion of males amongst early leavers was onl proportion amongst completers. However, there were marked differences in ethnicity. I

Black and less likely to be Asian than were completers. The hours worked and wages e
completers were broadly the same.

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growth by promoting a competitive, efficient and flexible labour market.
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Department for Education and Employment

IMPACT OF REDUNDANC
LOCAL LABOUR MARKE

Barry Moore & David O'Neill

ISBN 0 11 270965 6 25.95

Research Brief

The Department for Education and Employment and the Scottish Office commissioned investigating the effect of large scale redundancies on local economies. The report's ai following:

a. The propensity of redundant workers to become unemployed in the relevant t
b. The reabsorption rate of redundant workers from unemployment into local TT destination' of other redundant workers,
c. The extent to which this reabsorption into employment displaces other worke employed in the TTWA
d. Differential impacts in (a) to (c) caused by; age, sex, skill level and position i
e. The indirect effect of the redundancy on the local economy of the TTWA via reduced orders from the company making the redundancies,
f. The induced effect from the reduction in disposable income, and hence spend
g. Using (e) and (f) to derive the overall local employment multiplier.

Five case studies were undertaken, as follows:

a. British Aerospace (Hatfield, Dynamics Division), Hertford and Harlow TTW
b. British Aerospace (Strand Road Preston, Military Aircraft Division), Preston
c. British Coal (Rufford, Shirebrook and Clipstone collieries), Mansfield TTWA
d. ICI Fibres, Harrogate TTWA,
e. Ravenscraig, Lanarkshire TTWA,

The methodological approach consisted of surveys of redundant workers, supplier com was supplemented with analysis of official statistics, a review of existing literature and players involved in local economic development.

The destination of redundant workers

There are a variety of options open to individuals after redundancy. Looking at the exp five case study areas shows that 34% entered unemployment immediately following th survey, on average 23 months later, 20% of people were unemployed. The results show Of those who entered unemployment immediately following the redundancy only 32% survey, while 52% were in employment.

Twenty two percent entered employment immediately after redundancy. By the time th reabsorption back into employment had risen to 59%. Twenty nine percent entered eith immediately after redundancy. At the time of the surveys, 68% of these individuals we unemployed. Fifteen percent of people became economically inactive immediately afte

so with 79% of this group inactive at the time they were surveyed.

The propensity to enter unemployment immediately following redundancy varied cons relatively low in Lanarkshire (12%) and Mansfield (25%) because of the attractiveness components of the redundancy package in these areas. It was also relatively low in Ha level of the workforce an important determining factor. The chances of a redundant wo immediately after redundancy were higher in Preston (46%) and Hertford (53%).

At the time of the surveys, the propensities to unemployment of the case study sample Harrogate remained considerably below average at 11%. The propensity to unemployn survey was also relatively low at 14%, in part due to the age profile of the workforce; Preston sample were aged over 50, with a resulting high propensity to become econom Mansfield and Lanarkshire, the chance of being unemployed at the time of the surveys respectively.

Factors influencing the propensity to unemployment

A number of individual characteristics, e.g. age, policy factors, such as assistance recei of the local labour market will affect individuals' chances of being employed, unemplo

Immediately after redundancy women were marginally more likely than men to becom of the survey women were significantly less likely to be unemployed (12% compared t proportion of women being reabsorbed into employment.

Immediately following the redundancies, the 25-39 year old age group were significant become unemployed. In contrast the 50-59 year old age group were significantly more become unemployed. At the time the surveys were undertaken, the relative employabil pronounced with a positive relationship between age and the propensity to unemploym group due to their high propensity to become economically inactive.

Immediately following the redundancies, those in managerial occupations had a relativ unemployment (29%) while skilled manual workers had a relatively high propensity to time the surveys were conducted, skilled, and semi/unskilled manual workers had a sig unemployment (23% and 24% respectively). Whilst those in service and professional c unemployment (10% and 6% respectively).

There seems little link between the state of the local labour market and the immediate areas with the highest unemployment rates, Mansfield and Lanarkshire, had the lowest unemployment. However, the outplacement/ training packages offered to redundant wo are the likely cause of this. At the time of the survey the expected positive relationship rate and the propensity to enter unemployment emerges.

Factors influencing the reabsorption rate into employment

Both immediately following redundancy and at the time of the survey, women are sign enter employment. The chances of being employed decline with age at both points in t secretarial and sales occupational groups had a significantly higher reabsorption rate th manual workers had a significantly lower reabsorption rate than other groups in both ti

Immediately following the redundancy, the reabsorption rate tended to be higher in are unemployment. Preston is a notable exception, although the areas' low immediate reab large proportion of redundant workers aged over 50 and the resulting high propensity t following redundancy. No particularly clear pattern emerges between local economic c at the time of the surveys. This suggests that differences in the characteristics of the sa explaining differences in the propensity to enter employment.

The rate of reabsorption into self employment was also reviewed Men were more likel employed. Those aged 18-24 years are significantly less likely than other groups to bec to self employment peaks between the ages of 40 and 49, after which it steadily decline professional occupations are more likely to enter self employment. Clerical, secretarial

likely to enter self employment probably because these jobs are predominantly female significantly less likely than men to enter self employment.

No apparent pattern between self employment and economic conditions in the case stu individual attributes are more important in determining propensities to enter self emplo

Displacement

In assessing how local labour markets adjust to large scale redundancies, it is importan net of displacement. Displacement occurs where a firm employs a redundant worker in individual. In this instance, the (net) displacement rate is defined as the proportion of j firms making redundancies that would otherwise have been filled by local school leave net displacement rate of 50% would mean that, for every two ex-employees of the firm local firms, one local person who would, in the absence of the redundancies, have beer

The overall net displacement rate was 42%. Displacement varied more between occup within such groups. For example, net displacement of semi/unskilled manual workers in the different areas. While overall displacement of this group was 62% compared to managerial and technical jobs.

Linkage and multiplier effects

A large scale redundancy is usually associated with a corresponding curtailment or ces demand for inputs from local suppliers. Supplier companies respond to a reduction in linkage effect.

A proportion of those made redundant find work. However, these new jobs may be at a previously. The remaining proportion of those made redundant do not find work at leas in income.

Together these two effects cause an overall decline in local income leading to a reducti may respond by shedding employees. This is the income multiplier effect. The initial l with the linkage and multiplier effects, represent the total employment impact of large markets.

The existence and size of the linkage effect varied between case studies. In Preston, th the work, and contracts, specific to this site were transferred to other BAe sites in the l effect was very high, increasing job losses by 62% of the direct losses due to redundan to contract out locally increasingly large amounts of work prior to closure. In the other ranged from 3% to 8% of the direct job losses. In the five areas together, the linkage ef Lanarkshire reduces the overall linkage effect to 4%.

Since there is little variation across areas in the income multiplier, the total multiplier e size of the linkage effect. Including Lanarkshire the total overall multiplier is 22% of t Lanarkshire reduces this figure to 8%.

Labour Market Analysis

An evaluation of the impact of the redundancies using trends in claimant unemployme undertaken. It is extremely difficult to specify the existence or extent of the impact of t TTWA claimant unemployment. A variety of other factors may have created spurious r redundancies and TTWA unemployment, or, alternatively, swamped genuine relationsh

These important caveats aside, the following conclusions can be drawn. In Preston and had a significant negative impact on trends in local unemployment. In Lanarkshire the decidedly short lived, while in Hertford the impact has been negligible. However, it is differences in local labour market responsiveness, as the average unemployment rate a of the TTWA employees in employment show no consistent correlation with the impac labour markets.

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Department for Education and Employment

Research Brief

DOES GUIDANCE WOI
AN EVALUATION OF T
INTERMEDIATE OUTCOM
GATEWAYS TO LEARNIN

**John Killeen, University of Hertfordshire & National Institut
Education and Counselling**

ISBN 0 11 270960 5 25.95

Gateways to Learning

'Gateways to Learning' was administered by selected Training and Enterprise Councils services to help adults find suitable education and training, and, secondarily, work oppo across TECs, but generally include the short-term unemployed. Arrangements for the p but commonly this was done through established providers in both the public and priva redemption basis. In 1994/95, 40 TECs operated Gateways.

Aims

The main aim of this study was to assess the intermediate outcomes of Gateways upon unemployed people. The outcomes of most concern were 'intermediate' in two senses. might evolve over a modest period of time: up to one year after guidance. But second, follow on from the immediate impact which guidance has upon the knowledge and pla 'guidance learning outcomes'). The most obvious intermediate outcome is entry into ed entry into work and movement out of unemployment, which does not necessarily acco opportunities.

A subsidiary aim was to throw some light onto the characteristics of people who use gu characterisation is confined to the short-term unemployed.

Design

Gateways guidance is a modest intervention into a process of search which may extenc most Gateways clients spend less than one hour, in total, with an adviser. In the absenc the assumption that outcomes may be commensurate with the scale of intervention, a n was adopted. The Gateways and Comparison samples were approximately equated in r gender, location and age group. Divergence of the samples on factors upon which matc assessed at the first follow-up were taken into account in analysis. Interviews took plac Gateways sample had received their guidance. A second postal and telephone follow-u

The Gateways client sample was also examined in the manner of the more familiar 'cli sources, amount and nature of guidance received, subjective perceptions of that guidan it.

Guidance provided

The most commonly recalled provider of guidance was the Careers Service. TEC Guid guidance services were also frequently used. Guidance usually lasted no more than one provided by individual interview. But significant numbers took skill or interest tests, us and attended their place of guidance on more than one occasion.

Guidance usually included the discussion of past experience, work interests, future pla

considered training or education to the point at which the places where these might be

People who use guidance

The factors which may distinguish those who use guidance, and which may also be rel expectations, can be summarised in two general hypotheses. The first is the deficit hyp remedial activity for people with exceptional difficulties to confront or poorer labour m wise search hypothesis. People who use guidance may be demonstrating the superiorit may in other ways have better prospects.

The Comparison sample illustrates some of the characteristics of short-term unemploy guidance in the one year period before being interviewed. This is because people in ea alternatives to Gateways during that time. In the Comparison sample, guidance users te qualified than non-users. They were less likely to hold vocational qualifications overall them at 'National Certificate' level or above. They were more likely to hold academic q level qualifications such as A-levels, degrees and their equivalents. Moreover, guidanc full-time education or participated in open-learning or part-time courses. Allied to thes have been working (rather than in education or some other activity) in the period imme which brought them into this study. They had more often begun their search for opport unemployed.

Some of these distinctions are reflected in differences between the Gateways and Com Gateways sample was better educated: 14% more had remained in education after the a academic qualification of some kind and 11% more held a degree or its equivalent. Sim sample had most recently held managerial or professional jobs, and in the five-year per sample members had experienced less unemployment (approximately two months less

Each set of comparisons is more consistent with the 'wise search', than with the 'deficit in turn, the need for caution in the interpretation of crude differences in outcome betwe they are favourable to Gateways.

The client's view of Gateways

Three-quarters of Gateways clients thought it helpful. Many said it made them feel mo interest in education or training. Guidance 'learning outcomes', such as awareness of op ideas about how to go about further search were often reported.

About a third of respondents said that they had applied for education, training, or a job Detailed questioning about a range of specific opportunities revealed that nearly a quar kind of education or training to the guidance they had been given about it. When jobs, Service provision for the unemployed are also considered, even more said they entered in guidance, and as a result of that guidance. Only a small minority of these people alre of entry into an option, but a quarter of them also attributed entry into a similar kind of received, additional to their Gateways guidance. Some of these attributions may have b as a result of referral between providers.

Subjective estimates of effectiveness, such as helpfulness ratings, are correlated with e Gateways. That is to say, retrospective claims about helpfulness or the impact of guida us something about intermediate outcomes and the role attributed to guidance in findin However, this does not necessarily imply that subjective estimates made soon after gui implication.

Moreover, if the beliefs of clients are correct, and Gateways functioned, as large numb of search, this may have been as an alternative to other, equally effective methods. The special contribution made by Gateways must be separately answered.

Effects on education, training and work

Education and training were considered in two ways. First as a 'main activity': this mig training or part-time education or training, and in the latter case, on, or off, the unempl

only a partial account. Education and training were also considered as an 'additional ac
employment, to which priority was given in recording main activities, or in the form o
similar activities.

Initial movement into education and training as a main activity was three times greater
Comparison sample, in the period to the first follow-up, and twice as great, in the perio
follow-up, the rate of movement into additional education and training was twice as gr
Box 4). Examinations of the effects of Gateways upon entry into education and trainin
who did and did not respond at second follow-up, by survival analysis and logistic regr
explanatory factors relating to previous employment and training, educational attainme
alternative sources of guidance, etc., were considered. In all of these examinations, Ga
strong positive effect.

Increased rates of participation in education and training did not result in lowered rates
the first sweep, equal numbers of each sample had first entered work and by that time,
(1.6%) were in work of some kind. By the time of the second sweep, this gap had wide
the Gateways sample but fewer (50%) of the Comparison sample were in work. Howe
time in the period up to the second follow-up is considered in relation to rival explanat
currently possible to be confident that the employment outcomes of Gateway sample m
than those of the Comparison sample.

Effects on registered unemployment

At the time of the first follow-up 64% of Gateways clients, but only 51% of the Compa
sort of change in their main activity. This might not take them out of registered unempl
unemployment can be with or without part-time education. However 5% fewer of Gate
unemployment register, or had returned to it after a brief intervening period of educatio
Comparison 57.7%).

At the time of the second follow-up the numbers in each sample who had experienced
88% of the Gateways sample and 78% of the Comparison sample had made some sort
Gateways sample at first follow-up persisted, and 5% fewer were registered unemploye
33.6%).

When examined by survival analysis and logistic regression, a significantly higher pro
shown to have left the unemployment register at some time. This does not remain true
follow-up when they are considered separately. This is, in turn, at least partially becaus
register by the time of the first follow-up reduced the probability that Gateways sample
second follow-up.

Conclusions

The overall conclusion is, therefore, that Gateways is significantly associated with entr
that it is primarily for this reason that greater movement off the unemployment register
not to switch people from work to education and training, but rather, to raise the probal
raising the probability of entry into education and training. The existence of prior moti
samples unobserved in this study cannot be discounted. That is to say, people who are
may elect in greater numbers to use guidance called 'Gateways to Learning'. Guidance
choose to use, not something which is simply done to them. But until we are prepared
conduct controlled trials, subtleties of this kind will always be entertained.

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Research Brief

ESTABLISHING SMALL F
TRAINING PRACTICES, N
DIFFICULTIES AND USE OF I
TRAINING ORGANISATIO

James Curran, Robert A Blackburn, John Kitching, Juli

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Introduction

Improving workforce skills and knowledge through training is widely regarded as cruc performance and competitive position. Small businesses are now responsible for a very activity and jobs in the UK economy. However, it is generally accepted that small firms training for both owner-managers and workers.

This study reports findings from a research project commissioned by the Department fo aims of the project were to assess: the extent and types of training carried out in small training, and any failures to train; the difficulties small employers encounter in conduc experiences of, and need for, support services including those provided by Industry Tra Enterprise Councils and Business Links; and the policies of Industry Training

Organisations towards small firms.

Previous research has stressed the importance of informal training in small enterprises. training is adopted to include both formal and informal types of skill and knowledge ac training of both owner-managers and workers in firms with 1-199 people in manufactu study incorporated a number of separate stages: a telephone survey of 751

owner-managers; face-to-face interviews with 70 owner-managers; face-to-face intervi had had contacts with their Industry Training Organisation; and face-to-face interviews Both quantitative and qualitative analyses of the data were undertaken. Quantitative da been grossed-up to provide national estimates on key issues. The survey was carried ou Centre at Kingston University.

The Findings

Owner-Managers' Own Training
Over three out of four owner-managers reported undertaking training themselves durin was in-house: only a third had undertaken external training. Owner-managers of larger external training than owners of smaller businesses. Owners of service businesses were external training followed by owners in construction and owners of manufacturing firm

Owner-managers' most popular training topics were health and safety, product knowled computing and IT. The latter is particularly significant given the growing importance o topics ranked substantially higher than financial management and business planning sk

Much owner-manager training was self-directed but a wide range of other sources were less important than other sources although some owners probably receive training supp private providers.

Owner-manager training was typically of short duration. This helps explain the lack of 10 per cent had obtained, or expected to obtain, a formal qualification of any kind. Trai specific short-term needs of the business with relatively little devoted to growth or bus

Workforce Training

Just over a quarter of firms had written training plans and only 10 per cent had a dedica positively related to size of firm. Services firms were more likely to have a written plar manufacturing or construction.

Three quarters of firms provided induction training of some kind for workers. Even am out of 10 firms provided induction training for new workers. Provision of induction tra construction than in the other two sectors.

Continuing training (training after induction) was provided by three quarters of the firn related to size of firm. The most common training topics were working methods, produ quality and computing and IT. Most continuing training was provided in-house but ofte providers, particularly suppliers. Little of the training led to formal qualifications such

External continuing training was provided by fewer firms but over half of the owners r had received external training in the last 12 months. External training was most freque staff. The most important sources of training were educational institutions followed by TECs were less important. About 60 per cent of the owners who sent workers on exter worker would gain a formal qualification. Of these, over half reported that at least one an NVQ. Most of those owner-managers providing external training for workers were benefits.

Overall, the major factors explaining small firm training behaviour included size of bus regulatory frameworks. Lack of a perceived need for training was the most common re not undertaking more training themselves or providing more training for their workers

Use of Industrial Training Organisations and TECs

ITOs and TECs were used by about a quarter of firms. Contact was positively related t (the Construction Industry Training Board) had reached almost a third of the firms in tl TECs had a lower level of contacts in construction but did better than ITOs in services

Owner-managers who had contacts with ITOs and TECs were generally satisfied with also tended to be more likely to use other sources of training. However, there were crit of specific training to meet the particular needs of firms.

Interviews with ITO representatives showed an uneven approach to small firms. Some training standards rather than training sources. Some were optimistic about reaching sr less positive.

Policy Recommendations

Training policies should build on existing training practices, bridging the gap between externally provided training. (Some policies such as NVQs already do this). In this wa supported and more would result in portable, nationally certified skills benefiting both whole.

Small business training policy needs to emphasise initially the topics owner-managers would open the way to promoting training on topics such as business growth which ow name as immediate training needs but which would benefit the firm in the long run. Tra include explicit measures to demonstrate to owner-managers how training directly ben important trainers in small firms are owner-managers themselves and they should recei how to train their workers more effectively.

Distance learning as a means of training should be given more attention. This would su lost production where workers train away from the firm. It would also help bridge the does not lead to nationally recognised qualifications, and training which leads to portab helping the firm and the economy generally.

ITOs and TECs should be seen as complementary. ITOs should be encouraged to be m

This could also be used to augment the resources ITOs have to help small firms. For th
involvement would add an in-depth, sectoral dimension to the services they offer.

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Department for Education and Employment

Research Brief

AN ANALYSIS OF WORK
TRAINING AND SKILL SHOR

Francis Green, Stephen Machin & David V

Background

There is a relative lack of empirical evidence on the factors that induce employers to p likely to influence employers' training practice is their perception of skill shortages, bu about what exactly a skills shortage means. The question is of more than just semantic cited as one of the factors contributing to sluggish productivity growth in Britain. So it they represent as reported by employers, their causes, and their implications for establi

In order to better identify the factors that encourage and influence employers' training p employers' perception of skills shortages, the former Employment Department commis Economic Studies at the University of Leeds to undertake some secondary analysis of Manpower & Skill Practices Survey (EMSPS). Through descriptive and econometric a (combined with some data from the 1990 Workplace Industrial Relations Survey, to wh project aimed to: (i) examine the wider determinants of training in British establishmer skills shortages for these establishments, and in so doing examine the causes and some

The determinants of training

The researchers focused on continuing training (ie. all training other than initial), and t might be expected to influence training. They performed the analysis separately for dif the variables proved insignificant in determining the intensity of training provided, but things being equal, more training is provided for:

- each occupational group where that group's presence in the establishment is r
- most occupational groups in large establishments, where a trade union is reco
- certain occupations according to other variables, eg. when the female and part low, or when the establishment is foreign-owned and is in the private sector.

More detailed findings for particular occupational groups are included in the full repor

Skill shortages

The results on the meaning, causes and effect of skill shortages were less conclusive. T whether establishments had faced any skill shortages in the past 12 months; whether th whether there were qualities that their employees lacked. There might be a link betwee shortage and problems with the other two variables - these, in particular hard-to-fill va shortages' are interpreted.

Considerable overlap was found between the concept of skill shortages and hard-to-fill means universal - a fair number of establishments had experienced one without the oth overlap between establishments reporting skill shortages and also reporting deficiencie (but weaker than for hard-to-fill vacancies). Different establishments clearly have diffe actually is, so research which confounds skill shortages and hard-to-fill vacancies may

Some differences were found in the determinants of skill shortages and of hard-to-fill v product market increased the likelihood of an establishment having a skill shortage, bu to-fill vacancies. Recognition of a trade union reduced the likelihood of experiencing h skill shortage.

Further analysis of the effects of skills shortages, revealed the limitations of the data fc researchers linked the skill shortage measure from the survey with two economic perfc performance and labour productivity. They also explored possible links with the introd products & services, and IT. No discernible effects were found, but there was a fundan economic performance measures pre-dated the reporting of a skill shortage. As for the introduction of different types of new technology, they were co-incident with the repor indications of a positive relationship between skill shortages and the introduction of ne not clear.

The authors suggest that in order to properly evaluate the impact of training and skill s longitudinal establishment level data set is required - one that tracks training and skills information on consequent financial and productive performance.

Biographical notes

Francis Green is Professor of Economics at the University of Leeds. He was previously at the University of Leicester and a member of the Centre for Labour Market Studies.

Stephen Machin is a Reader in Economics at University College, London; he is also a Economic Performance at the London School of Economics.

David Wilkinson is a research assistant at the Centre for Economic Performance at the

All three have worked extensively in labour market research, and in the areas of emplo

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Department for Education and Employment

Research Brief

FEASIBILITY STUDY EVALUATION OF GUIDAN EMPLOYED ADULTS

Michael White, Heather Rolfe (Policy Studies Instit & John Killeen (University of Hertfordshire & NIC

ISBN 0 11 270958 3 25.95

Awareness has been growing of the potential value of careers guidance both for indivic increased emphasis on adult continuing education and training (CET), and on individu including through lifetime learning, provide one of the chief justifications for adult gui assumed to make choices of education and training in an efficient way if they are well decision. Adult guidance may also be important for job search and career development for young people at the start of their careers, but adults may also have need of continui of an increasing rate of economic change.

However, there has been a lack of evidence concerning the actual impact of guidance f who are already in jobs. How much do people gain, and in what ways, when they mak services? The project was devised to assess the feasibility of carrying out a rigorous ev involved

- discussions and fact-finding with six TECs and their major providers of adult
- short telephone interviews with a further 15 TECs;
- a workshop which involved researchers and practitioners in a wide-ranging di
- and study of the relevant issues of design, measurement and analysis.

The following are the overall conclusions of the feasibility study, which are presented The full report provides the detailed evidence and reasoning which underlies the concl

i Is there sufficient guidance activity to make evaluation possible and worthwh

At the time of the project, the answer was `Yes' since a reasonable number of TEC area clients and a well developed range of guidance services. But much of this provision se sensitivity of client numbers to the degree of charging subsidy, and (ii) the dependence short-term funding.

It would therefore be essential to precede any study with a brief, intensive up-date on c employees.

ii Is there a feasible method of identifying and accessing a sample of guidance

The best method would be obtain a prospective sample by issuing a questionnaire to cl appointment for guidance. This could only be achieved through the TECs and their (m issue the questionnaires. TECs active in this field appeared to welcome involvement in this type.

iii Is there a feasible method of identifying and accessing a valid comparison s

The most feasible type of study is the matched comparison design. This involves the co of non-users of guidance, with similar background characteristics to employed users of concern cost-effectiveness of sampling, and reduction of the risk of poor matching. The substantially affected by the amount of screening which has to be performed in order to

To construct a cost-effective comparison sample, it will be desirable first to conduct a s *participants only*, which will establish the key characteristics which need to be matche

Depending on the results of this pilot study, the comparison sample would then be obta or by a postal questionnaire sift of an initial random sample of individuals.

iv Can information about post-guidance outcomes be collected in a cost-effecti

The aims of the evaluation can be achieved by a three-stage survey procedure:

1 an initial self-completion questionnaire survey (also used to recruit the guidance

2 a detailed personal interview conducted after 12-15 months

3 a further follow-up at 24-30 months by means of a postal questionnaire survey, w response rate.

Attention will be needed to procedures for maintaining contact with the respondents be will be important for achieving a high overall response.

Although full results would not be available until the end of the project, information fr considerable value, including to TECs and providers of guidance.

v Can plausible measures of post-guidance outcomes be constructed?

The most useful economic measure of post-guidance outcomes will be earnings relativ expected in the absence of guidance. The matched comparison design is capable of pro for such an outcome measure.

Gains in skills and qualifications can also be validly used to assess the potential longer guidance. Furthermore, such gains, conditional upon entering a formal education/traini of the impact of guidance upon the efficiency of CET choices.

The study should also address job satisfaction and, more generally, the impact of guida including well-being which comes from increased confidence in planning and developi

A small-scale, qualitative study could be of value in complementing the quantitative in However, this would have significant cost implications. A justification for such additio policy interest in exploring aspects of guidance which could not be readily included in with stress, or the impacts on the individual's family.

vi Can the outcome measures be analysed in a rigorous way to produce reliabl guidance?

The evaluation considered a number of forseeable complications in the analysis. These addressed in order to generate correct and reliable estimates of the effects of guidance. complications can be resolved by the application of existing statistical and econometric

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Department for Education and Employment

THE RETURNS TO GRADUAT

Steve Lissenburgh and Alex Bryson
Policy Studies Institute

ISBN 0 11 270953 2 9.95

Research Brief

Purpose of the study

This study estimates the short-term returns to obtaining a degree level qualification by graduates with a sample of non-graduates who were academically capable of entering l so.

Analyses compare the effects of higher and first degrees, relative to other highest quali occupational and earnings outcomes.

Comparisons are also made between different groups of graduates to estimate the impa

The data

The data are drawn from the England and Wales Youth Cohort Study (YCS) which trac cohorts of young people over the first few years after the end of compulsory schooling questionnaires. This sample reached the end of compulsory schooling in 1986 and they to 1994.

The 1,311 graduates in this cohort were compared with the 803 non-graduates who hac in public examinations by age 16. This definition was chosen for the comparison group that these students could be admitted to the A level courses which are still the most usu

This cohort entered higher education in the late 1980s before the significant expansion first half of the current decade.

Analytical methods

Estimating the returns to higher education with precision required multivariate techniq range of variables which may also influence labour market outcomes (e.g. family back attended). Appropriate estimation procedures were used for each set of analyses depen the technical difficulties encountered. A correction term was employed to allow for bot graduation; this rarely had a significant effect in the models, indicating that unobservec and non-graduates did not seriously affect the results.

Time spent in paid work at age 22/23 years

Graduates who were economically active spent less time in paid work during this peric degree graduates and higher degree graduates averaging 10.4 and 10.2 months respecti over 11 months for non-graduates. However, this difference was largely accounted for labour market experience and their relatively recent commencement of job search.

Once account is taken of foregone experience in the labour market, obtaining a degree amount of time spent in full-time work at age 22/23.

There was, however, one sub-group for whom this was not entirely the case: non-gradu qualifications (mostly BTEC Higher qualifications) spent significantly more time in pa to graduates, even after the introduction of the work experience variables. This was be

NVQ Level 4 equivalent without foregoing the labour market experience which provec subsequently spent in a job.

The proportion of time spent in full-time employment at age 22/23 was also consistent higher examination scores in Year 11 (i.e. at age 16). This indicates the importance of ' this group of relatively high achievers.

Compared to other graduates, those with science, mathematics and engineering-based work at age 22/23, especially in full-time jobs. Engineering and technology degrees we men, whereas science degrees were most beneficial in getting women into full-time job

Likelihood of employment at age 23/24

Compared with estimates of the impact of graduation on the time spent in employment between achievement of graduate status (or other highest qualification) and this later ol respondents have had more opportunity to achieve a positive employment outcome.

Initial observations suggested that male graduates were less likely than non-graduates Female graduates were just as likely as female non-graduates to be in a job, and were r have a job. However, once previous labour market experience was controlled for, male the same likelihood of being in a job - and female graduates were more likely to be in a

Once family formation variables were brought into the model, however, there were no members in their likelihood of employment at age 23/24. This suggests that the appare graduates had when compared with female non-graduates was explained by the postpo than by increased employability.

Overall, therefore, graduate status had no impact on employment status at age 23/24, e

Entry into Professional Occupations at age 23/24

A definition of occupations which are particularly reliant on degree level skills was der a cut-off point of 40 per cent graduate penetration for a job to be classified as a 'gradua all but one of the 'graduate occupations' being in the Standard Occupational Classificat consists of professional occupations. The additional 'graduate' occupation was that of c has traditionally been classified as an associate professional/technical occupation, but i graduate occupation.

41 per cent of first degree graduates had entered 'graduate' jobs by age 23/24, compare holders.

Graduates were much more likely than non-graduates to be in graduate occupations at graduates entering 'graduate' occupations was increased by a factor of 1.85 relative to r female graduate rather than a male graduate increased the probability of being in a 'gra odds in non-graduation) by a factor of 3.22.

Overall, the impact on level of job of holding a degree-level qualification was greatest degree, or a first degree in a mathematics or engineering-based subject, or for those wh before 1992 (i.e. those who had had more time to settle into the labour market prior to

Nevertheless, some non-graduates were able to get 'graduate' jobs, especially if they ha a BTEC Higher or HNC/HND).

Earnings at age 23/24

Increased expected lifetime earnings is regarded as one of the main incentives for purs this reason, models were constructed to estimate the impact of graduation on earnings medium/long-term.

On average, graduates earned more than non-graduates at age 23/24. This is associated graduate occupations which paid considerably more than non-graduate occupations. M

cent of the male graduate mean, and female non-graduates earned 95 per cent of the fe
degree holders had a larger pay premium than first degree holders; this was related to t
'graduate' occupations.

However, the graduate pay advantage did not extend to the comparison with holders of
qualifications. This group earned more than females with a first degree, or than males v
occurred partly because substantial numbers of them were employed in 'graduate' occu
engineers/technologists or as computer analysts/programmers), and partly because mar
qualifications without sacrificing work experience to the same extent as graduates.

Those with other NVQ Level 4 equivalent qualifications also earned a pay premium re
qualifications equivalent to NVQ Level 2 and NVQ Level 3.

There was no evidence of a pay premium for graduates who were employed in non-gra
observations were made at a very early stage in the respondents' careers, such differenc
years.

Graduates also earned more if they had a degree in engineering, mathematics, computi
first degree before 1992. Engineering/technology, science and maths/computing gradua
approximately 8-9 per cent higher than that received by those with arts or social scienc
more likely to enter particular types of graduate occupations or because they entered hi

Occupational earnings

Because of the difficulty inherent in extrapolating earnings at age 23/24 to predict likel
data from the New Earnings Survey were matched to sample members according to the
earnings at a later stage of their careers.

In the longer term, the NES figures suggest that, on average, male non-graduates earn 8
graduates, while female non-graduates earn only 76 per cent as much as female gradua
relationship between pay and education, with pay rising for both men and women with
qualification level.

Holders of BTEC Highers and HNC/HNDs continued to receive a pay premium relativ
equivalent to NVQ Level 2 and NVQ Level 3 - but their pay advantage when compare
the longer term.

Although engineering and technology graduates enjoyed a pay premium at age 23/24, t
sustained in the longer term. Graduates who remain in engineering jobs rather than mo
longer term appear to suffer a pay penalty.

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Department for Education and Employment

Research Brief

THE CONCEPTUALISATI QUALIFICATIONS BY INDIVI

Pamela Campanelli (Survey Methods Centre,
Joanna Channell (Independant Consul

COLLECTING QUALIFICATI IN SAMPLE SURVEYS - A RE THE METHODS USED GOVERNMENT SURVEY

Mike Bradley, Ian Knight and Maureen
(Social Survey Division, ONS[1])

Background

Competent researchers have been grappling with the problems associated with the coll qualifications for thirty years or more, yet the perceived need for the current research i satisfactorily solved. Problems arise from the complexity of the field of qualifications a understanding of it.

For example, different individuals often give different names to the same qualification, levels of qualification) may be given the same (vague) name by different people. More population the term *qualification* itself may not have the same denotative or connotativ labour force experts.

All this is compounded by the generation effect. The oldest members of the currently e acquired most of their qualifications around 1950; there were then substantial changes qualifications over the next thirty years; while in the eighties and the nineties the speed where the spectrum of qualifications available and the terminology shifts from one yea from region to region. In a cross-section of the economically active population we see superimposed snapshots of the qualifications structure. The distorting lens has a more s informants report on the qualifications of someone of a different generation who has g the one they experienced.

This brief announces two forthcoming reports which have been sponsored by the Depa Employment (DfEE) and are aimed at issues in the collection of qualifications data. Th parallel and have focused on different aspects of the problem. The context for both enq surveys, the Labour Force Survey (LFS) and the Youth Cohort Study (YCS), although far beyond these two surveys. These two projects are described below in more detail.

The Conceptualisation of Qualifications by Individuals

This project took a linguistic and cognitive perspective to explore how individuals talk More specifically, its objectives were:

a. to find out how ordinary people understand, think and talk about qualification

b. to find out if and how these vary across the population;

c. in particular, to explore how young people understand and think about vocatic NVQs/ISVQs/ GNVQs in particular.

We suspected that problems for surveys may occur when respondents misreport, over-c because they:

1. get the name wrong (linguistic/mental lexicon problem),
2. forget that they have the qualification (cognitive problem),
3. do not recognise the name/category of qualification (linguistic/cognitive prob
4. disregard or discount qualifications which they in fact have (cognitive proble
5. misunderstand the interviewer question (linguistic problem).

The project was set up to utilise a language-based approach (making use of linguistic a survey-based approach (making use of cognitive interviewing methods and focus grou Analysis sees language production, either spoken or written, as goal oriented behaviou display of their goals, and the different ways they may choose to realise their goals in s we considered how respondents accomplished the goal of giving information about the interviewing methods in survey research make use of a series of specific techniques wh go through the process of understanding survey concepts and answering survey questic methods for the current project was a card sort application.

An underlying assumption of both the linguistic and cognitive approaches is that we ca respondents' conceptual map of the world of qualifications. What we can see is what th One way in which this is shown is through their talk. They also display their understan actions when asked to perform card-sorting tasks.

The data consisted of:

- transcripts of six OPCS one-to-one interviews,
- transcripts of five focus group discussions, talking about qualifications,
- results of several 'card sorts' administered to individuals prior to the focus gro
- results of a 'cardsort-like' exercise administered to DfEE researchers,
- a questionnaire completed during the recruitment/screening interview with ea
- a questionnaire which was sent to DfEE researchers enquiring about problems survey data on qualifications, and
- a NVQ knowledge question from the Youth Cohort Study (Cohort 5, Sweep 3

A brief look at the language of qualifications suggests that:

- talk about *qualifications* tends to be vague rather than precise, unless the spec full information,
- qualification titles are linguistically complex, confusable and hard to remembe
- the word *qualifications* and other words in the field are ambiguous.

More specifically both the language and card sort data confirmed that the following typ surveys, that is respondents do indeed get the qualification name wrong, forget that the recognize the name/category of the qualification, disregard or discount qualifications w misunderstand interviewers' questions. These types of errors were also found to vary a

Problems of the analysis and collection of qualifications data as seen by researchers we majority of researchers had encountered problems having to do with the ordering, grou

qualifications. These problems were compounded by what they felt to be a lack of deta
(particularly for vocational qualifications) and the vast changes to the qualification syst

The report concludes with a list of points which need to be borne in mind by researche
on qualifications.

Collecting Qualifications Data in Sample Surveys - A Review of the Methods Used

This project investigated the comparative accuracy of collecting qualifications data by
postal questionnaires, telephone interview, and face to face interview. The study also e
answers in the LFS. In addition, the project included an examination of different sourc
Discussions were undertaken with statisticians in the then Employment Department an
the differing classification systems now in use. These discussions were particularly cor
qualifications statistics to international bodies and were aimed to discover what action
and included a brief examination of the coding frames currently in use in the field of q

New survey data collected for this project fell in four main areas:

- pre-pilot interviews with a small sample of 18-20 years olds who had left full
- a postal survey among a sample drawn from the Electoral Register, more than
drawn from the 'attainers' list,
- telephone interviews and face to face interviews, both based on the LFS, and
- interviews with people whose information on qualifications had been given by

Pre-pilot interviews with 18-20 year olds

Interviewing was carried out to feed into the design of a possible future survey aimed a
information about non-academic training routes and the attainment of qualifications.

The report shows that most young people are positively motivated to answer questions
subject with this age group may be expected to achieve high response rates and a good
collected. This high level of success has been observed in the Youth Cohort Study (YC

The postal survey

The postal survey was sent to 310 people whose names and addresses were taken from
150 people was selected at random and was sent a questionnaire based on the LFS qua
group of 80 young people, also chosen from the Register, was sent the same questionn
young people chosen from the Register, was sent a questionnaire based on the YCS qu
carry out interviews with all those who returned completed questionnaires. In the even
percent of those returning questionnaires about their understanding of the questions an

The report found that the postal questionnaire worked well for younger people in that t
qualifications being omitted from the form and no evidence of the omission of current
academic qualifications. On the other hand a lack of understanding and, in some cases,
system led to omission of these qualifications in some cases. Those over 25 had a great
omit qualifications, partly because they no longer use some of their qualifications voca
tendency to omit qualifications in which they had received lower grades, or which they
nature.

The postal survey has a cost advantage which does not seem to be outweighed by loss
particularly where young people are concerned. Other possibilities to consider are a mi
telephone follow-up to a postal survey and trailers to large general population surveys.

Face to face and telephone interviewing

The aim was to interview people, using the LFS qualifications questions, face to face a reinterview them, face to face and in detail on their understanding of the questions and addition interviews were carried out with people whose information had been given by were conducted with 69 respondents who had originally been interviewed face to face, interviewed by telephone and with 45 whose information had been collected from a pr

The report showed that the LFS worked reasonably well as a source of information for qualifications, but its performance was less satisfactory if it is viewed as a source of de award levels, particularly those at the lower levels, and where lower grades are obtaine

These findings were confirmed by the proportion of young people found by the survey 17- 19 year olds (the group for which cross-survey analyses are most readily available) based estimate showed 11 percent of young people having no qualifications. The YCS, Department for Education figures, gave 8 percent.

The report finds evidence that the underestimation of young people's qualifications in t information given by parents, and those directly interviewed who sometimes omit thei avoid proxy interviewing because of cost, so this will always be a limitation on the sur information on qualifications. The report makes specific recommendations for improve including a redrafting of the initial question to make it shorter and less cumbersome, a of qualifications making them easier to locate and record, prompting for lower grades a highest awards in the course of the interview.

Collecting qualifications information by proxy

Interviews with people whose original information had been collected from a proxy re sometimes a spouse) revealed this to be the greatest source of error in data collection b interviews contained errors which included omissions of awards and over-claiming.

The report concludes that any survey dedicated to the collection of detailed qualificatic information (as does the YCS.)

Biographic Notes

Pamela Campanelli is a Research Director at the Survey Methods Centre at SCPR. W and a background in psychology, social statistics and survey methodology, she has wor academic settings on both sides of the Atlantic. Her special interest is the study of surv

Joanna Channell is Senior Research Fellow in the School of English at the University researching, teaching and writing about language and applied linguistics since 1978. Sl application of linguistic techniques to the solution of real world issues.

Mike Bradley has been engaged in quantitative survey work in both public and private over 15 years he managed the British Labour Force Survey. Mike now works as a cons

Ian Knight is Head of Employment Surveys at the Office of Population Censuses and quantitative survey work for government and public sector bodies over the past 30 yea management responsibility for the operational elements of the Labour Force Survey. H application of survey techniques to new and unusual data needs.

[1]Office for National Statistics; formerly Office of Population, Censuses &
[2]Since July 1995 these two Departments have been merged to form the D Employment.

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Department for Education and Employment

Research Brief

THE OUT-OF-SCHOOL CHI
GRANT INITIATIVE
A SECOND EVALUATIO

Maureen O'Brien & Sally Dench

Background to the research

1 The Social Survey Division of The Office of Population Censuses and Surveys, tog
Employment Studies, were commissioned by what was then the Department of Emplo
the Out of School Childcare Grant Initiative in England and Wales. This followed an i
phase of the Initiative by the Policy Research Unit at Leeds Metropolitan University. T
improve the quantity and quality of out-of-school childcare in order to facilitate increa
among those who wish to combine work with family life, by parents of school-aged ch
assist with the start-up costs of new schemes caring for children out of school hours, o
at existing schemes. Its purpose is to cover initial capital costs and support operating c
During the first year of the Initiative, 1993-94, 40 Training and Enterprise Councils (T
Wales, were selected to deliver the grant on a pilot basis. At the end of this period the
together with the remaining 2 in Wales, were brought into the Initiative. The Scottish I
began development work in 1993, and the main phase of the Initiative began there in 1

2 The objectives of this research were to assess the extent of additional provision crea
the extent to which parents of school aged children had been enabled to participate mo
aims were to establish how far the schemes had achieved long-term financial viability,
provided, and to establish the extent to which schemes had helped meet childcare need
different sections of the population. It also aimed to estimate the costs and benefits to t

3 The research was undertaken between October 1994 and April 1995. A postal surve
was undertaken, along with personal, structured interviews with the managers of a sam
English TEC areas. The study also included structured interviews with a sample of par
schemes, and an in-depth case study of schemes in 8 TEC areas, involving interviews
their key partners, with scheme managers and workers, and with other relevant inform
institutions.

Childcare supported by the Initiative

4 TECs varied considerable in the speed at which they had developed the Initiative ar
had adopted for doing so. By early 1995, almost 11,000 after-school places, just under
around 8,000 holiday places had been provided, the majority of which were still being
TEC had yet to fund any schemes, 5 TECs had developed only one scheme each, while
developed in any TEC area was 36. In additional, 220 schemes, planning to provide al
approved, and over 500 further schemes were under discussion, potentially providing a
study shows that the Initiative has considerably increased the provision of out-of-schoo
country as a whole.

5 Just over half of TECs had retained direct responsibility for the day-to-day manage
a quarter managed it in partnership with other organisations, and the remainder used su
themselves were operated by a variety of types of organisations. Almost a quarter were
businesses, with one in 10 being non-profit making small businesses. Around a quarter
organisations and a fifth by committees of parents. The balance were managed by scho

6 There was no indication from the data that some types of organisational approaches
successful than others. Most TECs had little or no experience of childcare provision be
networks and other types of expertise important to the Initiative. For these TECs, partn
obvious way of overcoming their lack of experience and providing an effective approa

other hand, tensions could emerge between the child-oriented approach of the partners TEC.

7 It was clear that, for the successful establishment of schemes, the importance of cor and the ability to mobilise a variety of resources and networks could not be underestim contribution to make, particularly in the areas of training and business advice and supp have a longer tradition of involvement with childcare; organisations such as Kids Club Authority Social Services and Education Departments also have a crucial role to play.

8 Many schemes were found to have substantial need for advice, information and sup during the first years of development. Areas such as day-to-day management, attracting sometimes new to those involved in setting up schemes. The difficulties of meeting sta premises, carrying out necessary administrative work and publicity and appointing staf personal commitment and time. In some cases there was a high level of involvement o of the areas of either childcare or business. This meant that TEC development officers considerable effort beyond that which they had anticipated into the schemes.

The labour market impact of the Initiative

9 Overall, at least two fifths of respondents to the parents' survey had seen some impr position since they began using the scheme, so the Initiative has already had a measura position of many users. There was an increase of 9% in the proportion of parents in pa using the scheme, 1 in 5 respondents had increased their hours of work and 1 in 10 we parents were unemployed but had been able, because of the schemes, to attend college so far been little involvement or practical support from employers in the Initiative, bey interest.

10 For parents already in employment when they began using the schemes, the main b of mind the schemes granted. They reported an increased ability to do the job and high having greater job satisfaction and fewer unplanned absences. Overall, over half of wo of these improvements. They had been of particular benefit among parents from lower parents and those using schemes in inner city areas. In addition, some parents were abl longer hours or travel further to work than they had before.

11 The evidence suggests that the proportion of parents experiencing beneficial labour time. Among parents who had been using schemes for less than 3 months, 28% reporte market position, compared with 44% among those who had been using the schemes fo therefore, that the full labour market impact of the Initiative is yet to emerge.

The quality of childcare

12 It was a requirement of all TECs that schemes given support under the Initiative ac Children Act, and in general schemes looking for support had been successful in achie experienced in some areas over obtaining suitable premises at an affordable cost, almo obtained premises which were considered by the manager to be at least adequate for th considered to be well suited.

13 Parents expressed a high degree of satisfaction with the quality of care, the activitie security of children while they were attending the schemes. Parents of older children te of younger ones, which supports points made in the interim report relating to the qualit

14 Schemes had apparently invested considerable resources in staff training. All scher qualifications or training, although shortage of resources or a lack of suitable local cou less in this area than they would have liked. Difficulties were often experienced, howe suitable staff. This was generally attributed to the short and inconvenient hours on offe offer a level of wages which would be attractive to potential suitable applicants.

Future viability of schemes

15 TECs put considerable emphasis on long-term viability in selecting schemes for fu provided was often focused on business training and advice. Despite this, many schem securing funding for the future, and, in particular, had failed to generate interest among providing significant financial support. Nearly two fifths of schemes had sources of inc revenue from fees paid by parents. The most frequent sources of additional funding we trusts.

16 Parents' fees were providing the majority of scheme income, particularly in the lon demand had built up slowly in some schemes, and this meant that revenue from fees m schemes and TECs, in the early years at least. In addition, many schemes offered conc low incomes, for example. In areas where there was a higher proportion of such parent achieving viability from fees alone. While there was a recognition that fees might have ran out, the survey of parents indicated that even a moderate increase in fees would be on demand for places, and increases beyond 10% might effect demand substantially.

17 The case studies demonstrated that some schemes were experiencing great difficult were highly reliant on the personal and voluntary efforts of scheme staff and others inv survive financially.

18 While there are a number of examples (both from the case studies and the survey o approaching viability or had already achieved it, for many the uncertainty remained. T informants in the case study exercise that, particularly in the less affluent areas, some s viability on the basis of parents' fees alone and would need continued financial support

Costs of the scheme and returns to the Treasury

19 The scheme is likely to bring financial returns to the Treasury to offset the costs of place. These returns arise from increased tax receipts where parents have fund new job and where new jobs have been directly created by the schemes. There are also benefit s unemployed parents are no longer in receipt of benefits, or are receiving reduced benef minimal, particularly if it is assumed that the majority of jobs taken by scheme users w someone else. However, the longer parents have been using the schemes, the higher th the return in the financial year 1994/95 from parents who have been using the scheme double than from parents who have been using the scheme for less than 3 months. As t should continue to accrue while the parent remains in employment, and beyond, shoul vacated place.

Biographical Notes

Maureen O'Brien has worked in survey research for over 20 years. She is currently a S Social Survey Division of the Office for National Statistics (formerly OPCS).

Sally Dench has worked in social research for nearly 20 years. She is currently a Resea Employment Studies (IES).

The Department for Education and Employment undertakes research to help achieve it growth by promoting a competitive, efficient and flexible labour market.
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Department for Education and Employment

Research Brief

INDIVIDUAL COMMITM TRACKING LEARNERS' DI MAKING RS6

Diane Firth & Linda Goffey
Arena Research & Planning

Introduction

In 1994, as part of its programme of research on lifetime learning, the Department of E research project aimed at exploring the various aspects of the individual's decision-mal training.

The detailed objectives of the research were to understand the process of decision-mak decide:

- whether or not to learn;
- what to learn and by what means;
- how to overcome obstacles to learning which occur once it has started;
- the value of their learning.

A research methodology incorporating three elements was involved in addressing these

1. A quantitative sample of 213 individuals who were tracked over three structured at regular intervals between October 1994 and May 1995). 184 of these respondents w learning at the start of the project and 29 had not yet started, but were looking to start (learning during the fieldwork period).

2. A qualitative panel of 20 individuals. These respondents were selected from the via three face to face in depth interviews (conducted at regular intervals between Octol

3. A trouble-shooting sample of 29 individuals who were identified from quantitati made decisions/experienced problems in relation to their learning. These individuals w face in depth interviews.

Approaches to learning

Four different approaches were identified which play a vital role in all aspects of the pr to vocation learning. These approaches involved individual differences on a number of in relation to two main ones - drive (motivation) and outcome (direction of the learning

Personal approach

Individuals using this approach were inner driven and inner directed - personal satisfac involvement. Usually experienced learners, these individuals were easily motivated, bu learners. They set great store by the inner rewards of learning and could be true life-tin learning.

Utopian approach

This approach was also inner driven, but was outer directed - looking to life/life-style c the opportunity.

Often long-term unemployed/females who had never had a career, these were the most
They lacked confidence and needed support/guidance/ reassurance in order to become
learning through.

Utopians had high expectations of learning - it could be seen as a panacea for all life's
approach was outer directed in the first instance, once the individual was involved in le
could be quite great/far reaching

Qualification approach

Also inner driven and outer directed, respondents here were characterised by a more fu
learning. They were motivated by the perceived benefits of specific learning to job/care
opportunities by building on existing experience and structure rather than totally chang

Often full-time workers/the self employed, this group could dip in and out of learning a

Need approach

This approach was outer driven and outer directed and comprised two sub-groups of le
individuals looking to learning to secure the first step on the employment ladder. The s
was a pre-requisite of employment/a change in career structure (such as in the Health S

Both sub-groups needed to bridge a gap in their skills/knowledge and were focused on
rewards of learning in relation to jobs. Expectations from learning in these terms were

The learning process

A learning process comprising five key phases was hypothesised. These phases were th
and also the main exit points - individuals could cease involvement at any phase.

Each phase could be extended, compressed or even omitted entirely, depending on the
This gave rise to individual differences in the amount of time spent in any phase and th

The process had an internal momentum, whereby previous experience of learning facil

Phase 1 - Internalisation/personalisation

This was the bedrock of involvement in learning and a pre-requisite of it. Here, the ind
between learning and its benefits and took on board learning as a personal option. This
receive triggers to act/to take further action and proceed to Phase 2.

Experienced learners and those with a background where learning was held in high reg
needed little impetus to proceed. On the other side of the coin were those who could ta
of learning.

Phase 2 - Search

Having been stimulated to act, the individual set about searching for information on lea
adopted one of three different search strategies in their quest for information, but a few
worked their way through all three strategies, from the most general to the most specifi

- Learning and me - the most general strategy (geared towards answering questions
should I do), involved searching for face to face guidance as much as for information p

- Salient learning options - was concerned with what was available and where. Her
information on learning and its availability was the key and guidance more of a bonus

- Specific learning - the most specific strategy was geared towards detailed questio
requirements. Here, the availability of accurate/detailed information and learning expe

Whichever strategy was employed, in the absence of relevant and usable information, t
to the next phase.

Phase 3 (find) and Phase 4 (start)

Phases 3 and 4 were the main decision-making phases. Armed with a set of options fro reducing these in order to find the one which was the most salient and then to actually

Reducing options involved several layers of decisions. The number of layers and the d on the individual. Overall, the first layer comprised the most important decisions for th essential issues and then secondary issues came to the fore. Finally, decisions on startir

Phase 5 - Learning and completion

Learning involved a series of peaks and troughs. Peaks occurred as a result of novelty/ reinforcement, being able to cope with learning and such like. Troughs included pressu difficulty with the learning and fear of examinations.

The learner was most vulnerable in terms of dropping out of learning during a trough a half way through their course.

How decisions are made

Two in five learners took less than two months from first thinking about it to becoming opposite end of the scale a further two in five took longer than six months. In terms of learners felt that the decision had been 'not at all difficult' and a further 27% 'not very d

The qualitative showed that decisions on learning were not made from the universe of only a few. Five main factors restricted or limited decisions:

- personal circumstances;
- learning experience;
- risk/motivation;
- information;
- start timescale.

These worked by setting up personal priorities (a hierarchy based on the relative impor individual concerned) and by setting boundaries of tolerance (individual comfort zones which the individual could operate).

So for example, individuals whose personal circumstances were such that they could o for learning, placed location as the most important decision. Others though, considered one individual may be able to devote as many as 10 hours per week to their learning, w accommodate two or three.

Personal priorities and comfort zones worked together to form the basis of decision-ma individual balanced everything out and selected the learning which best fit in with thei each of their comfort zones. This involved compromise and a number of trade-offs, wh depleted and the individual with little room for manoeuvre if circumstances changed d

Obstacles to learning

Before starting learning, obstacles were created by the boundaries of the comfort zones learning. Hence, the factors which limited the decisions and created these boundaries v learning. These same factors continued as potential obstacles once learning had begun relating to the learning itself - the course, the provider, facilities and so on.

Learning rewards and value

As the demands of learning and other events put pressure on comfort zones, the reward rewards of learning came to the fore during learning and increased the feel good factor

This included increasing the individual's tolerance for discomfort and motivating them

There were two types of reward:

- outer directed rewards - these were the front of mind rewards which motivated lea (such as qualifications, promotion or securing a job).

- inner directed rewards - these covert rewards of learning came to the fore as learn to the individual and how he or she felt about him/herself (for example good marks, pr increase in self esteem and confidence).

The research suggested that the value of learning lay in both inner and outer directed re potentially stronger (71% of learners felt that their learning had been 'very valuable' an themselves, with corresponding percentages of 64% and 25% for value in relation to fu more fully the long term relationship between inner and outer directed rewards (particu would require study over a longer time period.

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Department for Education and Employment

Research Brief

THE BUSINESS BENEFI
COMPETENCE-BASE
MANAGEMENT DEVELOPM

Jonathan Winterton and Ruth Winterton

ISBN 0 11 270948 6 25.95

Management development

The importance of management development has been widely acknowledged in the va education and training and linked with the attainment of competitive advantage in rece a broad consensus that the level of training, including that of managers, is inadequate i noted in 1989 that while 24 per cent of top UK managers are graduates, in France and than twice that, and in Japan and the US, 85 per cent of top managers have degree-leve Taylor Working Party Reports arising out of the 1992 Institute of Management review confirmed the need for the effective development of existing managers in order to raise industry.

The challenges of organisational changes, especially contracting out, de-layering and e management development particularly acute. The situation is seen by managers to be e unemployment, competitive pressures from low-wage economies, rapid technological which are inappropriate to the needs of employers. This dynamic environment demand development, as advocated by the Institute of Personnel and Development, and is cons Learning promoted by the European Commission.

Following the adoption of a competence-based approach to vocational education and t Initiative (MCI) developed Occupational Standards describing the competences which evidence that about one in ten UK businesses use these Management Standards in som comprehensive framework of management competences which can be used to structure

Although there have been piecemeal reports of evidence of the benefits of managemen is competence based, the business benefits have not before been systematically examin benefits of competence-based management development (CBMD) were evaluated thro organisations. The research explored the impact of CBMD on performance, in individu terms. The effects of linking CBMD with organisational strategy and of basing HRD s Management Standards were also investigated. In each organisation, written evidence structured interviews were conducted with senior strategic managers, line managers an were validated with the collaborating organisations and then evaluated by an independ in relation to the criteria being investigated. The ranking of the cases against each crite statistical analysis.

Time constraints precluded a potentially more rigorous long-run temporal study, tracki performance in relation to developmental activity. Much of the evidence of improved p retrospectively by individuals, although the research protocol was designed to provide other respondents and written evidence. It was recognised that any improvements in pe association with CBMD could be the result of some other intervening factor which wa organisations were deliberately chosen because of their management development acti particularly progressive and successful enterprises. Nevertheless, in two cases, respond organisation would not have survived without management development and in three because it was perceived to be the key to survival. Within the limitations of a case stud organisations provide very positive and highly significant results which demonstrate th provide further insights into factors affecting the business benefits of CBMD:

- improvements in individual performance are associated with improvements ir especially, with improvements in business performance
- the most robust evidence of the business benefits of CBMD was apparent in o is linked to organisational strategy and where HRD systems and processes are Standards.

Individual performance

In the organisations studied, where there was most robust evidence of significant impro attributed to management development, the improvements most often mentioned inclu of potential and continuous improvement in general managerial skills and competences understanding of organisational objectives and their individual responsibilities. CBMD management, increase individual career advancement and result in a more methodical a range of improvements in efficiency were attributed to CBMD, such as better planning effectiveness in running meetings, and improvements in project management, change r Improvements in managing people were also cited, especially through raising skills in leadership and motivation.

In these cases improvements in individual managerial performance were frequently ass Management Standards and the implementation of NVQs, which provided criteria for p benchmarking of best practice and promoted new ways of conceptualising work tasks. responsibility for, and can track, their own development, and this is associated with inc

In the organisations which provided less robust evidence of improvements in individua difficulties of measurement of individual performance and of attributing improvements main problems cited were difficulties in separating individual and team performance m systematic measurement and evaluation. It was also noted that the outcomes of develop that the effect of development cannot easily be isolated when other major changes are t

Organisational performance

In the organisations studied, where there was most robust evidence of significant impro performance attributed to management development, the improvements most often me such as a better focus on customer needs, reduced queues, better telephone standards a addition, managers in some organisations cited evidence of more strategic behaviour a monitoring of actions. Cost reductions, efficiency gains and more effective debt contro

Where significant improvements in organisational performance were attributed to man designed to promote team working, extensive benefits were identified including flexibi responsibilities and more effective team working. Both inter-personal and inter-departm of better communications, and individuals were also said to demonstrate increased con

There were major difficulties of measurement of organisational performance and of att management development, especially in the organisations which provided less robust e the same measures were used for organisational performance and individual performan was often regarded as a function of a manager's performance. Organisational performa from business performance and seen to be affected by extraneous factors.

Business performance

Among the organisations studied, those providing most robust evidence of significant i performance linked with management development, emphasised increased turnover an increased market share and competitiveness. Improvements in productivity, efficiency as was decreased unit costs. Other gains reported were reductions in arrears and stock l queues, and reduced staff turnover.

Where significant improvements in business performance were identified, the extent to management development initiatives varied from the unequivocal cases where improve without management development, to cases where the contribution of management dev

these cases, others showed how management development was the major, but not the c
management development was a necessary factor, in conjunction with other changes.

In the organisations which provided less robust evidence, there were major difficulties
performance and of attributing improvements to management development. The main
extraneous influences affected business performance, and other factors were more imp
development. Since improvements could not be attributed unambiguously to managem
been made to measure its impact.

Organisational strategy

Where management development was most closely linked with organisational strategy
variety of ways in the organisations studied. Typically, management development was
business plan, and to support strategic priorities. Business objectives were shown to be
through defined competences, strategic objectives were mapped onto performance stan
plans related to business plans. Major changes provide both the opportunity and necess
development to organisational strategy, and management development initiatives respo
environment. Throughout, the MCI Standards and NVQs provide a structure for the lin

Where management development was linked most effectively with organisational strat
development was devolved, typically entailing a partnership between individuals and t
development plans agreed in appraisal. The common division of labour was one where
self improvement, while line managers facilitate management development and provid
The human resources function was generally limited to strategic issues, policy and adv

Where the links between management development and organisational strategy were le
in establishing such a link. One difficulty was in establishing which competences will
Also, management development was found invariably to lag organisational strategy wh
immediate priorities inevitably took precedence over longer-term strategic managemen
paradox was also highlighted between devolving responsibility for management develo
organisational strategy, especially since much management development is focused on
organisation.

HRD systems and processes

In the organisations studied, where the Management Standards had been extensively ad
processes typically share certain characteristics. All, or almost all, management develo
profiles or job descriptions relate to the competences outlined in the Management Stan
is structured around the MCI competence framework, while appraisal systems are desi
Management Standards.

Where the Management Standards had been adopted, the major benefit identified was t
provided for training, management development and personal development. Gaps in co
readily identified through appraisal, training and development needs are specified more
competences required for individuals to meet the needs of the organisation, and there a
planning and career succession. In addition, management development is linked to a qu

The research identified some limitations to the adoption of the Management Standards
have percolated through an organisation and in the range of HRD systems and processe
were that the Standards are not extensively used in recruitment and selection, other tha
reward and remuneration systems are rarely linked to the achievement of competences
criteria are sometimes used alongside the Standards, especially in relation to specific te
familiarity with the Management Standards is less extensive outside the HR specialists

Conclusions

Despite the difficulty of measuring performance, and especially organisational perform
significantly correlated. The research provides empirical support for the importance of
strategy and the value added by adopting the Management Standards. In the cases stud
by all measures, and especially in terms of individual and business performance, more

organisational strategy, while using the Management Standards as a framework for HR additional benefits.

Three strategic recommendations can be made on the basis of the above conclusions, r which should be used to monitor the business benefits of CBMD, linking CBMD to or the Management Standards:

- **Performance measures**
  The performance measures which are most reliable for monitoring the busine and business performance, which correlate with, and therefore probably also i organisational performance measures. The strength of the link between CBM performance suggests that CBMD should be promoted with the message that business success.

- **Linking CBMD with organisational strategy**
  Performance benefits are more likely to arise from CBMD where this is stron strategy. The link between CBMD and organisational strategy should be seen developing people since this is the mechanism through which the developme business performance. In policy terms, these findings provide further support through which development is linked to business strategy.

- **Using the Management Standards**
  Performance is improved additionally where organisations adopt the Manage development within HRD systems and processes. The additionality is importa promoting the MCI Standards, encouraging their adoption by organisations to support mobility within the managerial work force.

Biographical Notes

Jonathan Winterton and Ruth Winterton managed this research through their partnersh worked with three other independent consultants, Lindsay Mitchell, of PRiME Researc and Jackie Sturton. In addition to research into issues concerning continuing vocationa have published widely on industrial restructuring and developments in work organisati

'The Business Benefits of Competence-Based Management Development' by Jonathan Eldwick Research Associates, was published by the Department for Education and Em 16.

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Department for Education and Employment

Research Brief

CORE VERSUS OCCUPA SPECIFIC SKILLS R

Alan Anderson and Vivien Marshall

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Changes in technology and the economic environment are forcing industrial and organ people with more occupationally non-specific (ONS) skills. The Employment Departm Consultancy to examine the available literature in order to assess the importance to em occupation-specific skills.

The report addresses the following issues:

- What core/generic skills employers look for;
- Why these skills are seen to be increasingly important;
- Whether their supply is matching employer demand;
- Are the core skills 'trainable'; and
- What links there are between core skills and multi-skilling.

The research approach

The researchers draw on a British, an American and a German model of skills to create framework, to classify the skills which employers want their employees to demonstrate as a reference point for the present analysis and is not proposed as an intellectually rig (though the report does argue the need to develop such a model, in order to inject great discussions concerning 'skills').

What distinguishes the three stages from each other is that:

- Stage 1 skills are generally regarded as a sine qua non for employment.
- Stage 2 embraces process skills and personal competences needed to optimise technical skills and knowledge, and some generic process skills.
- Stage 3 illustrates process skills which embrace outlooks, understandings and necessary to facilitate organisational change.

The three stages indicate degrees of sophistication within a continuum. Initiative, team in some measure at each level and the Stage 2 generic skills are extensions of the Stage contributors to Stage 3 systems thinking.

What occupationally non-specific skills do employers look for?

The authors note that whereas some employers have produced key skills classifications and the evidence and analysis tends to be based on the work of large organisations. The eclectic; they rarely (if ever) include occupation- specific skills, the need for which is r occupation-specific skills is used to refer mainly to technical skills and not to imply tha call for a given mix of skills, peculiar to that occupation. Yet it is doubtful if even tech occupation-specific, since the job context is so critical.

Leaving aside the occupation-specific skills, depending on size of firm, market and pre proportion of employers will be looking for educational basics, diminishing to a minor

minority) consciously looking for overarching capabilities.

Educational basics are becoming ever more important to all employers and the standar workplace is rising fast. However, for those jobs which require complex and identifiab possession of these remains of overriding importance.

Many employers have always looked for personal traits, though it is not obvious to org take responsibility for generating and improving the supply. As a consequence these at of discussion in the literature (though some examples were found).

In terms of Stage 2 skills, employers appear to attach particular importance to three ge in the NCVQ Core Skills Unit: communications, problem solving and personal skills. S studies (including a particularly important one carried out by BT) concentrate on these organisations have their own special list which they claim suits the particular needs of adjust it 'to fit the prescriptions of the educational world'.

Increasing attention is being given to personal competences. Traditionally expected of required of other employees:

> '*I call this the magic powder element*' *(Wickens)*
> '*People's approach...are more important than technical skills*' *(Gibson)*
> '*We are looking for an attitude...skill will come later*' *(Sony)*

A BT list of 'important capabilities' which are now looked for in all employees include increasingly important: flexibility, adaptability, and ability to cope with uncertainty, all literature suggests a major expansion in employer requirements for both types of 'Stage

Although employer evidence of organisational practice in relation to Stage 3 overarchi that does not indicate that leading-edge employers are not interested. Few surveys have Moreover, the report argues that the concept needs to be better understood, since these organisations' ability to survive and succeed in today's competitive conditions. As emp the concept, interest will grow.

Supply and demand issues

Organisational structures are adjusting to the pressure of increased international compe changing structure of industry and employment. Modern arrangements such as flatter n disciplinary team working, delegation, quality initiatives and so forth, can only operate a spread of ONS capabilities.

In consequence, whereas traditional organisations defined the 'good employee' largely skills; to be so regarded in the newer organisations, employees also need to possess a r skills.

Another reason for the increasing importance of ONS relative to occupation-specific sk more diverse, faster changing, more likely to date and so much harder to specify.

However, the 'supply-side' has not kept pace with these changes, and problems have be people. For example, deficiencies in basic skills have been claimed for various groups. Commission on Education argued that far too many graduates do not know the structu difficulty in writing sentences, presenting arguments with conclusions, and cannot spel reported that it is difficult to find and recruit graduates with the interpersonal skills that quickly and effectively.

Generally, employers are less happy with students' generic skills, than with their techni specific skills. The extensive use of psychometric and cognitive tests implies that basic are easier to find than develop, but there are deficiencies at all levels which employers found increasing emphasis on generic skills within occupation, or job-specific skills in increasing emphasis on skills relative to knowledge in the world of education.

However, questions arise as to whether ONS skills are trainable, and (if so) who has re

necessary training. For employers the issue in relation to basic skills is not whether trai
competence and willingness of the education service to undertake it and the political w
service fails to do.

The Youth Training Scheme, GCSE, TVEI and other national initiatives have all contri
development. Inhibiting factors are traditional academic approaches to learning and as

Some personal qualities such as honesty, imagination, flair and drive, are considered in
be susceptible to development, though views differ on which and how. More attention
overarching capabilities - the range of development activity suggests that these are tho
some extent.

Although the skills and attitudes being developed appear to be transferable, they are in
function/discipline-specific contexts, whether in companies or in educational establishi
what extent they are really transferable and on what any transferability depends.

Finally, how does multi-skilling fit into this debate? Multi-skilling is loosely defined in
understood as relating to the acquisition of additional technical skills. It is not commor
multiple types of skill displayed in the 'Skills framework'. To that extent, it is outside tl
defined, to refer to the whole universe of skills, as set out in this provisional framework

Information gaps

The following were seen to be the most important information gaps.

- **Lack of**: An agreed model, or framework, for considering 'skills' issues.
- **Lack of clearly-focused skills surveys:** Most 'skill surveys' tend not to be ab
occupations or sectors. The practical relevance of their findings is thus very li
- **Lack of analytically-based skill surveys:** The predominant way of 'finding c
asking them what they are. This again provides poor information. There is ne
- **Small firms' skill needs:** Few studies concentrate on the changing skill needs
firms are increasingly organised as small ones, this is a major gap.
- **Future skill needs:** Most employer-based studies provide information on esta
the foreseeable future. This is necessary and feasible.
- **The NCVQ Core Skills:** Little work has been done to assess employer views
units. More evidence is needed.
- **Focus on specific ONS skill areas is lacking:** The report has suggested that t
increasingly important: work process management skills (generic) and overar
attitudes are unclear, mainly because these areas have not been clearly define
- **Transferable skills:** Evidence is lacking on the degree to which skills are trai
- **Employers' training activities:** If (as the report suggests) employers regard
important, and largely amenable to training and development, it would be rele
reflected in their training and development activities. (Most surveys in this are
helpful.) There is no hard information on the extent to which the training and
undertaken, is effective.
- **Extent of 'multi-skilling', and what employers want:** Both the actual incide
interpretations of 'multi-skilling' (e.g. dual-trading, cross-trading, multi-taskin
of multi-skilling employers actually want, are poorly dealt with in the literatu

Biographical notes

Alan Anderson is a HOST Senior Associate and an independent researcher. He is a for
industrial advisor at the National Economic Development Office, and a Senior Researc

Manpower Studies. He has been involved in comparative international studies on educ
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Vivien Marshall is a HOST Associate and independent researcher. Before forming her
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employers' views and developing education and training strategies to improve skill sup
NVQ policy and engineering and training qualifications development.

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Department for Education and Employment

Research Brief

ENGLAND AND WALES Y
COHORT STUDY (YCS)

The effect of time between contacts, Questionnaire Length, personalisation and
YCS

Stephen Taylor and Peter Lynn (SCPR)

ISBN 0 11 270934 6 25.95

SCPR have carried out a number of methodological experiments to investigate factors
YCS. Some of the factors investigated are particularly pertinent to the recent redesign

The YCS

The England and Wales Youth Cohort Study (YCS) is a programme of research among
It consists of a series of panel surveys, conducted using a postal questionnaire, with ag
cohort is surveyed three times, the first contact being made at age 16-17, and subseque
two years later. The initial sample size for each cohort is around 20,000. The study cor
contact is to be made with an eighth cohort of 16-17 year olds. Some important aspects
change in 1996. The main difference related to the subject of this report is that subsequ
four years after the first, rather than one year and two years. This change will enable th
market experiences of a larger proportion of young people.

The research is funded by the Department for Education and Employment and designe
separate contract is let for further policy-related analysis of the data ("the YCS work pr
currently held by the Policy Studies Institute.

Non-Response

The failure of some sample members to respond is an unavoidable problem for nearly
exception. Typically, around 70% of the sample respond to the first sweep of each coh
respond at the second sweep. Of those who have responded to two sweeps, around 80%
response rates are, in themselves, very respectable for a demanding postal survey of th
a 20-page booklet containing some 15 pages of questions, many of which are quite cor
of the value of the YCS lies in its ability to provide longitudinal data relating to the liv
period. Such data is only available for those sample members who respond to all three
of non-response at each sweep means that this group represent less than 50% of the ini

If non-respondents were a random subset of the initial sample, then even an overall res
not present a problem, in the sense that the sample would still provide unbiased estima
surveys, non-respondents to the YCS are a very biased subset. Those most likely to fai
those who truanted when at school, males, blacks, the unemployed, those looking after
unemployed.

Earlier YCS methodological work has examined the nature of non-response, and inves
corrective weighting to adjust for non-response bias. However, there is a limit to the ex
bias. Ideally, non-response bias should be minimised in the first place. Thus, great emp
survey response.

The two sweeps of the YCS carried out in 1994 - sweep 3 of cohort 6 and sweep 1 of c
methodological experiments designed to test the effects of certain factors on survey res
were the length of time between survey contacts (1 year versus 2 years), number of cor
response behaviour, the length and complexity of the questionnaire, and personalisatio
accompanying the questionnaire.

Length of Time Between Contacts

Sample attrition was greater when the gap between contacts was increased from one ye
equal. The proportion of the initial sample who responded to sweep 2 was 60.3% wher
was one year, and 49.8% when the gap was two years. Response rate at sweep 2 condit
74.3% with a 1-year gap, and 63.7% with a 2-year gap. This effect held across the sexe
sample members who had not responded to sweep 1. It is likely that this effect is largel
of the sample member receiving the questionnaire, due to geographical mobility.

Response to Second Contact (conditional upon response to first contact)

Response rate (base)	1 year gap to 2nd contact	2 year g 2nd con
Total sample	74.3% (17,024)	63.7% (
Boys	70.3% (7,925)	59.0% (
Girls	77.8% (9,099)	67.7% (
Comprhensive without sixth form	71.4% (4,901)	57.6% (
Comprhensive with sixth form	74.6% (9,694)	66.4% (

Number of Contacts

Response rate at sweep 3 was slightly lower when sweep 2 had been skipped. In other
between two contacts at a 2-year interval increased the probability of a sample membe
even though this was now their third questionnaire, rather than second. The proportion
attrition sample') was higher in the absence of the intermediate contact, but not as high
second contact been only one year after the first. The implication is that overall attritio
under the new YCS design of three sweeps at 2-year intervals than it was under the old
intervals.

The positive effect of an intermediate contact on subsequent response was particularly
education at age 16 - for them the sweep 3 response rate was boosted from 38.9% to 6
remained in education the response boost was only from 75.1% to 78.4%.

Questionnaire Complexity

A sample who were being contacted for only the second time two years after sweep 1 c
two subgroups. One group were mailed a questionnaire which was significantly shorte
questionnaire - 4 pages of questions, rather than 13 pages. The other group got the stan

Overall response to the second contact was slightly higher with the shorter questionnai
49.8% with the standard questionnaire). This difference was found across the sexes an
questionnaire reduced the tendency for sample members explicitly to refuse to take pa
refused the short questionnaire; 2.4% refused the long one).

Amongst those who had already responded to sweep 1, questionnaire length did not af
the shorter questionnaire appeared to slightly boost response amongst groups with low
53.7% among truants) and to suppress response amongst groups with high response ra
among those who stayed in education beyond age 16). It may be that the short questio
those who find it hard, but less relevant and interesting for those who would be likely t

Amongst sample members who had not responded at sweep 1, however, questionnaire
to overall response (24.3% responded to the short questionnaire, 14.8% to the long que
particularly pronounced for males (26.3% and 12.7% respectively) and for those who h

without a sixth form (30.5% and 13.0% respectively).

The study also found some evidence that a shorter questionnaire may be returned more restricted to those who had failed to respond to sweep 1.

Personalised Letters

A random subset of the cohort 7 sweep 1 sample were sent a letter which addressed the YCS letter which begins -Dear Sample Member ...'. The personalised letter produced a although the overall difference was not statistically significant (67.8%, compared to 66 Nevertheless, the difference was observed across a number of mutually-exclusive subg may be real.

The use of a personalised letter reduced the proportion of explicit refusals (0.5%, comp letter), particularly amongst girls (0.2% and 1.1% respectively).

Other Factors

The single largest influence on response rate to the YCS is likely to be reminder strateg is well-designed, and fairly exhaustive (three stages of postal reminders, followed by te extra reminder would have much effect on response. However, experimentation with a Document design and questionnaire content are also major influences on response. The over-burdening or over-complicating the questionnaire.

Conclusions

For the YCS, this methodological study provides an important warning that overall res significantly lower under the new YCS design with 2-year gaps rather than 1-year gaps is that attention to factors likely to affect response will be more important than ever be

Personalisation of letters is one factor that appears to boost response slightly, though th be worth personalising letters if it could be done efficiently and at low cost.

Shortening and simplifying the questionnaire also leads to better response amongst son generally the least likely to respond. However, the response gains are unlikely to outwe result if the YCS were to move to a 4-page questionnaire. A short questionnaire might concentrating exclusively on a group known to have low response propensity, but not f

Other ways of boosting response, such as the use of an advanced letter, need to be urge attention needs to be paid to the design of survey documents and the reminder strategy

Biographical Notes

Stephen Taylor is a researcher in the Survey Methods Centre at SCPR. He joined SCPI researcher on the Health Survey for England for just over a year before transferring to also currently responsible for the Follow-Up Survey component of the Scottish School survey which has much in common with the YCS.

Peter Lynn is deputy director of the Survey Methods Centre at SCPR. He has worked o YCS since 1986, when he joined SCPR. He has specialised in survey methodology, pa during his time at SCPR, and has contributed to many surveys, involving a wide range and publishes widely on sampling and statistical aspects of surveys. He has also been r for a number of surveys, including the Leavers Survey component of the Scottish Scho

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Department for Education and Employment

Research Brief

A LABOUR MARKET DEFIN DISADVANTAGE: TOWAR ENHANCED LOCAL CLASSIFI

A E Green Institute for Employment Research Uni
D W Owen Centre for Research in Ethnic Relations U

Background

Changes in the labour market have had an uneven impact across different population g from the changes, while others have lost out. There is increasing recognition that in all 'winners' and 'losers', and that there are variations in the 'ingredients' contributing to lal different local areas.

A range of indices of disadvantage have been generated at the local level (such as the I Index of Local Conditions), but none of these indices is concerned specifically with lab end of 1994, the Department decided to commission researchers at the University of W developing a classification of local areas (1991 electoral wards in this study) in Great I labour market disadvantage.

The full report

The full report outlines the consecutive stages in the development of the classification. appendices, along with a series of maps and tables. A full listing of wards included in t

The report looks first at the background to the development of the classification. This i process for selecting wards for inclusion in the classification. Two different methods fo and the key features of experience of labour market disadvantage in each group of war made to other indicators used in more general classifications of disadvantage, putting t broader context. The report concludes with an assessment of the classification and an c the classification may be used.

Identification of wards suffering severe labour market disadvantage

There is no single measure of labour market disadvantage. In this study a variety of dif 1991 Census of Population and Claimant Unemployed data) are used to represent diffe disadvantage.

Wards for inclusion in the classification were identified using a two-stage screening pro with values at least 1.5 times the Great Britain average on at least two key indicators o selected. In the second stage, wards with above average values across a broader range disadvantage were selected from the 1,371 wards identified in the first stage. This left 8 Great Britain, covering 11 per cent of the population) for inclusion in the classification disadvantage.

Over two-fifths of the 805 wards are located in Scotland, the North East and Wales. Ha included amongst the 805 wards selected, compared with less than 1 per cent of the wa and the South West Government Office Regions. Within regions severe labour market prevalent in the largest urban areas, except in Wales.

Classifying wards into groups

The aim of the classification is to group together wards displaying similar characteristi
However, there is no universally agreed 'best' method of classifying areas. In the report
used.

First, an a priori classification technique is used to classify the 805 wards into five grou
groups) on the basis of severity of disadvantage across 28 indicators of labour market c
wards suffering the most severe disadvantage are allocated to quintile group 5, the next
so on. The geographical distribution of wards in each quintile groups is described in th

The second technique used is cluster analysis. The 805 wards are grouped into seven cl
characteristics across 28 indicators of labour market disadvantage. The key characteris
average across the 805 wards included in the classification are as follows:

- Cluster 1 - Chronic disadvantage (62 wards): displays above average scores o
market disadvantage. 97 per cent of wards in the cluster are in quintile group
classification identified as suffering the most severe labour market disadvanta
concentrations of cluster members are in Merseyside, the North East and Scot

- Cluster 2 - Disadvantage amidst professionalisation (63 wards): exhibits a hig
unemployment, but lower than average inactivity rates. There are fewer reside
occupations than in any other cluster. Three out of every five cluster 2 wards a

- Cluster 3 - General disadvantage (151 wards): unemployment rates are higher
long-term unemployment is lower than average. There are representatives fro

- Cluster 4 - Disadvantage concentrated in Scotland and North East England (1
in the cluster are located in Scotland. Lower than average values are recorded
labour market disadvantage.

- Cluster 5 - Metropolitan disadvantage (180 wards): long-term unemployment
of wards. The membership is geographically widespread and there are represe

- Cluster 6 - Long-standing disadvantage (147 wards): has a larger proportion c
schemes than in any other cluster, although the general picture is one of slight
disadvantage on most indicators. The North East has a large concentration of

- Cluster 7 - High inactivity areas (76 wards): the key distinguishing feature of
levels of inactivity. Levels of limiting long-term illness and permanent sickne
Two out of every three wards in cluster 7 are located in Wales.

Further background information

Relative to the Great Britain average, the 805 wards included in the classification of lab
particularly large proportions of households without access to a car, households in cou
families. While there are important overlaps between labour market disadvantage and c
disadvantage, the more general indicators fail either to capture the full variety of exper
at the local level or to distinguish between local areas with different combinations of fe
disadvantage - and so are of more limited relevance to labour market analysts.

The 805 wards included in the classification cover 11 per cent of the total population o
the unemployed. Nearly one in four of the minority ethnic group population of Great B
in the classification, compared with one in ten of the white population.

The minority ethnic group population is unevenly distributed by cluster. In three cluste
minority ethnic groups exceeds the Great Britain average:

- cluster 2: disadvantage amidst professionalisation
- cluster 3: general disadvantage
- cluster 5: metropolitan disadvantage

In clusters 2 and 3, 31 per cent and 27 per cent, respectively, of the cluster population i

Labour market situations by ethnic group

In the report Census information on economic activity is used to examine comparative group at the local level. However, it is not possible to present detailed information for settlement pattern of minority ethnic groups.

In all seven clusters there are variations in the experience of unemployment by ethnic Black-Caribbean people) displaying amongst the highest unemployment rates. In the c ethnic group populations there is a higher incidence of unemployment for Black, Soutl groups than for the white population. The picture of variation in economic activity rate Within clusters there are important variations in labour market situations - in terms of levels and social class - by ethnic group.

Assessment

It is the focus on labour market disadvantage which distinguishes the classification of l presented in the report from other more general classifications of disadvantage at the lo covering a broader range of topics.

The main strengths of the seven-cluster classification are that:

- it incorporates various dimensions of labour market disadvantage rather than
- it highlights the different ways in which various ingredients combine to make
- it replicates the variety and diversity of different experiences of local areas ac labour market disadvantage.

The weaknesses of the seven-cluster classification are that it is only as robust as the da specific to a particular snapshot in time and to the range of indicators used in the classi

There are two important 'health warnings' regarding the classification. First, it is one of classifications: it is not the only 'possible' or the only 'correct' classification. Second, it severe labour market disadvantage - but not all of the people in these areas suffer labou do the areas included in the classification cover all disadvantaged people.

Uses of the classification

The classification may be used by researchers and policy analysts in a variety of ways.

- the identification of areas for 'spatial targeting'
- informing the tailoring of policy initiatives to different experiences of labour local areas
- identifying 'similar' wards in the same region or another region - for sharing t initiatives
- informing local research - including providing a context for in-depth case stu specific aspects of labour market disadvantage, or comparative studies
- enriching postcoded records - from information systems and surveys - with lo

A list of wards included in the classification - with relevant codes for cluster, quintile g contained in the report.

Biographical notes

The classification of labour market disadvantage was developed by Anne Green and D University of Warwick.

Anne Green is Principal Research Fellow at the Institute for Employment Research, U
undertaken many studies concerned with geographical aspects of economic, social and
regional labour market issues, migration and commuting.

David Owen is Senior Research Fellow at the Centre for Research in Ethnic Relations,
responsible for NEMDA (the National Ethnic Minority Data Archive) and has publishe
concerned with the circumstances of ethnic minority groups in Great Britain.

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Department for Education and Employment

Research Brief

ASSESSMENT OF THE EARL OF TfW FUNDING FOR ADULT GUIDAN

PA Cambridge Economic Consultants in collaboration wi

1 Introduction

1.1 In 1995/96 the Department for Education and Employment (DfEE) decided that it funding to TECs to support adult guidance services. Instead, TECs were granted the fle Training for Work (TfW) budgets to help to pay for the services, on the condition that t TfW with an equivalent amount from their own resources. This report is the result of a the new funding system.

1.2 The assessment was carried out by PA Cambridge Economic Consultants (PACEC) Associates, and its aims were fourfold:

i. To ascertain the level of TEC commitment to the use of TfW funding flexibili

ii. To compare and assess the consequences of the new funding system for TECs flexibility.

iii. To compare and assess the consequences of the new funding system for Skill

iv. To examine the effectiveness of TEC use of the TfW funding flexibility, and t first six months of 1995/96.

Prior participation or not in Skill Choice was introduced as a factor in the assessment b ending of this initiative could have a major bearing on guidance service provision, ove new funding system might have.

2 Methodology

2.1 The assessment was based on a case study approach, involving 12 TECs drawn fro

i. Type 1: Skill Choice TECs using the flexibility

ii. Type 2: Skill Choice TECs not using the flexibility

iii. Type 3: Non-Skill Choice TECs using the flexibility

iv. Type 4: Non-Skill Choice TECs not using the flexibility

2.2 The assessment was conducted in two phases (before and after TECs signed contra to take advantage of the flexibility) and it involved information gathering (using quanti interviews) from TEC managers responsible for guidance services, contract managers and a selection of guidance providers.

3 The Principal Findings

3.1 The salient findings of the assessment are as follows:

i. TfW flexible funding has influenced planned changes in guidance expenditure TECs using the flexibility will reduce expenditure less/increase it more than T scheme has had a less obvious impact on the number of clients being served. reduce or increase overall client numbers to the same extent as TECs not usin

using the flexibility provide evidence that they are maintaining higher order s
than TECs not using the flexibility.

ii. Guidance provision supported by TfW flexible funding is associated with gen
of the scheme guidance expenditure and client numbers would have been low

iii. Prior participation in Skill Choice, or not, appears to have been much more of
funding flexibility, on planned changes in guidance provision.

iv. It appears likely that guidance volumes (ie expenditure and client numbers) w
and 1995/96 than guidance quality (eg quality assurance, standards of service

v. The picture is complex, but TfW funding flexibility does not appear to be a m
between planned activity and actual activity to date.

vi. It is too early to say how outcomes from guidance may have been influenced

vii. Interviews with guidance providers confirmed the information obtained from
numbers.

viii. The market for guidance not supported by TEC funds appears to be expandin
funded activities may be displacing some non-TEC activities which are some
as guidance.

ix. Government Offices did not play a significant role in influencing TEC decisio
flexible funding.

x. Because TECs are not yet advanced in their business planning for 1996/97, m
level of commitment to guidance and about whether or not they will use TfW

xi. Guidance providers are similarly uncertain about the future, but many are, evi
dependence on TEC funding.

xii. A variety of barriers to TEC participation in the scheme have been identified.

4 Issues Arising

4.1 Issues arising from the assessment chiefly concern the barriers to be circumvented,
TfW funding flexibility in future. The following factors which appear to have militated
scheme in 1995/96, and many of which seem likely to inhibit participation in 1996/97,
in broad order of priority, as judged by PACEC.

i.

ii. TEC reluctance to vire expenditure from TfW budgets that have generally bee

iii. TEC reluctance to vire expenditure from TfW budgets at a time when a shift t
means that TEC income from TfW is more uncertain.

iv. TEC objections to what they perceive to be the imposition of conditions on h

v. TEC concerns about the administrative burden that participation in the schem

vi. A possible lack of faith on the part of some TECs that, rather than jeopardisin
performance targets, participation in TfW flexible funding might provide a m
targets.

vii. The perception, on the part of some TECs and GOs, of shortcomings in centra
on the scheme.

viii. The ability of some TECs to fund guidance services by other means.

4.2 In addition, several other issues are to be noted, although they are not directly relev

believed by some TECs that the market for guidance is being depressed by the fact tha
performance-related incentive to refer its clients to guidance providers (although the nu
increased of late). Secondly, there is some evidence to suggest that guidance might be
Because of the shift towards output related funding in TfW some training providers are
mainly less able, TfW-eligible clients away from the scheme. The Board of at least one
guidance as a threat, largely for this reason. An alternative view was that, regardless of
demand for TfW, it is important in supporting the momentum towards a culture of lifel

4.3 Finally, PACEC is conscious that a number of the findings of the assessment were i
planning timescales necessitated the second phase being carried out earlier than would
substantial changes in the TEC funding environment tended to limit the ability of some
For these reasons it is recommended that aspects of the assessment should be revisited

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Department for Education and Employment

Research Brief

EFFECTIVENESS OF TECS IN A
JOBS AND QUALIFICAT
FOR DISADVANTAGED G

Heather Rolfe, Alex Bryson & Hilary Metcalf

ISBN 0 11 270929 X 9.95

The central aim of the research was to identify ways in which TECs might improve the qualifications for disadvantaged groups in YT and TfW. These groups were ethnic min living in areas of urban deprivation.

The study was conducted in eight TEC areas where information was collected on:

- the socio-economic profile, to understand the opportunities and problems face programmes;
- details of the TfW and YT programmes, covering policies, approach and prov approaches to be identified;
- information on wider TEC activity which might impinge on TfW and YT.

The DfEE is particularly concerned that TECs should close the gap in performance bet mainstream trainees and to identify approaches that could achieve this. We used qualita this, identifying examples of good practice and where possible looking for evidence of methods were not appropriate because of the difficulty of isolating the effects of TEC p influences on trainee performance.

The research identified a number of practices which might help to improve the perform from the disadvantaged groups covered by the research and close the gap in performan defined areas: policy and structures; provision; and practice; and action by Governmen

Policy and Structures

- There was widespread recognition among TECs that they had to meet the nee barriers to employment include their own special training needs and equal opp addressed this by adopting a 'differentiated' approach to the training schemes and groups experience a range of problems and barriers and that provision sh meant that the schemes should cater both for the job-ready and for people wh additional support. There would seem to be advantages for TECs in adopting
- There is particular need for TECs to give explicit recognition to the importanc disadvantaged groups to economic regeneration. Given widespread evidence these groups, TECs might achieve benefits from more actively 'selling' TfW a particularly in encouraging employers to offer placements and jobs to trainees Practices like this could have a direct effect on increasing job outcomes in the
- Most TECs included individuals with a particular interest in equal opportuniti directors. This expression of commitment may not in itself affect the perform groups, but can encourage activity and progress in this direction which could gap.
- Where the TEC Chief Executive was seen by representatives of other organis

commitment to equal opportunities or special needs, this was seen as evidenc general. It encouraged organisations to raise their concerns with the TEC and with TEC policy and direction.

- Active TEC groups to address the training, employment and educational need local organisations and individuals with expertise in this area could help to en appropriate and effective and leads to improved outcomes for disadvantaged g
- Structures are likely to be particularly useful where they are focused on the ne example an ethnic minority group rather than ethnic minority groups in gener
- Community consultative exercises, practised by some TECs may help to targe partnership.
- Successful partnership can result in:

  - more efficient resource allocation across and within agencies;

  - better identification and co-ordination of priority tasks;

  - and better targeted training planning and delivery.

- Benefits of partnership include locating young people who have 'dropped out' referrals to TfW through outreach work, TEC-funded posts in Jobcentres and through Job Clubs for specific disadvantaged groups such as disabled people. particularly important in targeting potential trainees for disadvantaged groups
- Secondment arrangements were found to be helpful in promoting communica TECs and the Employment and Careers Services which could benefit provisic disadvantaged groups. TECs should therefore be given further encouragemen this arrangement.

Provision

- TECs could try new ways of encouraging participation in training schemes. T some disadvantaged groups could be tackled through advertising in non-tradit outlets and through outreach work in disadvantaged areas.
- A number of TECs had run 'taster and tester' and pre-vocational courses desig commitment to training, particularly in TfW. Much of this provision had been Taster and tester courses could be of particular benefit to individuals with littl training. These will be particularly useful where they involve indepth guidanc main objectives:

  - the personal and social development of individuals, in its own right;

  - improving access to mainstream programmes;

  - raising successful outcome rates in mainstream training;

  - and, ultimately, improving trainees' job chances.

- Prevocational training and taster and tester courses could lead to higher succe trainees in the main schemes by ensuring that participants choose the right co vocational training. Surplus funds could be allocated to taster and tester pre-v additional funding available to TECs would be well spent in this area.
- A number of TECs devoted resources to young people who had 'fallen throug incentives to register on a TEC database. Some TECs offered short informal b benefit of keeping young people 'in the system' of employ-ment and educatior participation in YT.

- Many TECs had not focused on urban deprivation as a problem in its own rig emphasised achievements by ethnic minority groups and disabled people. The training provision at people living in areas of urban deprivation or increased i this group.

- Further collaboration between TECs and local authorities could help to acces could ensure appropriate targeting of provision. This could increase training c groups and encourage participation and achievements in TfW where additiona pre-vocational skills.

Practice

- The achievement of qualifications can improve the chances of people from di secure employment with prospects for advancement. There is a strong case fo training weeks for disadvantaged trainees in TfW as well as in YT to ensure t

- Some problems were identified with the move towards integrating special nee provision, including shortages of training places for people with special needs provision should be closely monitoredto ensure that disadvantaged groups, an needs, are not losing out. Evidence of increasing selectivity among training pr areas suggests there is a need for TECs to retain specialist training providers v train in this area.

- Where TECs are integrating provision for trainees with special needs with ma ensure that providers have sufficient resources to provide special aids, suppor expertise of organisations representing disadvantaged groups.

- Young people from disadvantaged groups, particularly those living in areas of encouraged to complete their YT training through financial incentives and adc providers. This could include small payments for good attendance to young p school attenders.

- Mixing participants in YT with adult trainees on TfW may improve retention peer group norms such as personal responsibility and mutual respect. There m 'mentor' systems.

- Some young people from disadvantaged groups, who have recent negative ex may benefit from an early entry to work. One TEC, a pilot for starts and outpu providers for job outcomes for disadvantaged clients but not for mainstream Y in encouraging training providers to make particular efforts to find placement increased job outcomes for disadvantaged groups in YT.

- TECs might encourage the achievement of qualifications by disadvantaged gr special needs and those living in areas of urban deprivation, by funding NVQ levels.

- Some TECs practised temporary endorsement of young people in YT, with re ensure that endorsement funding is used appropriately and without 'labelling'

- Some TECs combined literacy, numeracy and ESOL tuition with vocational t in the schemes and contribute to successful outcomes. There may therefore be approach.

- Providers should be required to meet certain equal opportunities criteria, whic

  - comprehensive equal opportunities policies;

  - having procedures in place to encourage access to training and employment provider catchment area;

  - analysis of trainee applications and starts by gender, ethnicity and disability;

- development work arising from analysis of participation of disadvantaged gr

- evidence of regular management reviews of the organisation's equal opportu

- Key aspects of successful policies to encourage employer involvement in trai heightening employers' awareness of the positive benefits in recruiting from d developing vocational training which met local labour market needs.

- One TEC used TEC surplus to fund a small team to identify employers with s them in the recruitment of trainees.

- Other TECs had achieved success in striking agreements with large local emp a commitment to equal opportunities and giving opportunities to people with involved taking on a specified number of youth or adult trainees, with a view period.

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Department for Education and Employment

Research Brief

THE NET COSTS OF TRA
TO EMPLOYERS i

Terence Hogarth, Georgia Siora, Geoff Briscoe a

Background

An important aspect of Youth Training (YT) is to encourage employers to train more y
costs of training. The Department for Education and Employment is undertaking a seri
the level of contributions made by employers to training and the 'true' costs faced by e
people to various levels of qualification. The first of these projects to be completed is "
employers' by the Institute for Employment Research (IER), the University of Warwicl

The research

This project was a study of the economic costs and benefits to employers of providing
selected core occupations, through Youth Training and without. It is concerned solely
to young people, broadly in the age group 16-24, to a standard equivalent to National
Level 3. The particular strength of the study lies in its combination of quantitative cost
more qualitative data on training and human resource practices.

The study made an assessment of the costs and benefits of training from the employers
training and the training rationale, and finally of the contribution of YT/YC funding to
young people. The study was based on a series of forty eight intensive case studies in s
noted that although the selected occupations are representative of the industry in which
made that the firms which participated as case studies are representative of their indust
indicative, they provide a valuable insight into the costs and benefits of training in inte
industries covered were:

Industry
Manufacture of electrical machinery and apparatus (Electrical Engineering)
Manufacture of office machinery and computers (Electronics)
Construction and civil engineering
Hotels and catering
Banking
Local Authorities

Measuring the Costs and Benefits of Training

In estimating the costs and benefits of training the following elements were taken into

Training Costs

i) Trainees' Salaries.

ii) Employer NI Contributions.

iii) Other Employee Costs (such as overtime, bonus, tooling allowances etc., where a

iv) Administration overhead (all other indirect costs of employing the trainee and th costs).

v) Course fees (total cost of trainee taking an external course).

vi) Supervision Costs (total time spent by foremen, supervisors and managers in pro reference to the proportion of their time spent training, this was then multiplied b

Training Benefits

vii) Trainee Output (measured by proportion of tasks the trainee was able to undertak worker and multiplied by the salary of the fully experienced worker).

viii) YT income and other grants.

The gross costs refer to the total costs of training regardless of any benefits. The net co minus the benefits. The research was conducted over a single year. The total cost/benef has been estimated by summing the cost/benefit of the four cohorts in a single year. No quantitatively estimate the benefits of training after the end of the training period.

Data was collected from a number of sources in the organisation. In the case of measur collected from several respondents: the trainees, line managers with responsibility for t training/personnel department. Face to face interviews took place with all the responde were also completed. In addition to the collection of quantitative cost-benefit data, mor on the organisation's labour and product market positions; the structure of the labour fo and training strategies; and the career structures available in the organisation for a give

The Costs and Benefits of Training

The data on the costs of training presented in the report are typical costs: by typical is r accurately reflects the cost or benefit in an industry based on the case study evidence. I modal value or a simple average excluding extreme cases.

The net costs of training in the case study establishments ranged from 8,200 in bankin construction. When YT funding is taken into account the range of net costs is 5,200 to maximum and minimum). The YT subsidy made a substantial contribution to net costs a traineeship. This was when the costs of training is the highest, therefore YT funding important financial bridge to meeting the costs of training.

Intermediate skills training lasts on average four years in the electrical engineering, ele In hotels and catering, training of young people lasts four years, although in several of commenced their training with a company in the second year of a typical traineeship. W its second year, they will have spent the first year of college studying for a catering qua employment. In banking and financial services and in local authorities, training to an in average three years.

Training is more costly in the construction industry, primarily as a consequence of the with relatively high salaries of senior staff in the industry, and the relatively low produ traineeship. In the manufacturing sector, electrical engineering and electronics, firms a compared to the construction industry because of greater productivity from apprentices apprenticeship.

Local authorities demonstrate relatively low training costs. This is primarily a consequ obtain through the large volume of training they undertake, and the relatively early hig trainees. The banking sector also achieves lower costs of training compared to the rest higher supervision costs and salaries. This is mainly because young employees in train jobs throughout the traineeship.

The higher level of productive contribution of trainees in the service sector (hotels and banking sector) compared to the manufacturing sector and the construction industry is expected to perform during their traineeship. In the service sector, trainees are seen as

immediately fulfil job requirements whilst receiving training. In engineering and const
separate from the production process prevails, especially so in the earlier stages of the

The data collected indicate that the costs of training substantially decline after the first
end of the second year, supervisory costs are lower and trainee productivity improves s
further the costs of training. The only exception to this evidence was found in local aut
employment contract and status, from non-employee to employee status, substantially

YT Funding

YT funding was considered by the respondents to provide:

i) additional financial assistance in covering training costs; and
ii) an important contribution to maintaining in-house training facilities in periods of li

It has already been mentioned that where YT funding was obtained, it made an importa
training in the early years of the traineeship when training costs are highest and the pro
lowest. The YT subsidy, therefore, provides the employer with an important financial b

The availability of YT funding increased the volume of training undertaken by employ
programme. In nearly all the case studies it was found that YT funding had increased t
establishment. On the whole in sectors studied YT funding had not affected the decisio
people. This was especially the case in engineering establishments with a well establis
establishments reported that they would continue to train regardless of YT or other gra
the margin, i.e. on the numbers in training.

Concerns were expressed by management in selected case studies about the quality of
YT. There was a concern that YT funding attracted trainees who least possessed the att
lead to their completion of the traineeship. Other case studies, however, were able to ob
people with a good overall level of general education who were considered ideally suit
intermediate skills traineeship. This finding was conditioned by local labour markets c
more abundant supply of young people with a high level of qualifications, but with a lo

In addition, relatively small organisations and those facing difficult product market con
undergoing structural changes e.g. banking and financial services, tend not to claim YT
learning environment, as was the case in the hotels and catering industry, also affected

YT funding reinforced the use of NVQs in the case study organisations. This was very
training to NVQ Level 2. The fact that YT funding was scarce beyond the first two yea
funding being much less important in promoting training to a standard equivalent to N

The Organisation of Training

It was evident from the comments provided by case study participants that companies h
trainees they recruit because of changes in workplace organisation, which do not favou
because of a tightening of training budgets.

Provision of training increasingly tends to be linked to specific business goals and hum
organised to respond primarily to the organisation's current and anticipated market and
instances, this has resulted in the scope of training provision being narrowed to meet a
Whilst this was a more well developed policy with regard to continuing training, it also

Trainees are increasingly recruited at age 17/18 rather than 16 because potential trainee
extra year or so - but this has not altered or shortened the duration of training. Compan
consider the 'right attitude' to be an important recruitment consideration as well as the
trainees, but this varies by industry.

Research Briefs summarise key findings from reports that are published in the Departn

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Department for Education and Employment

Research Brief

EVALUATION OF TEC QU
ASSURANCE: SUPPLIER MAN
(TQA:SM) RS2

CGR Consultants

The Project

1 In September 1995 CRG were commissioned by the Department for Employment a an evaluation of TEC Quality Assurance: Supplier Management (TQA:SM). Informati perceptions and suggestions for further development was collected from staff at 9 Gov training providers, together with views of DfEE Head Office staff and a small number

2 TQA:SM has been fully operational since April 1994 and the data collected indicat particularly in view of this short time frame. TQA:SM has integrated well with TECs' Management Systems and with ISO9000 and Investors in People approaches. There ce stages of TQA:SM implementation but these have largely been overcome. The challen TECs' suppliers is to build on what has been achieved - and further develop current ap areas.

Project Aims

3 The main aims for the evaluation have been

- to establish whether the objectives for introducing TQA:SM have been achiev
- to establish whether there are any gaps/areas for improvement in the effective TQA:SM arrangements;
- review the impact of TQA:SM particularly in relation to TECs' and suppliers

4 A range of more detailed objectives for the project were drawn up and are given in t

5 The project was overseen by a steering group with representatives from TECs, DfE Offices.

What is TEC Quality Assurance: Supplier Management (TQA:SM)?

6 TQA:SM is a framework DfEE (formerly Employment Department) requires TECs quality of the services which (DfEE) funds and for which TECs contract with others.."

7 The TQA:SM framework is based around 6 fixed criteria of: outputs and standards, delivery process, regular review, evaluation of delivery and output, and continuous imp are resolved at a detailed level and "..the precise arrangements by which (DfEE require balance of responsibilities between TECs and their suppliers, are for individual TECs t

8 The primary focus of TQA:SM is - as its name suggests - on the relationships betwe relationship is only one part of wider TEC operational quality management arrangeme be seen within this context which will include TECs' own quality management systems wider contractual and policy objectives. Equally, because TQA:SM is a requirement T contracts with government, GO Quality audit arrangements have been central to this ev

Work Programme

9 The evaluation work programme had a number of elements. First, background brief

range of background reading material.

10 The main data collection exercise involved staff from 9 Government Offices. 26 T took part in face-to-face discussions based around agreed topic guides. In all cases, sta quality matters took part in these discussions (depending on the particular organisation for this purpose). The consultants also conducted discussions with operational staff, (p TECs) and senior general managers (at Government Offices, TECs and training provid more "strategic" issues and discuss the position of TQA:SM in relation to wider policy Because of the importance of YT and TfW within overall TEC operations, these progra priority in data collection, although other programmes were covered wherever appropr

11 Discussions also took place with staff from DfEE Head Office and a small numbe who were involved in supporting or developing TQA:SM. The time and commitment c programme - and the very wide range of supporting material freely provided - has beer

Structure of the Report

12 Sections 2-5 of the report summarise the main data collected by the project in rela

- the start-up of TQA:SM and its wider context;
- meeting DfEE quality management requirements;
- meeting TQA:SM objectives
- overall effectiveness, impact, contribution.

Sections 7-9 look in more detail at the issues faced by Government Offices, TECs and

The consultants also looked at a number of aspects linked to the "blue booklet" - "TQA Employment Department". Section 6 addresses these points specifically.

13 TQA:SM does not exist in a vacuum and a range of wider policy considerations af future - operation. Section 10 looks at the broader GO: TECs relationship. Section 11 a TQA:SM - including a number of possible changes to some of the ways in which GO a might be handled. Finally, in Section 12 the consultants draw conclusions and make re TQA:SM.

Recommendations

14 The report concludes that results so far have been very good, particularly in view c has integrated well with TECs; and providers' own Quality Management Systems and People approaches. There were difficulties in the early stages of TQA:SM implementa overcome.

The report recommends:

- A period of general stability for TQA:SM, particularly relating to the "6 core
- Completing at least the first 3 year Government Office audit cycle as planned
- Giving more attention to smaller scale service such as Enterprise and EBPs (Y attention so far).
- GOs and TECs developing their approaches to promoting good quality servic systems.

GOs and TECs giving greater priority to promoting good performance against the cont criteria and in some cases setting clearer outputs and standards.

- Reducing the audit burden on providers who contract with several TECs.

- Quality - assuring GO auditing, including improving consistency across regio
- Consideration of setting competence standards for GO and TEC auditors.

The Department for Education and Employment undertakes research to help achieve it
growth by promoting a competitive, efficient and flexible labour market.
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Department of Trade and Industry

Research Brief

HOME WORKERS IN B

Alan Felstead & Nick Jewson with John C

This project was commissioned in order to provide better information about current lev manufacturing and lower-level service sector work, and to explore the characteristics c their jobs. It included an analysis of 1991 Census data, a doorstep survey of home-loca localities and in-depth interviews with a sample of homeworkers in each. The four rese order to focus on ethnic minorities and inner cities and to compare 'typical' and 'untypi largest study of homeworkers which has been conducted since the National Homework detailed information about the characteristics of a sample of 338 homeworkers in total with homeworking groups or campaigns.

- The majority (91%) of homeworkers in the sample were female. Over half (5 minority origin. Sewing was the most prominent form of homeworking activi type work, routine assembly, and knitting.
- The research revealed considerable diversity in terms and conditions of empl homeworkers, particularly between localities.
- The most frequently cited advantage of homeworking was the opportunity to work. Other advantages included flexibility, being at home, money and conve
- The main disadvantages were cited as mess, pay problems, isolation, pressure problems and inconvenience. Nearly one in ten respondents said that homew
- A fifth of the sample reported that they had suffered accidents, injuries or ill h
- Nearly half of the sample said they would be in favour of government health homeworkers in their homes to check health and safety arrangements. A quar
- One third of homeworkers regarded themselves as self-employed. A substanti describe their employment status.
- Nine out of ten homeworkers did not have a written contract outlining their te
- The mean hourly wage rate was £3.03. There was considerable variation in av the localities studied, from £2.64 to £4.19. Wage rates also varied significantl

The study makes a distinctive contribution to homeworking research in Britain by high heterogeneous range of circumstances which comprise the national picture. It also prov homeworking in manufacturing and lower status service sector jobs within the localitie however, possible to extrapolate the findings from the interviews to all homeworkers i

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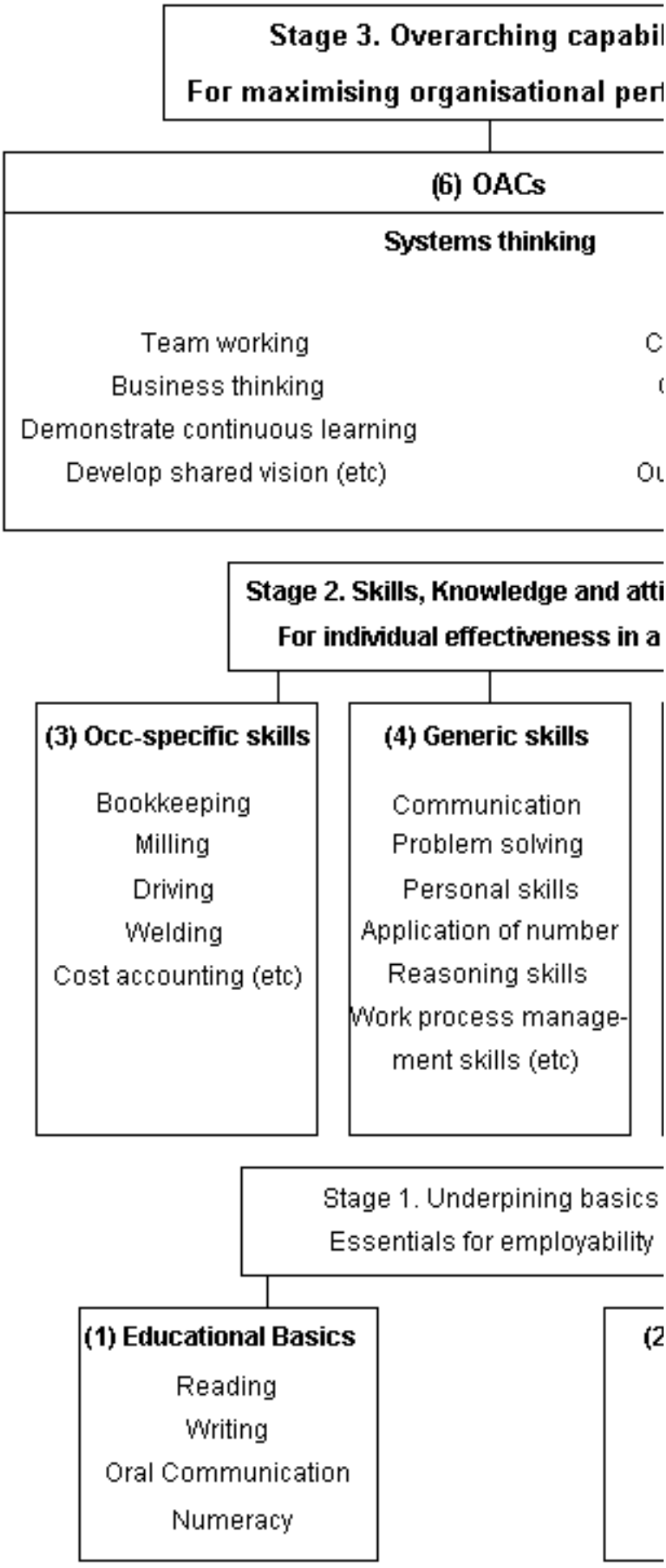
Three Stage Skills Framework

Department for Education and Employment



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