

Talent Match London

Supporting research and analysis on
target boroughs and young unemployed
Londoners aged 18-24

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1. Introduction

This report provides supporting research and analysis for the Talent Match provision being developed by London Youth.

It seeks to set out the labour market and delivery context in each of the seven Boroughs being targeted by delivery partnerships; to identify the key challenges and opportunities in those areas; to inform the design of the specialist streams addressing young parents, disability and enterprise; and to provide in-depth findings from interviews and focus groups with young people themselves.

The research combines a mix of desk-based analysis and research, interviews with a wide range of local delivery partners and stakeholders (over 30 in total), and two focus groups and eight interviews with young people.

Key findings

Talent Match areas

- All Boroughs are generally disadvantaged compared with others in London – but their precise characteristics vary widely.
- Almost all Boroughs have particularly pronounced concentrations of unemployment at Ward level – and there are pockets of high unemployment in all Boroughs except Enfield.
- Mainstream provision does not appear to be well-targeted at meeting disadvantaged young people's needs – particularly those with entrenched barriers
- While there is often a plethora of additional and complementary support, this is often fragmented and not well understood by young people – a common concern was that young people simply don't know what is available
- There appears to be a good fit between the identified gaps in provision and the objectives of the London Talent Match proposal – and in particular with the five pillars
- There also appears to be broad consistency between what stakeholders say and what young people themselves say (see Chapter 4).

Lessons from young people for service delivery

Young people emphasised that services should be:

- Personalised and focused on their interests and skills – for example combining employability training with sport or arts
- Friendly, approachable and relaxed so that young people can engage easily and build their confidence over time
- Focused on employment – through good quality work experience, exposure to employers, and high quality adviser and/ or mentor support
- Focused on wider issues that can cause young people to be out of work or learning for a long time – and in particular barriers around confidence and motivation
- Open and accessible on a regular basis
- Promoted through channels that young people use on a regular basis – including social media, but also housing estates and youth provision

The findings from this research appear to confirm that the approach proposed by London Youth is well targeted both to local and young people's needs.

Structure of this report

Chapter 2 includes estimates of the number of young Londoners who are not in education, employment or training (NEET) but not claiming out-of-work benefits. It also looks at some of their characteristics using benefit and Labour Force Survey data.

Chapter 3 sets out the labour market and delivery context in each of the seven Boroughs being targeted by delivery partnerships, key challenges and opportunities in those areas.

Chapter 4 summarises key findings to inform the design of the specialist streams addressing young parents, disability and enterprise

Chapter 5 sets out findings from interviews and focus groups with young people themselves

2. Characteristics of young out-of-work Londoners

Hidden NEET estimates

- Inclusion has estimated the number of NEETs claiming and not claiming benefit in each of the Talent Match target boroughs, based on NEET statistics and benefit claimant data.
- The total NEET aged 18-24 figure for England is 852,000 in Q2 2013[#]. This figure has been apportioned to each of the target boroughs and London as a whole according to the proportion of England's out-of-work benefit claimants in the area.
- Inclusion estimates there are 114,000 18 to 24 year olds NEET in London but only 79,690 claiming any out-of-work benefits. Inclusion estimates there are 34,600 aged 18 to 24 NEET and not claiming out-of-work benefits in London.

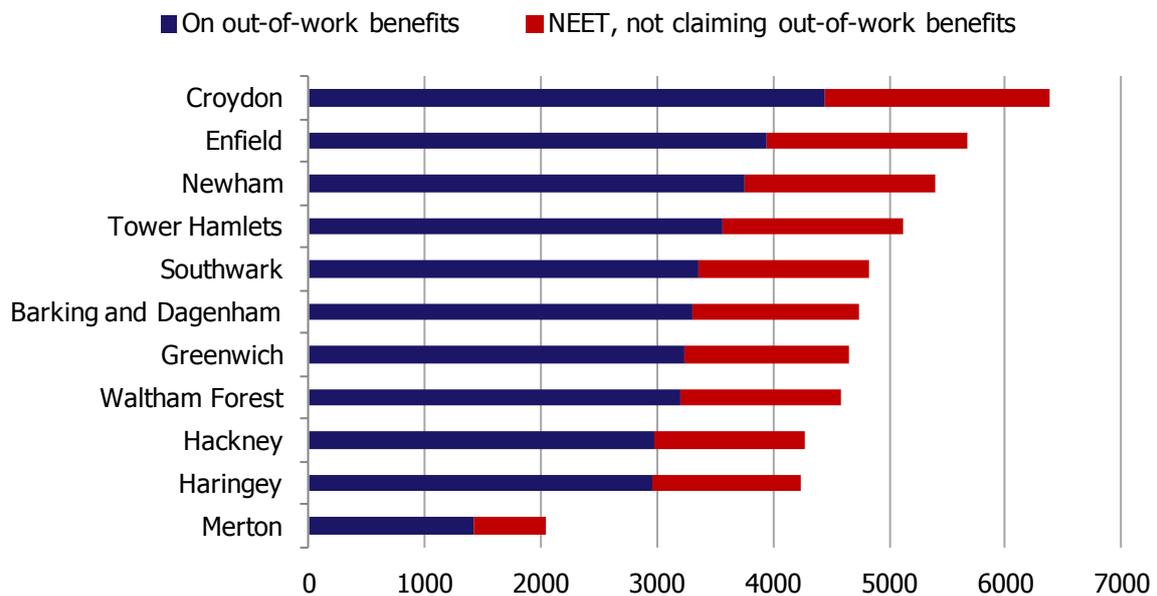
Borough	Job seeker	ESA and incapacity benefits	Lone parent	Others on income related benefit	Total on out-of-work benefits	NEET, not claiming out-of-work benefits	NEET Total
Barking and Dagenham	1690	540	900	170	3300	*1400	*4700
Croydon	1920	880	1200	450	4450	*1900	*6400
Enfield	1990	700	1020	240	3950	*1700	*5700
Greenwich	1440	710	850	250	3240	*1400	*4600
Hackney	1560	560	700	160	2980	*1300	*4300
Haringey	1550	580	620	210	2950	*1300	*4200
Merton	660	320	350	90	1420	*600	*2000
Newham	2260	670	680	150	3760	*1600	*5400
Southwark	1750	560	820	230	3360	*1500	*4800
Tower Hamlets	2260	570	590	140	3570	*1600	*5100
Waltham Forest	1970	510	590	130	3200	*1400	*4600
†London Total:	39880	16400	18630	4790	79690	*34600	*114000

†Total for all 33 London Boroughs

*estimated by Inclusion

Source: Nomis, Benefit Claimants aged under 25, May 2013 (There will be a negligible number receiving benefits aged below 18 so this has been interpreted as an 18-24 figure); [#]NEET statistics, DfE, Q2 2013.

NEETs aged 18-24 claiming and not claiming out-of-work benefits



Inclusion's estimates are reproduced in the above graph. The gap between the number of young people claiming out-of-work benefits and the total NEET levels indicate high levels of disengagement of unemployed and inactive young people in the target boroughs.

Croydon is the target borough with the highest numbers on out-of-work benefits and has an estimated 1,900 18-24 year olds NEET who are not claiming out-of-work benefits.

Merton is the target borough with the lowest numbers on out-of-work benefits and has an estimated 600 18-24 year olds NEET who are not claiming out-of-work benefits.

However, as *Inclusion's* estimates are modelled on claimant data at borough level and NEET data for England as a whole, it has not been possible to account for all of the variation in engagement across boroughs.

Interviews with local authority staff based in target boroughs suggest engagement with the benefit system varies. It is understood that Merton suffers from comparatively low levels of engagement with the benefit system among young people and this is likely to mean a greater number are disengaged than the modelling suggests.

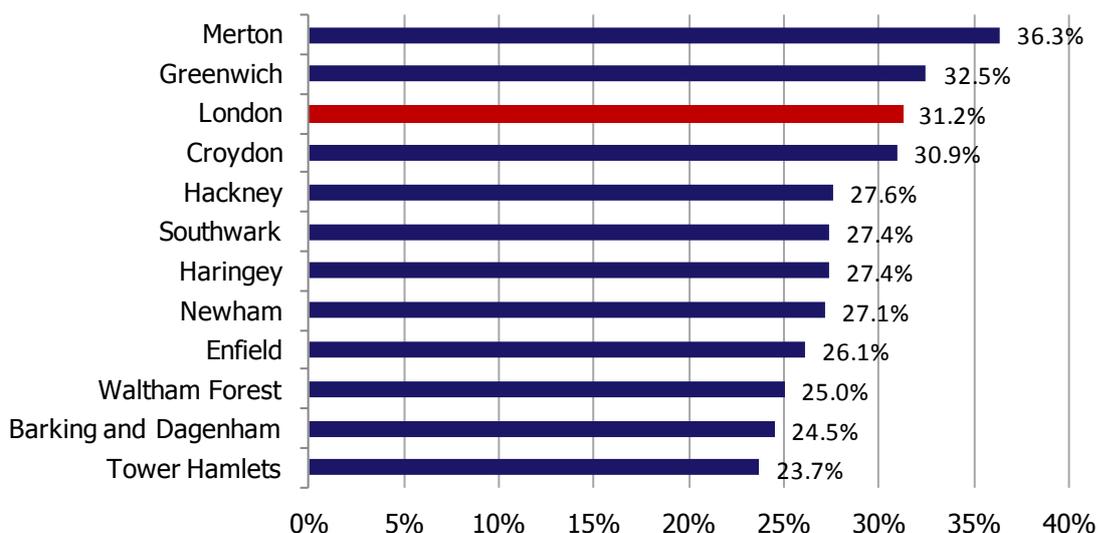
Equally, in some boroughs engagement will be higher than estimated. For example, it is understood a high proportion of 18-24 year olds NEET will be claiming in Barking & Dagenham. This will mean a lower number than modelled may be disengaged.

Target group characteristics

Looking at the benefit groups of all claimants aged under 25 in each of the target boroughs it is possible to map some of the characteristics of young claimants.

It has unfortunately not been possible to identify offender rates for the target age group by borough or employment status due to constraints on data availability.

Disabled people as a proportion of benefit recipients aged under 25



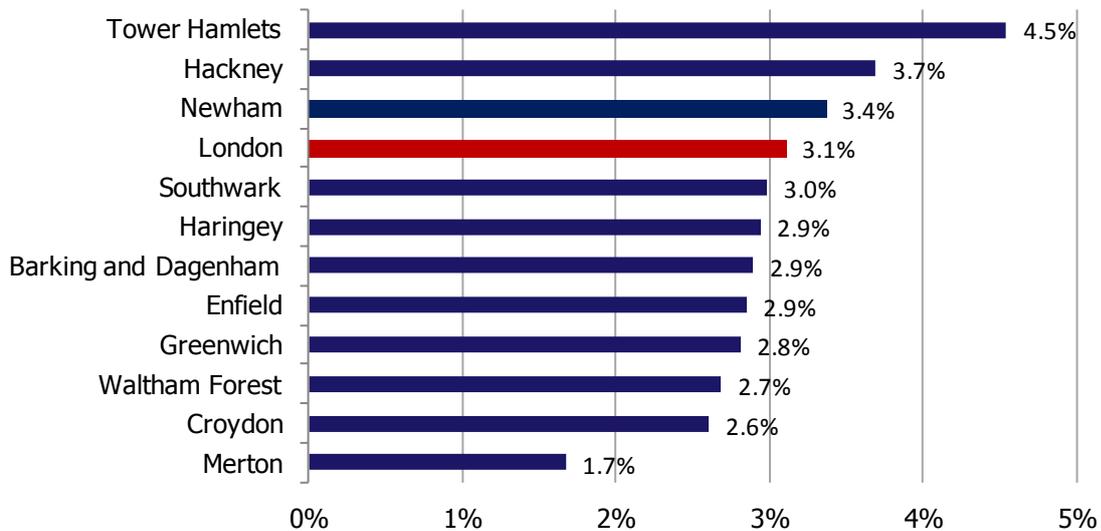
Source: Nomis, Sum of recipients in disabled and ESA/Incapacity Benefit stat groups, May 2013

Of those on benefits aged under 25 in London 31.2% are classified as disabled.

The majority of Talent Match target boroughs have a smaller proportion of disabled claimants under 25 than the London average.

36.3% of benefit claimants under 25 in Merton and 32.5% in Greenwich are classified as disabled putting both boroughs above the London average. Of the target boroughs, Tower Hamlets has the lowest proportion of benefit claimants under 25 classified as disabled at 23.7%.

Carers as a proportion of benefit recipients aged under 25



Source: Nomis, May 2013

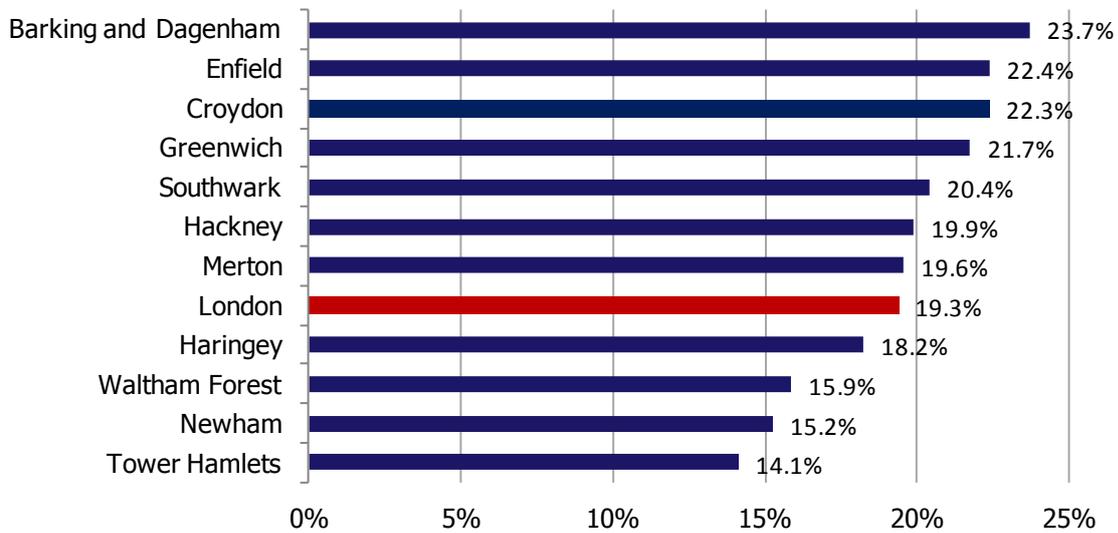
Of those on benefits aged under 25 in London 3.1% are classified as carers.

The majority of Talent Match target boroughs have a smaller proportion of benefit claimants under 25 classified as carers than the London average.

Tower Hamlets, Newham and Hackney, however, have significantly higher proportions of carers than the London average. In Tower Hamlets 4.5% of benefit claimants under 25 are classified as carers. In Hackney 3.7% are classified as carers and in Newham 3.4% are.

The eight other target boroughs range from 1.7% in Merton up to 3.0% in Southwark.

Lone parents as a proportion of benefit recipients aged under 25



Source: Nomis, May 2013

Of those on benefits aged under 25 in London 19.3% are classified as lone parents

There is significant variation across the Talent Match target boroughs – from 14.1% in Tower Hamlets to 23.7% in Barking and Dagenham; well below and well above the London average.

Summary of borough level statistics

This table brings together the statistics presented above for ease of comparison across target boroughs.

Borough	Carers	Disabled	Lone Parents	Total on out-of-work benefits	NEET, not claiming out-of-work benefits	NEET Total
Barking and Dagenham	2.9%	24.5%	23.7%	3300	*1400	*4700
Croydon	2.6%	30.9%	22.3%	4450	*1900	*6400
Enfield	2.9%	26.1%	22.4%	3950	*1700	*5700
Greenwich	2.8%	32.5%	21.7%	3240	*1400	*4600
Hackney	3.7%	27.6%	19.9%	2980	*1300	*4300
Haringey	2.9%	27.4%	18.2%	2950	*1300	*4200
Merton	1.7%	36.3%	19.6%	1420	*600	*2000
Newham	3.4%	27.1%	15.2%	3760	*1600	*5400
Southwark	3.0%	27.4%	20.4%	3360	*1500	*4800
Tower Hamlets	4.5%	23.7%	14.1%	3570	*1600	*5100
Waltham Forest	2.7%	25.0%	15.9%	3200	*1400	*4600
†London Total:	3.1%	31.2%	19.3%	79690	*34600	*114000

†Total for all 33 London Boroughs

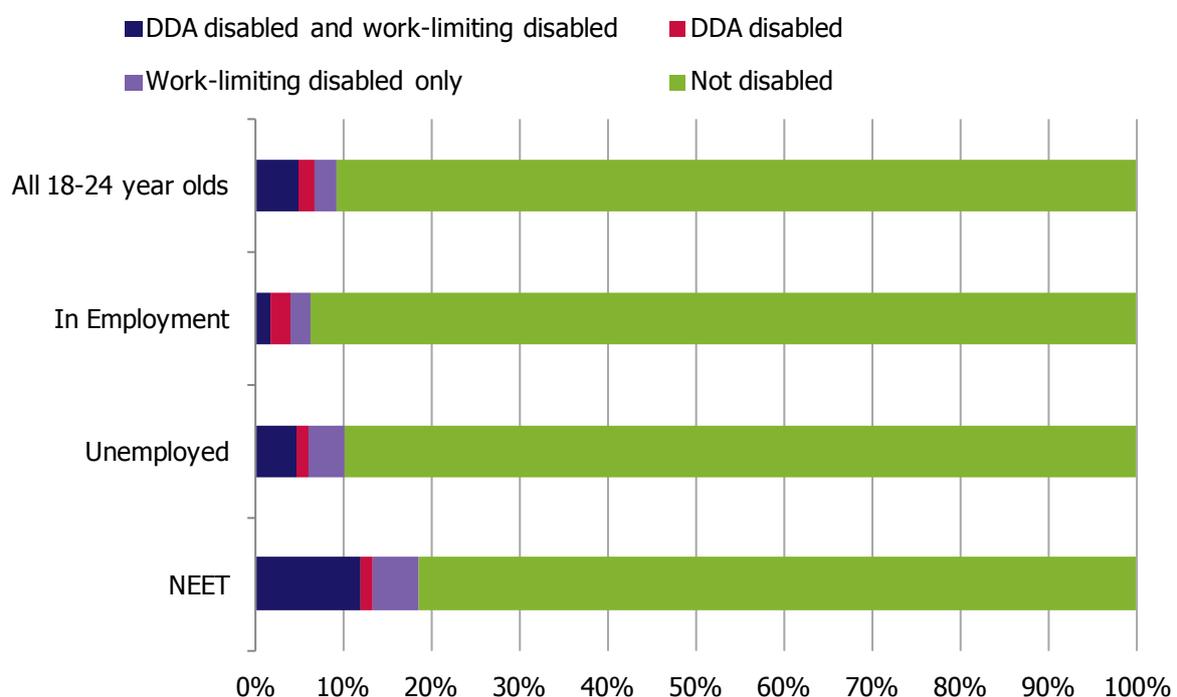
***estimated by Inclusion**

Source: Nomis, May 2013; NEET statistics, DfE, Q2 2013

Labour Force Survey Analysis

Further analysis based on Labour Force Survey data for London as a whole shows the different characteristics of 18-24 year olds based on their employment status. The International Labour Organization definition of unemployment is used in the analysis below – those categorised as unemployed are currently not working but are available for work and have recently sought work. NEET figures include those who are inactive in the labour market and not looking for work. There will be some overlap between those who are unemployed and those who are NEET

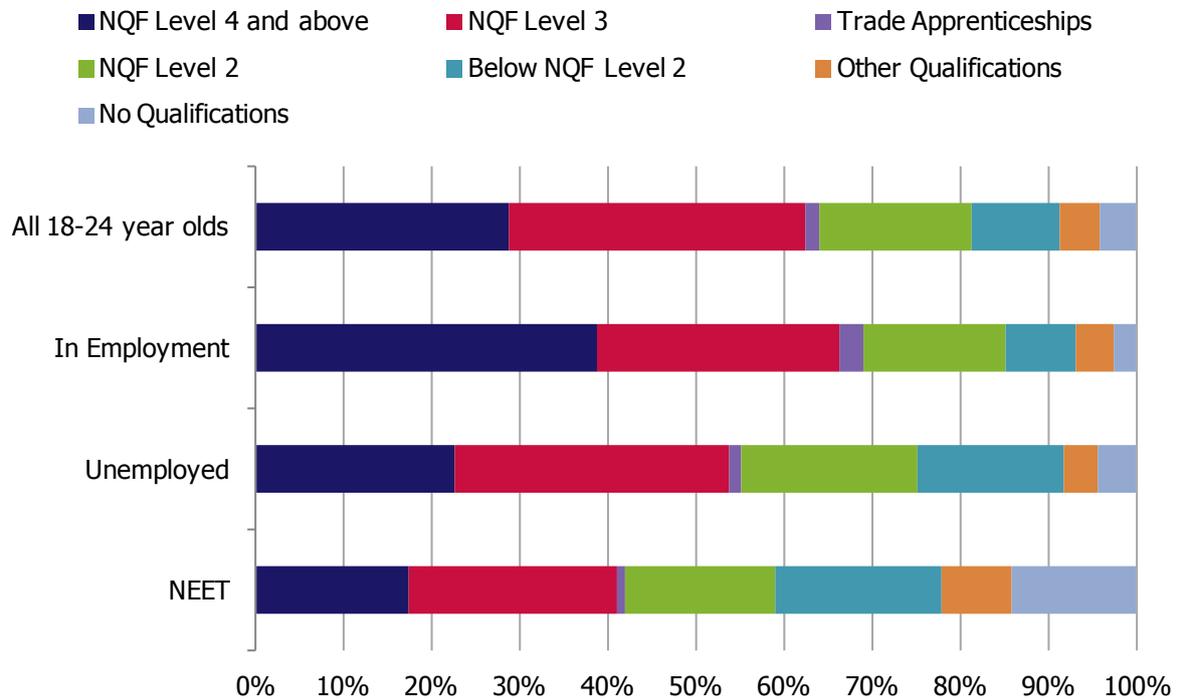
Disability by employment status for 18-24 year olds in London



Source: Aggregated quarterly Labour Force Survey, April – December 2012

90.8% of all 18-24 year olds in London are not disabled. 93.8% of those in employment and 90.0% of those unemployed are not disabled. However, only 81.5% of 18-24 year olds NEET in London have no disability.

Highest qualification level by employment status for 18-24 year olds in London



Source: Aggregated quarterly Labour Force Survey, April – December 2012

Unemployed 18-24 year olds in London have lower qualification levels than those in employment. Inactive non students have the lowest qualification levels.

62.4% of all 18-24 year olds in London and 66.3% of those in employment have NQF Level 3 or above as their highest qualification. For the unemployed this is 53.6% and for 18-24 year olds NEET this falls to 40.9%.

4.2% of all 18-24 year olds in London have no qualifications but 14.3% of 18-24 year olds NEET have no qualifications.

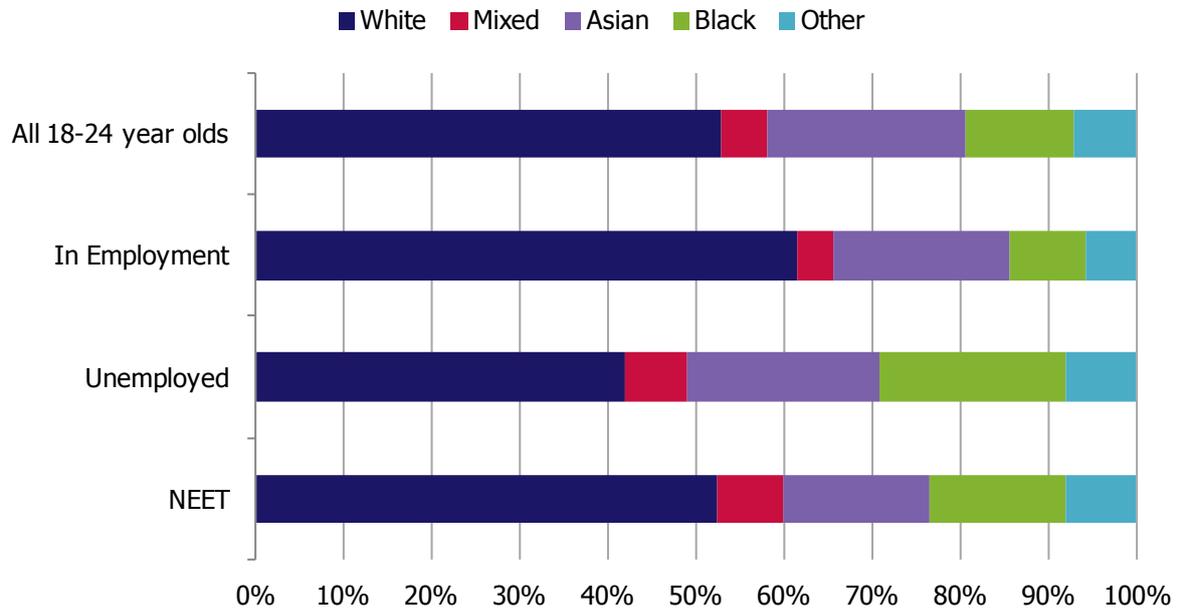
Note:

NQF Level 4 is equivalent to a higher education degree.

NQF Level 3 is equivalent to an A Level qualification.

NQF Level 2 is equivalent to a GCSE qualification at A*-C.

Ethnicity by employment status for 18-24 year olds in London



Source: Aggregated quarterly Labour Force Survey, April – December 2012

47.2% of 18-24 year olds in London are non-white but only 38.2% of those in employment are non-white. 47.5% of those NEET and 58.1% of those unemployed are non-white.

3. Profiles of Talent Match Boroughs

This Chapter sets out key findings on the profile of the seven Boroughs that the Talent Match delivery partnerships will be operating in; the delivery picture and identified gaps in provision; and the characteristics of disadvantaged young people not in education, employment or training.

The analysis is presented Borough-by-Borough. Statistical analysis is generally drawn from the Labour Force Survey, Annual Population Survey and DWP administrative data. Findings on the delivery picture and characteristics of young people is drawn from interviews with key stakeholders in those Boroughs.

The key over-arching findings are that:

- All Boroughs are generally disadvantaged compared with others in London – but their precise characteristics vary widely.
- Almost all Boroughs have particularly pronounced concentrations of unemployment at Ward level – and there are pockets of high unemployment in all Boroughs except Barking & Dagenham
- Mainstream provision does not appear to be well-targeted at meeting disadvantaged young people’s needs – particularly those with entrenched barriers
- While there is often a plethora of additional and complementary support, this is often fragmented and not well understood by young people – a common concern was that young people simply don’t know what is available
- There appears to be a good fit between the identified gaps in provision and the objectives of the London Talent Match proposal – and in particular with the five pillars
- There also appears to be broad consistency between what stakeholders say and what young people themselves say (see Chapter 4).

Barking and Dagenham

Overview

Inclusion estimates that there are **5,700 under 25s not in education, employment or training in Barking and Dagenham.**

Barking and Dagenham has the highest proportion of under 25 claimants classified as lone parents (25.8%) of any Borough targeted in Talent Match. A below average proportion are classified either as disabled people or as carers. 10.0% of the 18-24 year old population were claiming Jobseeker's Allowance in May 2013.

The borough is significantly more disadvantaged than London as a whole – with an overall working age unemployment rate of 12.4% for males and 15.7% for females (compared to 8.8% and 9.2% for London). Economic inactivity is 27.5% (compared with 24.2% across London).¹

A very high proportion of residents have no qualifications – 13.9% of the working age population, compared to 8.4% across London.²

Ward level analysis

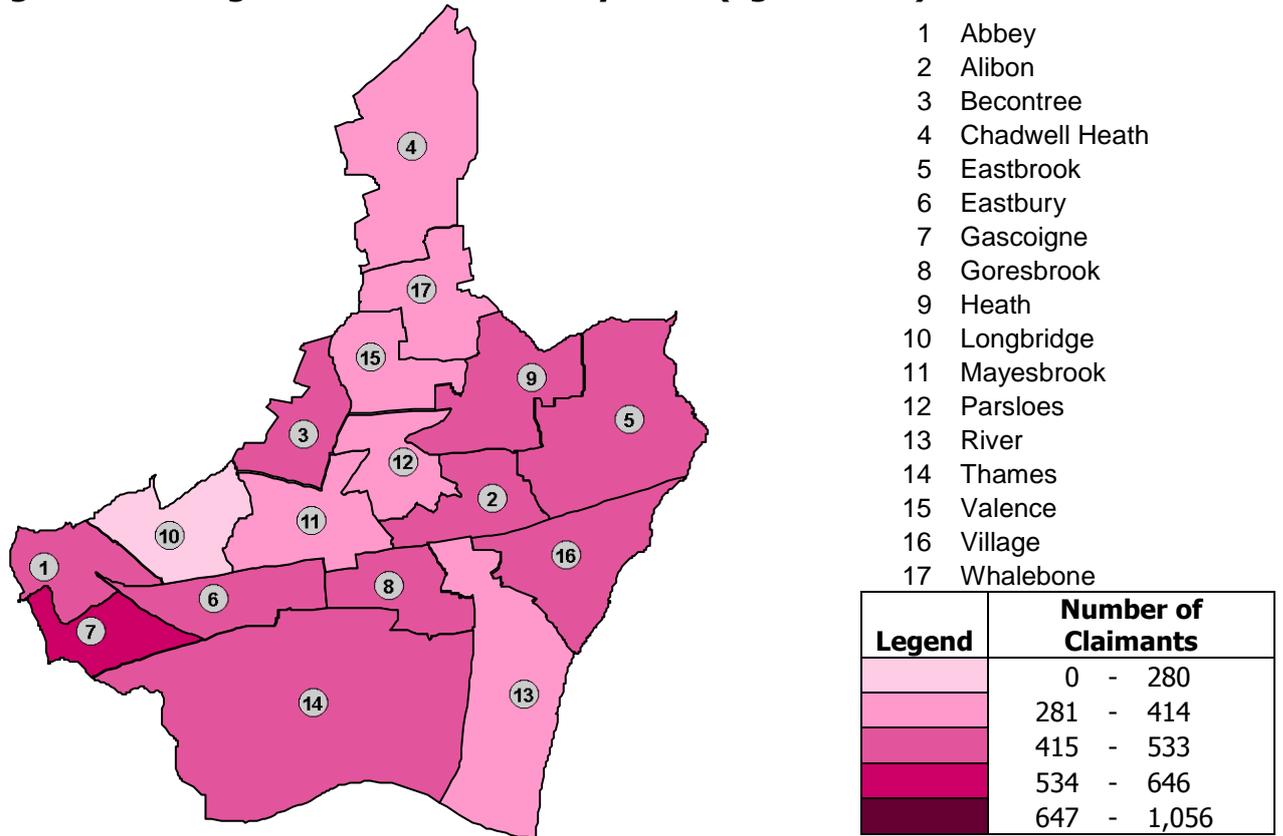
Looking at concentrations of unemployment at Ward level, Wards in Barking and Dagenham generally have average and below average numbers of JSA claimants in comparison to Wards in other target boroughs. Unlike other boroughs, there are not high concentrations of claimants in any of the wards. Gascoigne has the highest number of claimants and Longbridge the least.

This is set out in Figure 1 below. In this map and subsequent map, all 215 Wards in Talent Match Boroughs have been ranked according to their number of JSA claimants and then grouped according to those rankings into one of five groups (quintiles). So the colour-coding reflects both relative disadvantage within the Ward, but also across the Talent Match Boroughs.

¹ All figures in this analysis and equivalent analysis for other Boroughs is from Annual Population Survey, January-December 2012

² Ibid

Figure 1: Average claimant numbers by ward (aged 16-64)



Groupings based on splitting the 215 target borough wards into quintiles according to number of claimants

The delivery picture

Statutory provision exists through the Work Programme and NOMS support for ex-offenders, but neither is specific to young people. Short term projects which focus on 18-24 year olds operate in the Borough, but there relatively little provision for the harder to reach and those that need more support.

The local authority engagement work appears to be well-coordinated and provides good support through the Job Shop scheme. Schools appear to work well for the majority of young people but alternative offers for the minority are not very strong.

Non statutory provision is limited in the Borough, as the voluntary sector is weak and apprenticeships are limited. The Prince's Trust is responsible for some of the available provision and LifeLine consider that their provision has had some success.

Identified gaps in provision

There is a particular need to support young people through **transitions**, to provide **personalised support** and to provide more **apprenticeships** and job opportunities.

Stakeholders considered that a **flexible approach** was needed to target the hardest to reach and to build relationships with them. There appear to be issues with **communications and publicity**, as organisations focus their limited resources on direct delivery. Many young people do not know what is available or what support they need.

Personalised support and mentoring would be valuable alongside existing provision and could help link the hardest to reach to mainstream provisions. Outreach based on activities which **interest young people** could be used to build engagement.

Stakeholders considered that a key issue is a general **lack of jobs for young people**, so innovative job creation schemes would be valuable. Entry level jobs and apprenticeships are key.

Target group characteristics

The most disadvantaged young people outside learning and work were considered to include:

- Workless families
- Those with low educational achievement/ no qualifications
- Young offenders
- Young people looked after by the local authority
- Recent arrivals from outside the UK

Take up of benefits was generally considered to be good, but it was felt that a minority of young people may be supported by parents or supporting themselves through the informal economy.

Enfield

Overview

Inclusion estimates that there are **7,300 under 25s not in education, employment or training in Enfield**. The proportions of under 25 claimants classified as lone mothers, carers or disabled are all below the London average. 7.1% of the 18-24 year old population were claiming Jobseeker's Allowance in May 2013.

The borough is more disadvantaged than London as a whole – with an overall working age unemployment rate of 10.4% for males and 10.0% for females (both above average) and a rate of economic inactivity of 27.6%.

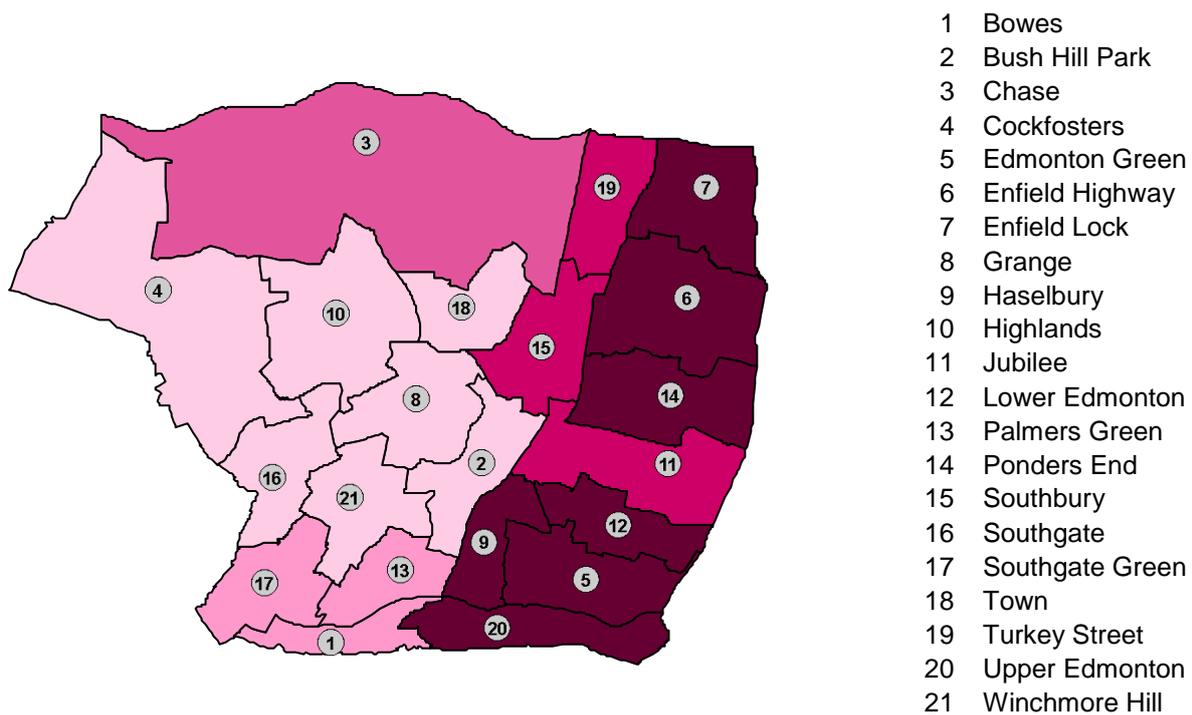
Enfield has a relatively low skilled population, with 9.6% of working age residents having no qualifications.

Ward level analysis

Enfield has a relatively high number of JSA claimants, and high concentrations of worklessness. Seven of its 21 wards are in the top fifth of Talent Match Boroughs.

These high claimant wards are concentrated in the east of the Borough – particularly around Edmonton Green, Ponders End, Lower Edmonton and Upper Edmonton. The geographic centre and west of the borough are relatively less disadvantaged. Figure 2 below sets this out.

Figure 2 – Average claimant numbers by ward (aged 16-64)



Groupings based on splitting the 215 target borough wards into quintiles according to number of claimants

The delivery picture

The local authority provides support through youth clubs, but these were reported to be under-resourced and not to cover the whole borough. Trinity-at-Bowes and Craig Park youth centre are good examples of services that young people engage with.

Voluntary provision is also provided through churches, the Prince’s Trust, Enfield Voluntary Centre and other providers. The majority of this provision is targeted at 18-24 year olds.

There is ongoing and planned neighbourhood regeneration and development in the borough which has the potential to create opportunities for young people.

Identified gaps in provision

Stakeholders considered that there was generally less effective support to help young people become **job ready** and **understand the options available to them**. Support was considered to be generally untargeted.

Youth centres were felt to provide good support, where available. It was felt that **Edmonton Green needed more provision** as the current youth centres are distant and inconveniently located.

Innovative employer engagement and **good quality work experience** were highlighted as particularly important. There was also a **lack of outreach** and opportunities to **network, shadow and receive personalised support** including mentoring.

Work needs to be done to engage particular groups including young women of Bangladeshi descent. There is also a low level of engagement among the Turkish and Somali communities.

Target group characteristics

It was felt that the key disadvantaged groups were:

- Economically inactive young people living with their parents
- Ethnic minority groups including Bangladeshi, Turkish and Somali
- Those with learning difficulties
- Those with mental health issues

It was felt that around half of young people not in education or employment were also not claiming JSA.

Hackney

Overview

Inclusion estimates that there are **5,400 under 25s not in education, employment or training in Hackney**. Hackney has a below average proportion of claimants classified as disabled people and a roughly average proportion as lone parents. Relatively more claimants are classified as carers than is the case in other Boroughs, but this still accounts for a relatively small proportion of claimants (3.1%). Just 6.3% of the 18-24 year old population were claiming Jobseeker's Allowance in May 2013.

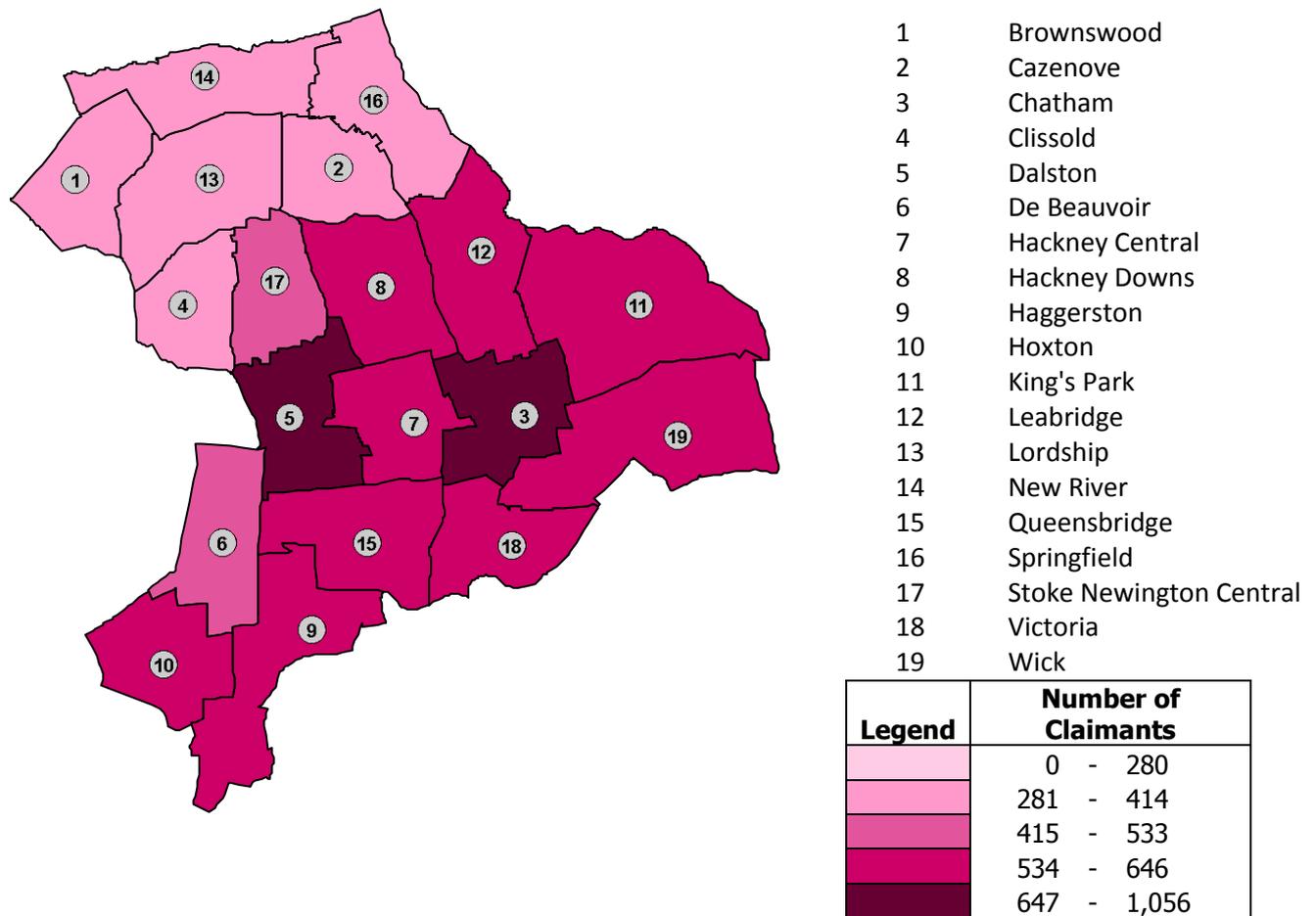
The borough has an overall working age unemployment rate of 7.3% for males and 11.7% for females – so male unemployment is below the London average, but female unemployment significantly above it. Economic inactivity is also well above average, at 29.7%.

Hackney has a high proportion of residents with no qualifications – at 11.4% of the population.

Ward level analysis

Hackney has generally above average numbers of JSA claimants. There are particularly strong concentrations of unemployment at Ward level in its geographic centre and the south of the Borough. Chatham and Dalston have the highest concentrations. Wards in the North West of the borough are relatively less disadvantaged, but there are no Boroughs in the bottom fifth of the distribution. This is set out in Figure 3 below.

Figure 3 – Average claimant numbers by ward (aged 16-64)



Groupings based on splitting the 215 target borough wards into quintiles according to number of claimants

The delivery picture

Statutory provision is available through Jobcentre Plus and the Work Programme as in other Boroughs, but it was felt that this often did not help young people with their self esteem. City and Hackney Child and Adolescent Mental Health Services (CAMHS) also provide some support but this was also considered not to meet young people's needs.

Stakeholders spoke more highly of voluntary sector provision, in particular from the Peabody Trust – who provide support with CV and interview skills.

Identified gaps in provision

Interviewees reported a general disconnect between provision and young people.

Gang culture means that young people can often feel bound to local areas and are

unable to find out what is available. There was considered to be a real need for services that **signpost** young people to provision.

Support was considered not to be **personalised and flexible** enough. Ensuring **tailored, timely** and **longer lasting** support were identified as key priorities. Ideally this should be one to one.

Employability support – including around **communications** and **teamwork** – was identified as particularly important, as many young people may have been out of education for several years.

In addition, a **lack of role models** was identified as a particular issue in current provision (and more generally).

Target group characteristics

Key groups for engagement were identified as:

- Young people involved in gangs
- Homeless young people
- Those with complex needs – including family issues, mental health, lack of qualifications and criminal records

Haringey

Overview

Inclusion estimates that there are **5,400 under 25s not in education, employment or training in Haringey**. The proportions of under 25 claimants classified as lone mothers, carers or disabled are all below the London average. 6.8% of the 18-24 year old population were claiming Jobseeker's Allowance in May 2013.

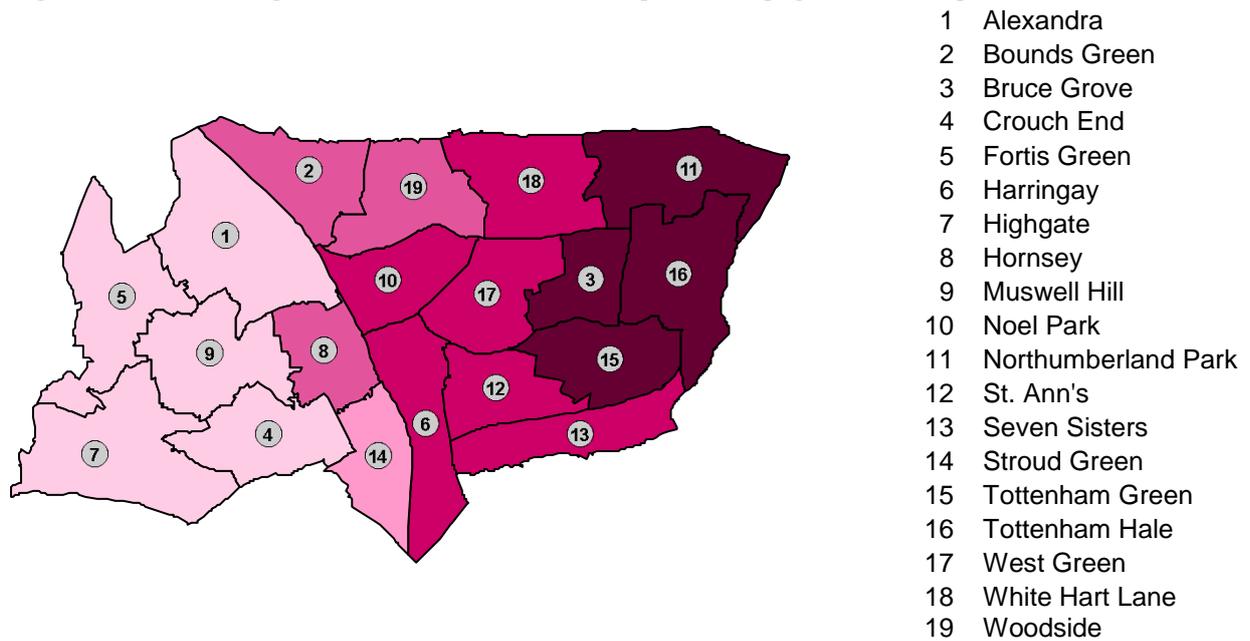
The borough has relatively low unemployment – at 7.7% for males (below London average) and 9.2% for females (in line with the average). Economic inactivity is relatively high however, at 26.8%.

A large proportion of Haringey residents have no qualifications – at 10.6% of the population.

Ward level analysis

There is a clear East-West divide at Ward level in Haringey. Across the East of the Borough are Wards with high concentrations of unemployment including Northumberland Park – with the highest number of claimants of all target Wards. Bruce Grove, Tottenham Green and Tottenham Hale also have high unemployment. Wards in the west of the borough, however, have below average numbers of JSA claimants – indeed five of them are among the lowest in the Talent Match Boroughs. This is set out in Figure 4 below.

Figure 4 – Average claimant numbers by ward (aged 16-64)



Legend	Number of Claimants
	0 - 280
	281 - 414
	415 - 533
	534 - 646
	647 - 1,056

Groupings based on splitting the 215 target borough wards into quintiles according to number of claimants

The delivery picture

The main local provision in Haringey is provided from core local authority children's provision and social services. The council also runs a scheme called "Jobs for Haringey" which provides employment support and guidance in work, and a "Haringey Jobs Fund" that provides opportunities for businesses to provide subsidised employment.

While there is a lot of provision available, it was considered not to be well joined-up (indeed a strategic board co-ordinating work has been disbanded). This may have led to providers becoming more insular.

Other key providers include Wood Green Library and the Tottenham Hotspur Foundation.

Following the recent riots there has been increased development and accompanying opportunity in the borough. Funding exists to improve housing and transport links and to engage young people.

The borough is largely residential so there is limited business and employment in Haringey. Wood Green shopping centre provides retail jobs and apprenticeships in garages, childcare and construction are available.

Much of the provision available is targeted up to the age of 18 and comes to an end at 19, which causes some difficulty.

Identified gaps in provision

Provision was considered to be patchy and only accessed by those who are aware of it. Support appeared often not to be reaching the most disadvantaged young people and there is a **lack of a joined up offer**. More provision was considered necessary particularly in the Tottenham area. Where possible, these should be **longer term in nature**.

Although the borough is residential, it was considered that there were **opportunities to engage with employers** in small businesses and growing enterprises.

It was also felt that provision needed to better target **ethnic minorities** and to **build trust**.

Target group characteristics

Key groups for targeting additional support were identified as:

- Those living in specific areas near Tottenham and Bruce Grove
- Unengaged young people from ethnic minorities
- Young people involved in the informal economy

Newham

Overview

Inclusion estimates that there are **6,700 under 25s not in education, employment or training in Newham**. Newham has below average proportions of claimants classified as disabled people or lone parents, and an above average proportion classified as carers (but this is still low, at 3.3%). 5.8% of the 18-24 year old population were claiming Jobseeker's Allowance in May 2013.

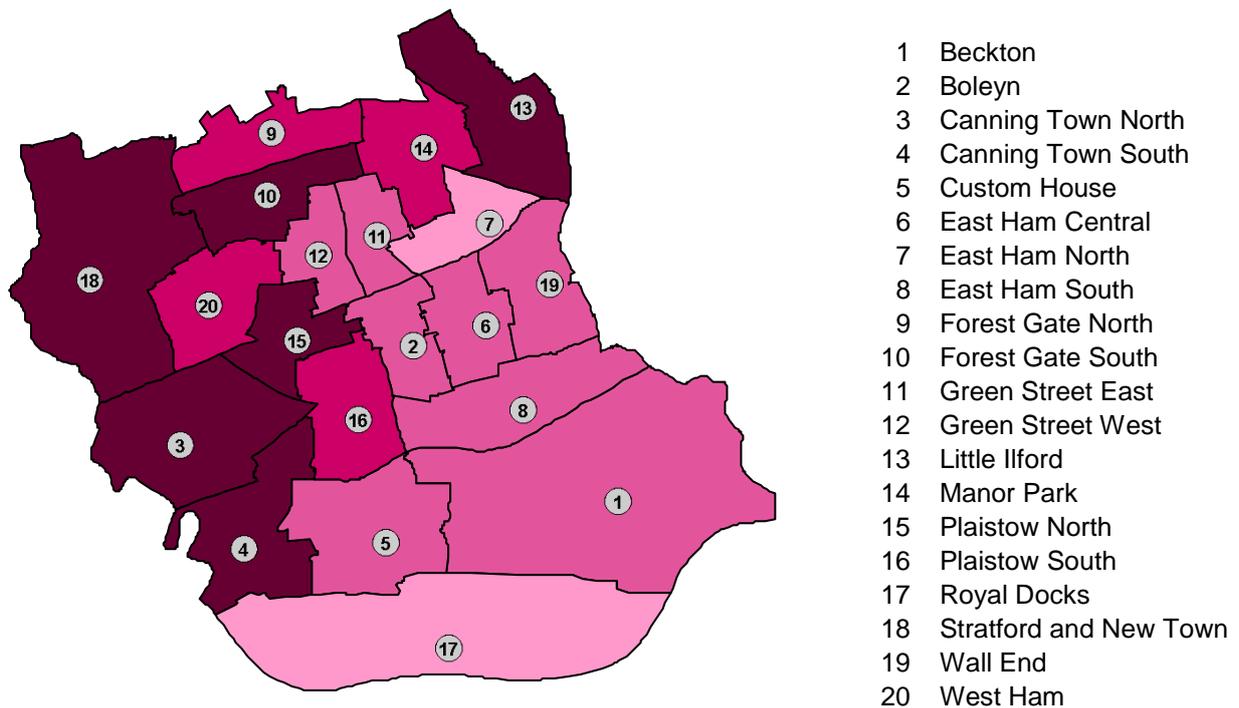
The Borough has very high unemployment overall – at 15.4% for males and 12.4% for females. Inactivity is also very high, at 29.3% on average.

Newham also has a large population with no qualifications – with 15.3% of residents unqualified.

Ward Level analysis

As noted, Newham is a disadvantaged Borough with high worklessness. Looking at JSA claimants by Ward, six of its 20 wards are in the top fifth of the Talent Match Wards with the most claimants. These high claimant wards are mainly in the geographic West and North of the borough. The wards with most claimants are Canning Town North, Canning Town South, Forest Gate South, Little Ilford, Plaistow North and Stratford and New Town. This is set out in Figure 5 below.

Figure 5 – Average claimant numbers by ward (aged 16-64)



Legend	Number of Claimants
(Lightest Pink)	0 - 280
(Light Pink)	281 - 414
(Medium Pink)	415 - 533
(Dark Pink)	534 - 646
(Darkest Pink)	647 - 1,056

Groupings based on splitting the 215 target borough wards into quintiles according to number of claimants

The delivery picture

As elsewhere, statutory provision is available from the Work Programme and Jobcentre Plus. Careers advice is provided to 14-19 year olds by "15billion" which used to provide Connexions services. The local authority plays a significant role in service delivery, with further education providers delivering training and apprenticeships.

Community Links is a key VCSE organisation delivering services, and is well embedded in Newham with many small European Social Fund projects.

There is large scale local regeneration through the Olympic Legacy and Westfield shopping centre. Retail, construction and security are strong sectors.

Identified gaps in provision

It was felt that the key issue is that the **system is difficult to navigate** with gaps existing due to a lack of coordination. There is no **joined up approach** between education, training providers, enterprise and employment. In addition, it was felt that there was a shortage of provision – the amount of provision available in the Borough does not meet demand.

More **outreach work**, including more effective marketing, and greater **personalisation of support** were identified as key needs. Further specific gaps were also identified around **enterprise support** and **engagement with employers**.

A **holistic approach**, which brings together youth work and employment support, was considered particularly important.

Target group characteristics

The particular groups that it was felt that provision should be targeted at were:

- Young offenders
- Those with low or no qualifications
- Children who have grown up in poverty
- Those living in overcrowded housing
- Those with mental health issues
- Refugees and asylum seekers
- Families where no-one works

Tower Hamlets

Overview

Inclusion estimates that there are **6,800 under 25s not in education, employment or training in Tower Hamlets**. It is the Talent Match target borough with the lowest proportion of under 25 claimants classified as lone parents (14.3%) and also has a below average proportion are classified as disabled. It has a higher proportion of carers than other Boroughs, at 4.0%. 6.3% of the 18-24 year old population were claiming Jobseeker's Allowance in May 2013.

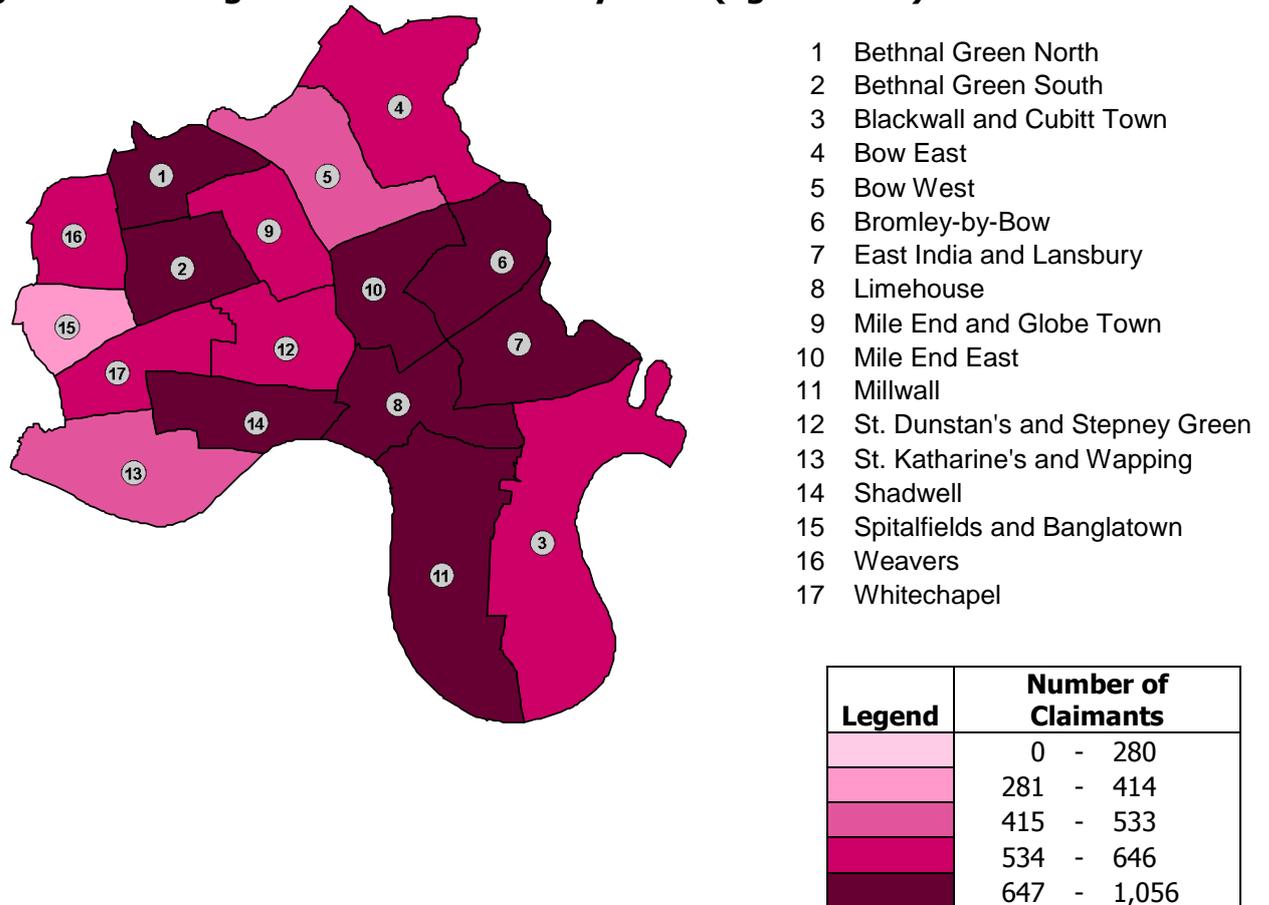
Overall, the borough has an unemployment rate of 11.6% for males and 12.8% for females – both well above the London averages. Inactivity is also very high, at 29.9% on average.

A very high proportion of residents have no qualifications – 13.4% of the working age population.

Ward level analysis

There are high numbers of JSA claimants across Tower Hamlets. Eight of its 17 wards are in the top fifth of Talent Match borough wards with the most claimants. These high claimant wards are spread across the borough. The wards with particularly high numbers of claimants are Bromley-by-bow, East India and Lansbury, Limehouse, Mile End East and Shadwell. This is set out in Figure 6 below.

Figure 6 – Average claimant numbers by ward (aged 16-64)



Groupings based on splitting the 215 target borough wards into quintiles according to number of claimants

The delivery picture

Tower Hamlets has a young population, with the third highest proportion of 20-34 year olds in England. 32% of residents are Bangladeshi by ethnic origin, with 31% White British. Many households in the Borough are overcrowded, and the area is generally densely populated. Child poverty is higher in Tower Hamlets than in any other Local Authority in the UK.

Many disadvantaged young people come from communities culturally entrenched in worklessness and lack positive role models in training and work.

Looking at the most disadvantaged, City Gateway’s Safeguarding Register recorded 148 safeguarding cases in 2012/13, for issues including gang involvement, homelessness, mental health, substance misuse, and carer responsibilities. These young people face a range of personal barriers to securing sustained employment.

Identified gaps in provision

There is a perceived lack of programmes that **train and match up young people to vacancies** in the retail, construction and childcare sectors. City Gateway has been active in this space, building on work to train up young people to fill low level roles in the City and Canary Wharf.

Due to the high level of need among young people, it was considered that **holistic programmes** that **engage young people 'where they are at'** are particularly important. This should provide **sustained support** for young people and should **give them a voice in service delivery**.

There is perceived **low take up of benefits** among Bangladeshi young people, and a need in particular to engage **Bangladeshi women** who are economically inactive and not on benefits.

Target group characteristics

As well as groups listed above, the following were identified as being particularly in need of additional support:

- Ex-offenders/ gangs/ repeat offenders
- People with a history of homelessness
- Young people who have never worked before
- Those who have completed the Work Programme without finding work
- Lone parents

Waltham Forest

Overview

Inclusion estimates that there are **5,900 under 25s not in education, employment or training in Waltham Forest**. The proportions of under 25 claimants classified as lone mothers, carers or disabled are all below the London average. 8.0% of the 18-24 year old population were claiming Jobseeker's Allowance in May 2013.

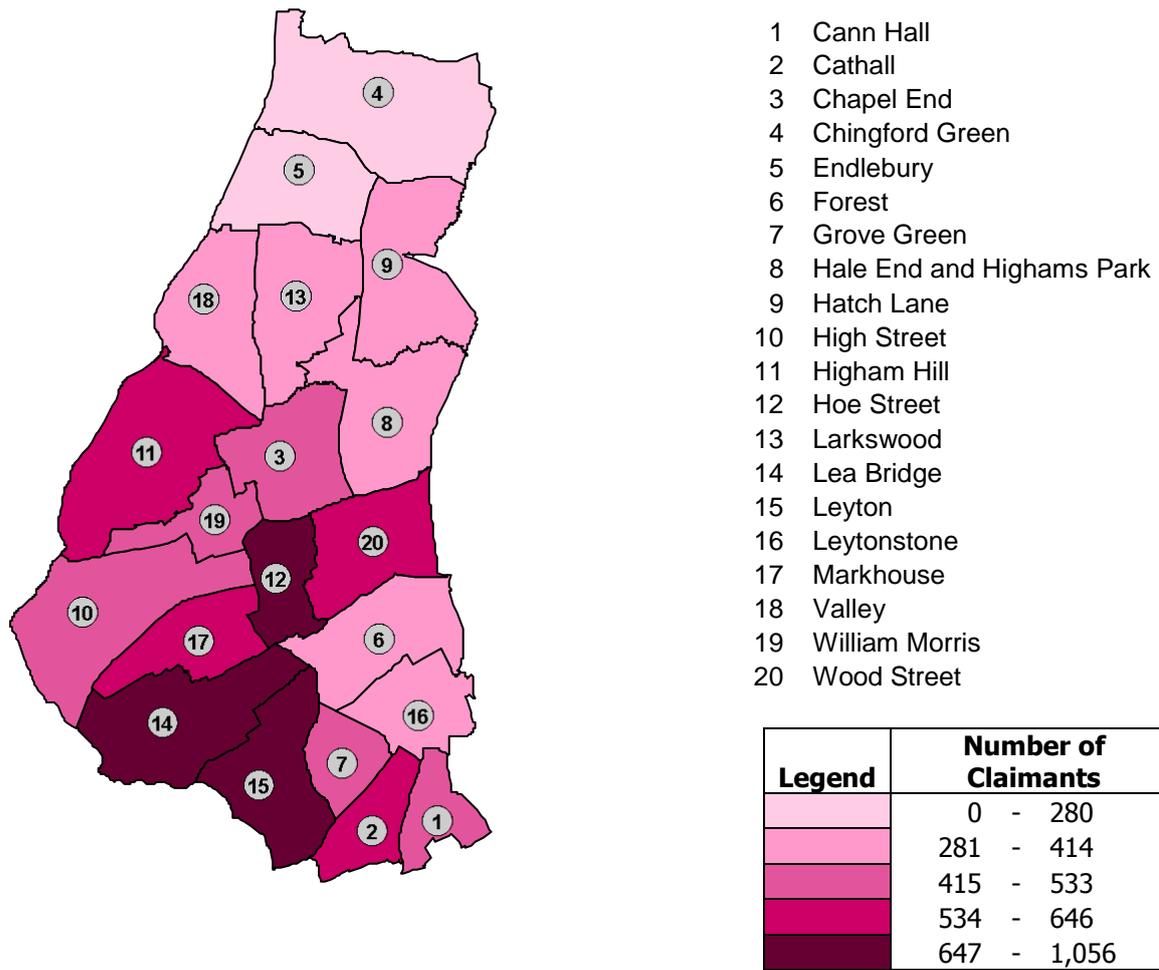
The borough has an overall working age unemployment rate of 8.8% for males and 9.3% for females, so in line with the London average. Economic inactivity is also broadly in line with the average, at 24.9%.

Despite this relatively strong labour market position, quite a high proportion of residents have no qualifications – 11.1% of the population.

Ward level analysis

Waltham Forest has wide variation in the numbers claiming JSA across its Wards. High claimant wards are concentrated in the south of the borough with Hoe Street, Lea Bridge and Leyton with the highest number of claimants. At the other end of the scale, Chingford Green and Endlebury have among the lowest numbers of claimants. This is illustrated in Figure 7 below.

Figure 7 – Average claimant numbers by ward (aged 16-64)



Groupings based on splitting the 215 target borough wards into quintiles according to number of claimants

The delivery picture

As elsewhere, statutory provision is provided by Jobcentre Plus and the Work Programme. It was felt that this was highly stretched and performance driven (job entries). Some specialist support was being delivered by VCSE organisations, including by DV8 Training, Streetlife Radio and others.

Provision for young people is mainly targeted at NEETs, with little available from the age of 19 onwards.

There is a large printing industry, some manufacturing, retail and food. Regeneration and development is taking place particularly in Walthamstow.

Identified gaps in provision

It was felt that when young people engage with provision, it is generally effective. However stakeholders felt that uptake was low and the majority do not engage. Young people are **unaware of what is available** and what they are entitled to.

The biggest identified weaknesses were around **engaging employers** and **creating entry level opportunities and apprenticeships**.

Cuts in youth services were reported to have reduced availability of support. **Signposting** was not considered good enough and there is **low engagement from some groups** including young Muslim women.

Target group characteristics

The following were identified as key target groups:

- Young people leaving care
- Those with low or no qualifications
- Instances of substance misuse
- Those within or exiting the criminal justice system
- Those completing the Work Programme
- Lone parents

4. Specialist streams

In addition to the delivery partnerships operating the seven Boroughs above, London Youth is also proposing to deliver three specialist streams of support across all eleven Boroughs identified by Talent Match. These streams will cover:

- Young parents and carers
- Disabilities
- Enterprise

Summarised below are key findings from structured, in-depth interviews with six key organisations delivering services and support to these groups.

As with Chapter 2, this focuses on setting out the context and characteristics of these groups.

Young Parents and Carers

Other than childcare support and provision through Jobcentre Plus and the Work Programme, there is little statutory support specifically for young parents and carers. Many are classified as inactive and often do not benefit from the Youth Contract wage incentive scheme (as this is focused mainly on full time employment outcomes). Key service workers and youth services are the main providers of support to young parents.

Voluntary provision on the whole does not focus on labour market outcomes for parents but on childcare. Personal goals and development opportunities are not strongly supported.

Retail and other employment with flexible working arrangements are desirable. Term-only work is difficult to find. Local authorities provide good flexible working arrangements but budget pressures mean jobs are limited.

Target group characteristics

- Lack of qualifications
- More likely to have performed badly at school
- Childcare needs

- Low self esteem
- Battling negative stereotypes
- Mental health issues
- Distant from work

Disabilities

Work Choice, the specialist disability employment programme commissioned by DWP, is available for many of this group but is often not accessed. The focus on 16 hours a week work placements in particular was considered to be too intensive for some. The Work Programme was considered not to provide good quality support for the most difficult to help. Some services are difficult to access for people with disabilities, health conditions or mental illnesses.

Other provision varies across boroughs and there is a mixture of European Social Fund, Skills Funding Agency, local authority and charitable support.

There are large numbers of people receiving little or inadequate support. Better engagement with employers and focus on employment training is needed. Apprenticeships and entry level jobs need to be opened up to disabled people.

Target group characteristics

- Considerable barriers to work
- Low expectations, aspirations and confidence
- Low self esteem
- Diverse needs
- In need of intensive, flexible and personalised support

Enterprise

The Work Programme was not considered to have been successful in providing enterprise support. The Prince's Trust does a lot of work in the area and takes many of its referrals from local authority initiatives.

Other provision varies across boroughs, with start-up loans often available to young people with good business ideas. The quality of support varies across different

schemes. Mentoring, whether face to face or by telephone, would add value as start up funding can already be accessed.

There is a need for different sectors to share their expertise and provide support to young people looking to enter the market. Marketing & advertising, creative industries and finance are all suitable sectors. It is important to have a variety of support from different areas.

Young people are generally unaware that free support is available but provision is oversubscribed in North East London is oversubscribed. Provision in West London and South London is not as stretched. Outreach and marketing of self employment as an option is needed.

Target group characteristics

- All young people can benefit from enterprise support
- Ex-offenders who experience difficulty getting into employment
- Single parents who need flexibility and control over hours
- Lack of qualifications creating barriers in job applications

5. Qualitative research with young people

Introduction

The following set of findings is drawn from two focus groups and eight face to face interviews with young people in London. All of the young people involved were currently not in education employment or training (NEET) or have had experience of being NEET.

The research was intended to improve our understanding of the support needs of NEET young people in London and draw out lessons for the design and delivery of Talent Match.

A group of young people were involved in the conception and development of Talent Match. Their involvements led to the development of the “five pillars” that underpin London Youth’s Talent Match programme. These are: **outreach, personalised support, transferable skills, employer engagement** and **job preparation**.

All of the research focused on these five pillars and set out to explore the importance of each for young people who might be accessing Talent Match services in the future.

Headline findings

- **The importance of personalised and tailored support.** This includes ensuring that support recognises the distance or closeness of that young person to the labour market; and ensuring that support meets their personal employment goals and career aspirations
- **Young people want accountability and responsibility.** Giving young people the opportunity to be responsible and accountable for their actions, and even for aspects of programme delivery, would instil confidence in a group who have rarely been given these chances
- **Emphasise and develop transferable skills.** Many of these young people lacked confidence and foresight of how skills that they have developed throughout school, volunteering or other life experiences could relate to preparing for, and succeeding in, the labour market.

Overall the research with young people supported the concept and reasons behind each of the core principles, and the broad approach proposed for Talent Match.

1. Outreach

Key findings:

- Support needs to be targeted in places young NEET people are already using
- Young people are drawn into support which includes their interests – for example support which involves a sport
- Moving into employment, rather than just further education, needs to be positioned as the key objective for participants

Tackling the fragmentation of support

Participants reported that while there is a wealth of material outlining the support that is available, very little of it encouraged them to take up the support. It wasn't enough for services to just provide information about support in the form of leaflets – rather, it was felt that employment support services needed to do more outreach work to encourage those disengaged and hard to reach groups:

"I think you get a lot of information but it is just leaflets and that's it. Proactive stuff is good, giving [young people] things to do like approach services when they haven't done so in the past. It doesn't work...you get loads of information, I think the information and support is there but it's like giving you in the ingredients, but not teaching you how to cook." (Focus group one)

"For me something more fun, create a way to do this that would engage young people, maybe doing group sessions finding out what young people want first?" (NEET, male 21 years old)

Using innovative techniques to engage young people

Respondents felt that it was important for agencies that are targeting hard to reach groups to try innovative ways of engaging these young people. Respondents gave suggestion on how to initially attract young people and also how to maintain young people's engagement.

Understand where different groups young people go, and target them

First, respondents felt that advertisement and outreach of support services should be targeted around the places that hard to reach groups are already using. One respondent gave the example of young parents and suggested that outreach

services should be available in places that these groups use on a daily basis, for instance schools or nurseries:

"What about trying to target young mothers and fathers when they are going to pick up their children from school or nursery? You're not going to target these groups of people at the Jobcentre, because they don't have time. You should try maybe the school or go to where they are used to going." (Focus group one)

Other suggestions included establishing outreach support in other familiar places that hard to reach people might regularly use – for instance social media, or housing association/ social landlord notice boards:

"My landlord does that, they offered jobs for residents. I thought that was a really good idea because people could work right where they lived." (Focus group one)

Give young people responsibility and a stake in the support they receive

Secondly, the young people also felt that in order to attract hard to reach groups, who have not engaged in support before, outreach needs a 'pull' which might provide something different to other support. One respondent recounted her experience of having the opportunity to do some work experience on a voluntary basis which involved supporting other young disengaged people. Being given the responsibility of helping to shape the support for others, boosted her confidence and made her feel valued and appreciated. This encouraged her to continue to engage with her own support, whilst continuing to help others.

Ensure that support ties in with young people's passions and interests

Furthermore, a number of respondents interviewed had recently started engaging in some employment support which included football training and the opportunity to secure training badges, which would allow them to coach football. All respondents who were involved in this training reported that the main reason they had decided to attend the course was because it involved the chance to play football. The opportunity to combine developing their employability skills alongside doing something they enjoyed was the main thing that attracted them to the support:

"I love playing football, so I love being here every day. It's a get back to work scheme but everyone is having a laugh and enjoys being here as well." (NEET male 25 years old)

Focusing on employment as the destination

Both focus groups reported that school careers advice and support is too often focused around moving onto further education or sixth form colleges. There is

frequently little mention of the option of work or work-based learning like apprenticeships. As a result, respondents felt this often makes work a negative alternative and only an option because a young person has failed to move onto 16+ education options:

"Schools don't advertise that there are other opportunities for young people outside of just college. There are lots of opportunities like apprenticeships and schools don't support young people in looking for these things. They need to give young people an alternative, and confidence that it isn't just college as the next step." (Focus group one)

Using social media

Finally, all respondents were asked how outreach for young people could be improved. The use of social media such as facebook was mentioned as a key tool to attract young people to engage with employment support services. This was mainly suggested as it is something young people use on a regular basis.

"Young people use social networks like Facebook every day; this would be a good place to advertise support." (College leaver, female 16 years old)

2. Personalised support

Key findings

- One to one or small group support will be most effective in supporting people to find work, according to young people
- Support should be in a relaxed environment with friendly and approachable staff
- Support which is related to the young person's interests is more likely to engage them and maintain their focus on finding work

Learning from previous programmes and support

All participants were asked about their previous experience of employment support. There were mixed responses on participants' experiences of formal employment support such as Jobcentre Plus and Government-funded provision (e.g. the Work Programme). Those who were positive said that the key strengths were around personal adviser support, support with finding work (for example CV development

and signposting) and where support was focused around their interests. For those who had not had a positive experience, the main problems participants identified were where support was not tailored to their needs.

These findings reiterate the importance of personally tailored services (which in this case should be reflected in the 'Talent Plans' for individual participants on Talent Match).

Focussing on the specific needs of individual participants

The key element of personalised support for those interviewed was the focus on their own interests (covered on page 32) and on understanding their own specific needs and tailoring support to meet these. This was well summarised by one interviewee as:

"Not everyone thinks in the same way. [Support services] really need to understand you as a person and your own characteristics so they can help you with your specific needs." (NEET, male, 23 years old)

Using mentors to ensure consistent, personalised support

One particular type of personalised support discussed widely across the different focus groups and interviews was mentoring. Young people felt that mentors can play a critical role in supporting them to find support which was specific to their needs. Mentors who could stay with participants during their time on the programme could also ensure that support was consistent and that it changed as their needs changed.

Participants felt that mentors could play a range of roles – from supporting them to access other support (signposting), helping them with preparation for work (coaching), and helping them to find work and navigate application processes (job matching and job brokering). As one participant put it:

"They can steer you in the right direction. Some people for example like a covering letter; I wouldn't have a clue what to write. Like for all the big companies like Tesco, you don't know what they are looking for, I wouldn't know what to write and what they want. That's the whole point of what a covering letter is. So mentors could help you with things like that."

One-to-one or group work?

Respondents felt that both one-to-one and small group sessions had a place. However there were concerns that larger group work would be less effective for some participants. As one focus group participant put it:

"I hate group sessions because you get some people that are shy than others and people who want to talk more. If you're a bit shy and there are questions you want to ask you won't ask because people are probably louder than you. If you want to ask maybe a stupid question you won't ask them in the end. So I think one on one is better "(Focus group two)

Getting the environment right

Lastly, many respondents stressed the importance of having a friendly and approachable environment for delivering support.

"I hate when you go somewhere and it is very serious, if you go somewhere and you know you can have a laugh and a joke and it is a relaxed environment that is much better." (NEET, male, 25 years old)

Clearly however there will be a balance to be struck here – respondents also emphasised that support needs to be professional and high quality, and give them meaningful preparation for work (see below).

3. Transferable skills

Key findings:

- Giving participants responsibility and control can build confidence and motivation, and in turn improve employability skills
- Work experience and volunteering are critical in ensuring that young people can develop and demonstrate key transferable skills

Building confidence, motivation and commitment

Focus group respondents spoke at length about the importance of developing young people's confidence and motivation, particularly as a means of engaging the most disadvantaged groups.

As set out on page 32, respondents gave examples of times when they had been given real responsibility as being particularly effective in building confidence and commitment. One respondent talked about their experiences of recruiting youth workers: having the chance to *'be on the other side of the fence'* gave them

confidence and further built their understanding of what employers look for when recruiting.

Using work experience and volunteering to build and demonstrate key skills

Overall, young people felt that being given opportunities and responsibilities through work experience, volunteering and other activity would be critical in developing and then demonstrating that they have the right skills for work. Many participants said that they had not previously had opportunities to do good-quality work experience.

In both focus groups, many participants felt that they already had the right transferable skills to get into work, but that they had not had the right work experience to demonstrate them. As a result, participants were often put off from even applying for jobs.

"When you are applying for jobs and you have to have this and this and this experience and as soon as you read the job title and people just think they don't have the skills to do it, but really you could have skills to do it. You could be speaking to people every single day, you could have wicked communication skills, but because [job applications] say you need specific skills you are put off." (Focus group two)

4. Employer engagement

Key findings:

- Many young people had benefited from hearing from employers directly on what they look for, the working world and their own experiences of finding work
- Where employers can't offer vacancies, engagement should focus on securing meaningful work experience for young people

The importance of work experience

Overwhelmingly, respondents felt that a lack of work experience was the most significant barrier that they faced. Most respondents described a 'Catch 22' position between not being able to access work due to lack of work experience, and not having an opportunity to gain work experience due to lack of opportunity. In turn, many respondents linked this to a lack of good quality work experience or

employment opportunities while they were in full-time education. This was expressed by one face to face interviewee below:

"Because we haven't worked in a work place before, there isn't much we can put on a CV to show people – so we don't have any work experience to show employers." (NEET, female, 16 years old)

Some respondents felt that even short placements could be useful for employers and young people. For example, some suggested it would be helpful for employers to offer 'taster days' or 'taster weeks' where they could see what certain jobs involve.

"Giving young people a big responsibility is such a big thing, employers should give volunteering opportunities. I know young people don't want to do that but it gives people the chance to have experiences and responsibility which they haven't had before." (Focus group one)

Respondents recognised that this involved commitment on both sides – and that they would need to make sacrifices too.

"Working for free isn't fun, but it does have to be done." (NEET, male, 21 years old)

Creating more opportunities to hear directly from employers

Respondents also felt that if they had more interaction with employers they would better understand the world of work and the things that they need to do to prepare. Some respondents felt that they were not well equipped to understand what employers wanted and what the realities of working life were like – and that current opportunities, such as job fairs, did not really provided enough exposure to employers.

In order to combat this and to gain insight into the working world young people suggested a few ways of engaging employers. This included:

- Employers presenting their journey into a career – specifically, people who may not have gone through further or higher education
- Employees in entry-level jobs providing their insights into the working world
- Mentoring and coaching – with people in work providing some mentoring and pastoral support to programme participants

This is expressed well by one interviewee below:

"Talking to employers is a good opportunity to see different sides of things because I think if you read about something you often think, I don't really want to do that."

But if you go to talk to someone who is actually working there then it can give you a different outlook on the job and the working environment you're going to be working in. Online it just says what it expects of you. It is better to talk to the person one on one." (NEET, male, 25 years old)

5. Job preparation

Key findings:

- Young people want help with finding the right jobs – and often feel that the system doesn't do this
- Young people value support with job interview preparation, support on CV writing and tailoring skills and experience for job applications
- Long term NEET young people often need more extensive support before they can engage in specific job preparation.

Finding the right opportunities – job matching

A common barrier among those interviewed was that employment support often wasn't focused on helping them find employment that was sustainable and gave them opportunities to develop. Respondents reported that support is often more focused around moving them into "any job". Some interviewees put this quite starkly:

"They shouldn't just give you jobs to and interviews to go to which you don't want. Why should I be made to attend a job interview for a job I don't want. I've gone with the attitude that I don't want to do the job, so it's a waste of my time....I want to try and find a job that I can have a career in, not just any job and I think young people need help with this." (NEET, male 25 years old)

Clearly however, there is a balance here given the jobs market and often the lack of experience and qualifications among young NEETs. So a key challenge for Talent Match may also be in supporting young people to set their initial expectations in looking for work.

Applying for those opportunities – job brokering

Participants were asked what stages of the job searching process they found most difficult and what types of support they would like in order to overcome these difficulties. Almost all respondents in both face to face interviews and focus groups reported that job interview preparation was a key support need.

A small number of respondents had recently been given the opportunity to undertake a mock interview with an employer and reported this was very useful insight into what a job interview might be like. The respondents also noted that they were given feedback on their performance, which gave some confidence to go on to future interviews.

"I've had a couple of mock interviews with a company in Canary Wharf. That was good because it felt like a proper interview and it helped me see what sort of questions your likely to be asked. I found that useful." (NEET, male, 21 years old)

Other areas of job preparation which were discussed were the development of CVs and job applications. Many of the young people were not aware that their skills could be tailored to fit a job application. Those that had received support reported that advice on CV writing was useful. This was expressed well below by one respondent:

"There is a lot of things you take for granted and you don't think about putting on your CV, but when you get support and advice you realise there are things you have done which you can add to your CV." (NEET, male, 23 years old)

Once again, work experience was seen as critical

All research participants related a lack of job preparation back to the barrier of a lack of work experience. Young people reported that they felt unprepared for work, mainly because they had no experience of it. This often caused them to have low confidence in their ability to apply for jobs.

Preparing those who have been NEET for a long time

Unsurprisingly, barriers to work were felt to be particularly acute for young people who had been NEET for long periods of time. In some cases, it may not be appropriate to begin job preparation work straight away. During one of the focus groups, participants discussed the importance of building trust and confidence in a young person before providing targeted employment support:

"It is important to understand the difference between mentoring support work and youth work because there is a difference. Before you get to the point of mentoring someone and helping them find jobs, you need to firstly try and see what is the

fundamental problem with them at that time. That's when the support worker comes in. Once you have provided that support, built their confidence and understood their problems, that's when the mentoring can come in, who can then develop them more." (Focus group one)

Summary – the key lessons for service delivery

In each of the interviews and focus groups, young people were asked what they believed were the key elements that should make up an effective support service for young people not in education or employment. This gave young people the opportunity to focus in on the very top priorities from those identified in the more detailed discussion. In summary, young people emphasised that services should be:

- Personalised and focused on their interests and skills – for example combining employability training with sport or arts
- Friendly, approachable and relaxed so that young people can engage easily and build their confidence over time
- Focused on employment – through good quality work experience, exposure to employers, and high quality adviser and/ or mentor support
- Focused on wider issues that can cause young people to be out of work or learning for a long time – and in particular barriers around confidence and motivation
- Open and accessible on a regular basis
- Promoted through channels that young people use on a regular basis – including social media, but also housing estates and youth provision

Centre for Economic and Social Inclusion

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