



WestminsterResearch

<http://www.westminsterster.ac.uk/westminsterresearch>

New Deal for Young People: national survey of participants: Stage 1.

**Alex Bryson
Genevieve Knight
Michael White**

Policy Studies Institute

This is a reproduction of the Employment Service Research & Development Report, ESR44.

© Crown Copyright 2000.

The report is available online:

http://research.dwp.gov.uk/asd/asd5/working_age/wa2000/esr44rep.pdf

The WestminsterResearch online digital archive at the University of Westminster aims to make the research output of the University available to a wider audience. Copyright and Moral Rights remain with the authors and/or copyright owners. Users are permitted to download and/or print one copy for non-commercial private study or research. Further distribution and any use of material from within this archive for profit-making enterprises or for commercial gain is strictly forbidden.

Whilst further distribution of specific materials from within this archive is forbidden, you may freely distribute the URL of WestminsterResearch.
(<http://www.wmin.ac.uk/westminsterresearch>).

In case of abuse or copyright appearing without permission e-mail wattsn@wmin.ac.uk.



ESR44

March 2001

New Deal for Young People: National Survey of Participants: Stage 1

**By: Alex Bryson, Genevieve Knight and Michael White
of the Policy Studies Institute**

psi

Policy Studies Institute

BMRB
QUALITATIVE



INSTITUTE FOR PEOPLE





Policy Studies Institute

New Deal for Young People

National Survey of Participants: Stage One

March 2000

Commissioned by the Employment Service

Alex Bryson
Genevieve Knight
Michael White

Contents

| | page |
|---|-----------|
| List of Tables and Figures | vi |
| Acknowledgements | xii |
| Executive summary | xiii |
| Introduction | 1 |
| Summary and conclusions | 4 |
| 1. Characteristics of participants | 15 |
| 1.1 Gender | 16 |
| 1.2 Age | 16 |
| 1.3 Ethnic origin | 16 |
| 1.4 Health | 17 |
| 1.5 Housing | 17 |
| 1.6 Partners | 19 |
| 1.7 Children | 19 |
| 1.8 Benefit receipt | 20 |
| 1.9 Educational achievement | 20 |
| 1.10 Literacy and numeracy | 21 |
| 1.11 Qualifications | 21 |
| 1.12 Labour market background | 22 |
| 1.13 Barriers to working | 23 |
| 1.14 Multiple disadvantage | 24 |
| 2. Routes through New Deal | 26 |
| 2.1 Recall of New Deal | 27 |
| 2.2 Recall of New Deal experiences to date | 28 |
| 2.3 Status at the time of interview | 30 |
| 2.4 Current New Deal status | 30 |
| 2.5 Length of time in current New Deal status | 32 |
| 2.6 Multiple activities on New Deal | 33 |
| 2.7 Current labour market status | 34 |

| | | |
|-----------|--|-----------|
| 3. | The Gateway experience | 37 |
| 3.1 | Time to Gateway entry | 39 |
| 3.2 | Time on Gateway | 41 |
| 3.3 | Gateway 'overstayers' | 43 |
| 3.4 | Current Gateway vs. others | 44 |
| 3.5 | Overstayers vs. others | 46 |
| 3.6 | Satisfaction with help offered by the NDPA | 49 |
| 3.7 | Getting along with the NDPA | 53 |
| 3.8 | Completion of an Action Plan | 54 |
| 3.9 | Referrals by NDPAs | 56 |
| 3.10 | Referral of participants with special needs | 57 |
| 3.11 | The role of mentors | 58 |
| 3.12 | Tasters and short courses | 59 |
| 3.13 | Discussions with NDPAs | 60 |
| | | |
| 4. | Options take-up and experience | 65 |
| 4.1 | Options that have ended | 67 |
| 4.2 | Current position of Option leavers | 68 |
| 4.3 | Who takes which Options? | 70 |
| 4.3.1 | Gender | 71 |
| 4.3.2 | Ethnicity | 72 |
| 4.3.3 | Qualifying period of unemployment | 73 |
| 4.3.4 | No previous job | 75 |
| 4.3.5 | Work-limiting health problems | 76 |
| 4.3.6 | Educational qualifications | 77 |
| 4.3.7 | Literacy or numeracy problems | 78 |
| 4.4 | Participants' perceptions of current Options | 80 |
| 4.5 | Overall satisfaction with Options | 82 |
| 4.6 | Training within work-based Options | 84 |
| 4.7 | Satisfaction with training in work-based Options | 85 |
| 4.8 | Do Options accord with personal preferences? | 86 |
| 4.9 | What did they really want to do? | 87 |
| 4.10 | Training and attitudes to work-based Options | 89 |
| 4.11 | Attitudes towards Options that have ended | 90 |
| 4.12 | Subsidised employment Option | 91 |
| 4.12.1 | Earnings | 91 |
| 4.12.2 | Weekly hours | 92 |
| 4.12.3 | Occupations | 92 |
| 4.12.4 | Industries | 94 |
| 4.12.5 | Size of workplace | 94 |
| 4.12.6 | Contractual status | 95 |
| 4.12.7 | Training for the job | 95 |
| 4.13 | The voluntary sector and ETF Options | 96 |

| | | |
|-----------|---|------------|
| 4.13 1 | Training allowance or earnings? | 96 |
| 4 13.2 | Hours of work | 96 |
| 4 13 3 | Occupations | 97 |
| 4.13 4 | Industries | 97 |
| 4 13 5 | Size of workplace | 98 |
| 4.13 6 | Training | 99 |
| 4 14 | Full-time education and Training Option | 99 |
| 4 14 1 | Qualifications aim | 99 |
| 4.14.2 | Subject of Course | 100 |
| 4.14 3 | Weekly hours on the course | 101 |
| 4 14 4 | Purpose of the course | 101 |
| 4 14 5 | Reasons for dissatisfaction with course | 101 |
| 4 15 | Overview of Options | 102 |
| 4 15 1 | Subsidised employment Option | 102 |
| 4.15 2 | The voluntary sector and ETF Options | 103 |
| 4 15.3 | Full-time education and training Option | 103 |
| 4.16 | Reflections on training and the expectation of choice | 104 |
| 5. | Employability | 105 |
| 5.1 | Job search activity | 107 |
| 5 1.1 | Whether currently searching for work | 109 |
| 5 1 2 | Job search methods | 111 |
| 5 1 3 | Number of job applications | 114 |
| 5.2 | Job search efficacy | 116 |
| 5.3 | Non-financial work commitment | 120 |
| 5 4 | Feelings about being out of work | 122 |
| 5 5 | Job search flexibility | 123 |
| 5.5 1 | Wage expectations | 123 |
| 5.5.2 | Non-wage flexibility | 127 |
| 5.6 | Perceived impact of New Deal on improving employability | 132 |
| 6. | New Deal Leavers | 139 |
| 6 1 | Reasons for leaving New Deal | 141 |
| 6.2 | First destinations on leaving New Deal | 143 |
| 6 3 | Characteristics of leavers and stayers | 144 |
| 6.3 1 | Gender | 146 |
| 6 3 2 | Ethnicity | 146 |
| 6 3 3 | Qualifying spell of unemployment | 147 |
| 6 3 4 | Activity prior to qualifying spell Of unemployment | 148 |
| 6 3.5 | No previous job | 149 |
| 6 3.6 | Health problem or disability | 150 |

| | | | |
|-----|--------|--|------------|
| | 6.3.7 | Qualifications | 150 |
| | 6.3.8 | Literacy and numeracy problems | 151 |
| | 6.3.9 | Driving licence holding and vehicle access | 151 |
| | 6.3.10 | Partners, children and lone parenthood | 152 |
| | 6.3.11 | Housing tenure and housing costs | 153 |
| | 6.3.12 | Multiple disadvantage | 154 |
| | 6.3.13 | Region | 154 |
| | 6.3.14 | Units of delivery | 155 |
| 6.4 | | Characteristics of those leaving to different Labour market destinations | 155 |
| | 6.4.1 | Gender | 157 |
| | 6.4.2 | Age | 158 |
| | 6.4.3 | Ethnicity | 158 |
| | 6.4.4 | Qualifying spell of unemployment | 159 |
| | 6.4.5 | Activity prior to qualifying spell Of unemployment | 159 |
| | 6.4.6 | No previous job | 160 |
| | 6.4.7 | Health problem or disability | 160 |
| | 6.4.8 | Qualifications | 161 |
| | 6.4.9 | Literacy and numeracy problems | 162 |
| | 6.4.10 | Driving licence holding and vehicle access | 162 |
| | 6.4.11 | Partners, children and lone parenthood | 163 |
| | 6.4.12 | Housing tenure and housing costs | 164 |
| | 6.4.13 | Multiple disadvantage | 165 |
| | 6.4.14 | Job search problems | 166 |
| | 6.4.15 | Region | 166 |
| | 6.4.16 | Units of delivery | 167 |
| 6.5 | | Experiences of New Deal and subsequent labour market outcomes for leavers | 167 |
| | 6.5.1 | Point at which left New Deal | 167 |
| | 6.5.2 | Breaks in New Deal participation | 168 |
| | 6.5.3 | Negative experiences of New Deal or Benefit claiming | 168 |
| | 6.5.4 | Benefit reductions and hardship | 168 |
| | 6.5.5 | Overall usefulness of New Deal | 169 |
| | 6.5.6 | Helpfulness of New Deal components | 169 |
| | 6.5.7 | Satisfaction with NDPA help | 170 |
| | 6.5.8 | Getting along with the NDPA | 170 |
| | 6.5.9 | Delayed entry to Gateway | 171 |
| | 6.5.10 | Time spent on the Gateway | 171 |
| 7. | | Perceptions of the overall usefulness of New Deal | 172 |
| | 7.1 | Comparison of NDYP with Jobclub and Job Interview Guarantee (JIG) in 1994/5 | 172 |
| | 7.2 | Links between perceived usefulness and | |

| | | |
|-----|--|------------|
| | Current labour market status | 174 |
| 7 3 | Perceptions of New Deal usefulness by Participants' characteristics and New Deal Experiences | 175 |
| | References | 180 |
| | Annex One: Appendix of Tables | A-1 |

List of Tables and Figures

General conventions adopted in tables

Percentages are column percentages, unless a table footnote indicates that they are row percentages

- () Unweighted base of less than 50 respondents, except where table footnotes indicate it relates to percentage of full-time workers.
* Fewer than 0.5 per cent
0 zero

| Table Number | | Page |
|--------------|---|------|
| 1 1 | Gender, by age | 16 |
| 1.2 | Gender, by ethnic origin | 17 |
| 1.3 | Type of accommodation | 17 |
| 1.4 | Housing tenure | 18 |
| 1.5 | Responsibility for housing costs | 18 |
| 1 6 | Partners' economic status | 19 |
| 1.7 | Benefit receipt | 20 |
| 1.8 | Age left full-time education | 21 |
| 1.9 | Educational qualifications | 21 |
| 1.10 | Length of qualifying spell of unemployment | 22 |
| 1.11 | Activity before qualifying spell of unemployment | 23 |
| 1.12 | Difficulties finding or keeping a job in past year | 24 |
| 1.13 | Multiple disadvantage | 25 |
| 2.1 | Recall of New Deal | 27 |
| 2.2 | Summary of New Deal experience to date | 29 |
| 2.3 | Current New Deal status | 31 |
| 2 4 | Mean duration of current New Deal activities | 32 |
| 2.5 | Current New Deal status of those with multiple activities | 33 |
| 2.6 | Current labour market status | 34 |
| 2 7 | Current labour market status by current New Deal status | 35 |
| 3 1 | Time to Gateway entry | 39 |
| 3.2 | Time on Gateway | 41 |
| 3.3 | Current New Deal status by length of Gateway spell | 42 |
| 3.4 | Current labour market status by length of Gateway spell | 42 |
| 3.5 | Overstaying on the Gateway | 43 |
| 3.6 | Characteristics of current Gateway participants compared To those not on Gateway | 45 |
| 3.7 | New Deal delivery model by current Gateway status | 46 |

| | | |
|---------|--|----|
| 3 8 | Characteristics of overstayers compared to other Participants | 47 |
| 3.9 | New Deal delivery model, by overstaying status | 48 |
| 3.10 | Satisfaction with help offered by the NDPA | 49 |
| 3.11 | Satisfaction with NDPA help offered, by current labour Market status | 50 |
| 3.12 | Satisfaction with NDPA help offered, by current New Deal status | 50 |
| 3.13 | Satisfaction with NDPA help, by programme Experiences | 51 |
| 3 14 | Satisfaction with NDPA help, by social Disadvantage | 52 |
| 3 15 | Satisfaction with NDPA help, by ethnicity | 52 |
| 3 16 | Satisfaction with NDPA help, by delivery model | 53 |
| 3.17 | Satisfaction with NDPA help, by region | 53 |
| 3 18 | How well got along with NDPA | 54 |
| 3.19 | Percentage of participants recalling an Action Plan, By measures of social disadvantage | 55 |
| 3.20 | New Deal Personal Adviser referrals | 57 |
| 3 21 | Tasters and short courses | 59 |
| 3.22 | Percentage of Options participants completely or Very satisfied with their Option, by participation on Options tasters | 60 |
| 3.23 | Issues discussed with New Deal Personal Advisers | 61 |
| 3 24 | Mean number of items discussed with NDPAs | 63 |
| 4.1 | Past New Deal spells | 68 |
| 4.2(a) | Past New Deal spells, by current New Deal status | 68 |
| 4 2(b) | Past New Deal spells, by current labour market status | 69 |
| 4.3(a) | Gender, by current New Deal status | 71 |
| 4.3(b) | Gender, by current New Deal Option status | 71 |
| 4.4 | Gender, by past New Deal Option status | 72 |
| 4.5(a) | Ethnicity, by current New Deal status | 72 |
| 4.5(b) | Ethnicity, by current New Deal Option status | 72 |
| 4 6 | Ethnicity, by past New Deal Option status | 73 |
| 4 7(a) | Length of qualifying spell of unemployment, by current New Deal status | 74 |
| 4 7(b) | Length of qualifying spell of unemployment, by current New Deal Option status | 74 |
| 4.8 | Length of qualifying spell of unemployment, by past New Deal Option status | 75 |
| 4.9 | Ever had work, by current New Deal Option status | 75 |
| 4.10 | Ever had work, by past New Deal Option status | 76 |
| 4 11(a) | Impact of health problems on ability to work, by current New Deal status | 76 |
| 4.11(b) | Impact of health problems on ability to work, by current New Deal Option status | 77 |

| | | |
|------|---|-----|
| 4.12 | Highest academic qualification, by New Deal Option status | 77 |
| 4.13 | Highest academic qualification, by past Option status | 78 |
| 4.14 | Literacy and numeracy problems, by current New Deal Option status | 79 |
| 4.15 | Literacy and numeracy problems, by past New Deal Option status | 79 |
| 4.16 | Satisfaction with New Deal Options | 82 |
| 4.17 | Option satisfaction, by Option | 83 |
| 4.18 | Mean satisfaction by current Option | 83 |
| 4.19 | Receipt of training, by Option | 84 |
| 4.20 | Length of training | 85 |
| 4.21 | Satisfaction with training received to do the work | 86 |
| 4.22 | Satisfaction with training received to do the work, by Option | 86 |
| 4.23 | Is this New Deal Option what was really wanted? | 86 |
| 4.24 | Is this New Deal Option what was really wanted, by Option | 87 |
| 4.25 | What was really wanted instead? | 87 |
| 4.26 | What was really wanted instead, by Option | 88 |
| 4.27 | Satisfaction with Option, by whether really wanted to do The Option | 89 |
| 4.28 | Satisfaction with past New Deal Option, by past Option | 90 |
| 4.29 | Hourly take-home pay, by current job status | 92 |
| 4.30 | Major occupation, by job status | 93 |
| 4.31 | Major industry group, by job status | 94 |
| 4.32 | Workplace size, by job status | 95 |
| 4.33 | Contractual status | 95 |
| 4.34 | Hourly take-home pay, by ETF/voluntary work Options | 96 |
| 4.35 | Major occupation, by ETF/voluntary work Options | 97 |
| 4.36 | Major industry, by ETF/voluntary work Options | 98 |
| 4.37 | Workplace size, by ETF/voluntary work Options | 98 |
| 4.38 | Qualification aim of New Deal full-time education And training Option | 99 |
| 4.39 | Subject of New Deal full-time education and training Option | 100 |
| 4.40 | Is full-time education and training Option job-related? | 101 |
| 5.1 | Current New Deal status, by job search status | 110 |
| 5.2 | New Deal status, by reasons for not searching for work | 111 |
| 5.3 | New Deal status, by number of job search methods Used at time of survey interview | 111 |
| 5.4 | Mean number of job search methods used at time of Survey interview, by New Deal status | 112 |
| 5.5 | New Deal status, by type of job search methods used | 112 |
| 5.6 | Mean number of job search methods used | 113 |
| 5.7 | Number of job applications in four weeks before Survey interview | 114 |
| 5.8 | Percentage of New Deal participants and ex-New Deal | |

| | | |
|------|---|-----|
| | Unemployed making job applications in last 4 weeks | 115 |
| 5.9 | Association between job search efficacy and job search Intensity among New Deal participants and ex-New Deal Unemployed | 118 |
| 5.10 | Percentage of New Deal participants and ex-New Deal Unemployed with low search efficacy | 119 |
| 5.11 | Percentage of New Deal participants and ex-New Deal Unemployed agreeing with the statement: 'Even if I had Enough money to live comfortably for the rest of my life, I would still want to work' | 121 |
| 5.12 | Associations between job search measures and wage Expectations | 124 |
| 5.13 | Mean target and minimum net hourly rates among New Deal participants and ex-New Deal unemployed, by current New Deal status | 125 |
| 5.14 | Mean target and minimum net hourly rates among New Deal participants and ex-New Deal unemployed | 126 |
| 5.15 | Non-wage flexibility among current New Deal participants And ex-New Deal unemployed | 128 |
| 5.16 | Non-wage flexibility among Options participants | 128 |
| 5.17 | Non-wage flexibility and job search intensity and efficacy among current New Deal participants and ex-New Deal unemployed at time of survey interview | 129 |
| 5.18 | Percentage of New Deal participants and ex-New Deal Unemployed with high non-wage flexibility | 130 |
| 5.19 | Percentage 'strongly' or 'slightly' agreeing that New Deal Had improved their chances of getting a good job among New Deal participants and ex-New Deal unemployed | 133 |
| 5.20 | Percentage of New Deal participants and ex-New Deal Unemployed agreeing that New Deal had improved their Chances of getting a good job | 134 |
| 5.21 | New Deal impact on 'distance travelled' by perceived Job impact among those on New Deal at time of survey Interview and ex-New Deal unemployed | 136 |
| 5.22 | Ways New Deal has been helpful for those participating In New Deal at time of survey interview and ex-New Deal unemployed | 136 |
| 5.23 | Percentage of New Deal participants and ex-New Deal Unemployed saying New Deal had been helpful in Increasing confidence, or improving skills, learning skills, Getting work experience or looking for work | 137 |
| 5.24 | Helpfulness of New Deal among New Deal participants At survey interview and ex-New Deal unemployed | 138 |
| 6.1 | Percentage of respondents who had stopped New Deal At some point, by current New Deal status | 142 |
| 6.2 | Reasons for leaving New Deal | 143 |

| | | |
|------|---|-----|
| 6.3 | First destinations on leaving New Deal | 144 |
| 6.4 | New Deal leavers | 145 |
| 6.5 | Gender, by leaver status | 146 |
| 6.6 | Ethnicity, by leaver status | 146 |
| 6.7 | Ethnic group, by leaver status | 147 |
| 6.8 | Qualifying spell of unemployment, by leaver status | 147 |
| 6.9 | Labour market status before qualifying spell of Unemployment, by leaver status | 148 |
| 6.10 | Previous job experience, by leaver status | 149 |
| 6.11 | Health problems or disabilities, by leaver status | 150 |
| 6.12 | Highest qualification, by leaver status | 150 |
| 6.13 | Basic skill problems, by leaver status | 151 |
| 6.14 | Driving licence possession and vehicle access, by leaver Status | 152 |
| 6.15 | Partner status, by leaver status | 152 |
| 6.16 | Housing tenure, by leaver status | 153 |
| 6.17 | Responsibility for housing costs, by leaver status | 153 |
| 6.18 | Region, by leaver status | 155 |
| 6.19 | Units of delivery, by leaver status | 155 |
| 6.20 | Labour market status of leavers at time of survey interview | 156 |
| 6.21 | JSA and Income Support receipt among leaver benefit Units, by marital status | 157 |
| 6.22 | JSA and Income Support receipt among leaver benefit Units, by whether respondent unemployed and claiming Benefits at time of survey interview | 157 |
| 6.23 | Gender, by leaver destinations | 158 |
| 6.24 | Age, by leaver destinations | 158 |
| 6.25 | Ethnicity, by leaver destinations | 158 |
| 6.26 | Qualifying spell of unemployment, by leaver destinations | 159 |
| 6.27 | Labour market status before qualifying spell of Unemployment, by leaver destinations | 160 |
| 6.28 | Previous job experience, by leaver destinations | 160 |
| 6.29 | Health problems or disabilities, by leaver destinations | 161 |
| 6.30 | Highest qualification, by leaver destinations | 162 |
| 6.31 | Basic skill problems, by leaver destinations | 162 |
| 6.32 | Driving licence possession and vehicle access, by leaver Destinations | 163 |
| 6.33 | Labour market status of partner, by leaver destinations | 163 |
| 6.34 | If dependent children, by leaver destinations | 164 |
| 6.35 | Housing tenure, by leaver destinations | 165 |
| 6.36 | Multiple social disadvantage, by leaver destinations | 165 |
| 6.37 | Region, by leaver destinations | 166 |
| 6.38 | Units of delivery, by leaver destinations | 167 |
| 6.39 | Point at which left New Deal, by leaver destinations | 168 |
| 6.40 | Negative perceptions of New Deal or benefit claiming Given as reasons for leaving New Deal, by leaver | |

| | | |
|-------------------|---|----------|
| | Destinations | 168 |
| 6.41 | Benefit penalties and hardship, by leaver destinations | 169 |
| 6.42 | Overall usefulness of New Deal, by leaver destinations | 169 |
| 6.43 | Helpfulness of New Deal components, by leaver Destinations | 170 |
| 6.44 | Getting along with the NDPA, by leaver destinations | 170 |
| 6.45 | Length of Gateway spell, by leaver destinations | 171 |
| 7.1 | Usefulness of New Deal | 173 |
| 7.2 | Comparison of NDYP usefulness with helpfulness of Jobcentre services in 1994/95 | 173 |
| 7.3 | Overall usefulness of New Deal by current New Deal Status | 174 |
| 7.4 | Overall usefulness of New Deal by current labour market Status | 174 |
| 7.5 | Percentage viewing New Deal as 'very useful', by Personal characteristics | 176 |
| 7.6 | Helpfulness of New Deal by job search characteristics | 177 |
| 7.7 | Impact of New Deal experience and delivery on percentage Viewing New Deal as 'very useful' | 179 |
| Figure Number | | Page |
| 5.1 | Job search efficacy | 117 |

Acknowledgements

The authors wish to acknowledge the advice and assistance of the Employment Service's Research and Evaluation Division, in particular Jenny Crook, Mike Daly and Jane Hall. We are also very grateful to BMRB International, and in particular Nick Coleman and Joel Williams and BMRB's interviewers, for conducting the survey. Finally, thanks go to all 6,010 New Deal participants who gave their time to respond to this survey.

The views expressed in this report are the authors' and do not necessarily reflect those of the Employment Service or Department for Education and Employment.

Executive Summary

This report is based on the first wave of a two wave nationally representative survey of entrants to New Deal for Young People (NDYP) in autumn 1998. Face to face interviews took place with 6,010 respondents in Spring 1999, that is around six months after entry to the programme. The report captures participants' early experiences of the programme.

The wave two survey will obtain information on experiences and attitudes at the end of the programme by following up on the same respondents around nine months to one year later. The wave two report will focus on labour market outcomes.

Characteristics of participants (Chapter 1)

This national survey of entrants to New Deal for Young people (NDYP) took place around six months after participants had entered the programme. Respondents were mostly male (71 per cent), white (83 per cent) and around half lived in social rented accommodation. A fifth had a health problem or disability expected to last for more than a year, a quarter had no qualifications, and a fifth (22 per cent) had had basic skills problems since the age of 16.

Four fifths of respondents had at least one of four known markers of disadvantage (living in social rented accommodation, no qualifications, suffering from a health problem or disability expected to last for more than a year, no job prior to their unemployment spell). Forty per cent suffered from multiple disadvantage.

Over two thirds of respondents had experienced problems finding or keeping a job in the past year. The most frequently mentioned problems were 'no jobs nearby' (29 per cent) and lack of personal transport (25 per cent).

Operation of NDYP (Chapters 2 and 3)

Over 90 per cent of respondents recalled something of New Deal and over 80 per cent recalled substantial experience of Gateway and Options.

A quarter of all respondents were still on Gateway after six months on the programme. Late entry to Gateway, overstaying Gateway and interruptions to programme participation all contributed to more respondents being on Gateway after six months than originally planned.

After six months, 15 per cent had already left Options for something else, and most had left without completing the Option. Over half the leavers from Options were still on New Deal.

By the time of the survey interview, 60 per cent of respondents were still participating in the programme. Of those still participating, four in ten were on Gateway, one in ten were on post-Option advice, and the remaining one half was on an Option.

Experience of NDPAs(Chapter 3)

Nearly half (47 per cent) were completely or very satisfied with the help offered by their NDPA and a further quarter were fairly satisfied. Those most satisfied with NDPA advice had positive perceptions of the programme's value, high Option satisfaction, and got on well with their NDPA.

Respondents were more likely to recall discussion of education and training needs and things they could do on New Deal, than they were to recall discussions of job search responsibilities and ways of looking for jobs. This suggests that during the period covered by the survey, advisers were emphasising what New Deal had to offer rather than job search and job search requirements.

Participants' recall of the number of items discussed with NDPAs fell with multiple disadvantage, and was generally lower among disadvantaged groups, who tended to be least satisfied with NDPA advice. This may be of concern if those in most need of help were receiving less intensive or a narrower range of support, however recall may itself be correlated with social disadvantage.

Referrals by advisers to other agencies or specialists reflected special needs, but generally referral rates were not high.

Options (Chapter 4)

Differences in Option entry according to individual characteristics were quite few, but some differences were apparent. For instance, it appeared that both ethnic minority clients and those with work limiting health problems were less likely to enter the employment Option than others. Participants in the Environment Task Force (ETF) had fewer qualifications than others.

There was a high degree of satisfaction with Options. Eighty seven per cent of respondents were satisfied with their Options, including 62 per cent who were completely or very satisfied. Satisfaction was highest on the employment Option and lowest on ETF.

Altogether 90 per cent of those on Options at the time of the survey interview identified benefits of New Deal in at least one respect - increasing confidence, improving skills, learning new skills, getting work experience or looking for work

Just over two-thirds of participants in work based Options reported receiving training (73 per cent on ETF, 71 per cent on the employment Option, and 53 per cent on the voluntary sector Option) This compares with 49 per cent of leavers for unsubsidised jobs who reported receiving training in those jobs. Thus NDYP appeared to have raised the chances of participants receiving training, by comparison with opportunities in the job market. Where respondents felt that training was absent, there was disappointment with New Deal.

Eighty nine per cent of those receiving training said they were satisfied with it. Satisfaction levels were lower in ETF, but this has to be set against the relatively high proportion(73 per cent) who reported receiving training.

Seven in ten stated their Option was what they really wanted to do (82 per cent on the full time education and training Option, 64 per cent on the employment Option, 59 per cent on the voluntary sector option, and 46 per cent on Environment Task Force). The great majority of those who felt that the Option was not what they really wanted, would have preferred to be in a different job (if in one of the work based Options), or in a paid job (if in full time education and training).

The substantial minority whose current or past Option was not 'what they really wanted' indicates that it is sometimes hard to achieve commitment to client choice on Options.

The full time education and training Option had the largest number of participants. It was similar to the employment Option in terms of participants' levels of satisfaction and had fewer participants than other Options who felt they were not doing what they wanted. However, although current participants appeared contented, there had been a substantial degree of 'early leaving' from the Option. This was associated to some extent with people with low educational qualifications, or with literacy and numeracy problems.

Employability (Chapter 5)

Fifty two per cent of NDYP participants and ex New Deal unemployed thought the programme had improved their chances of getting a good job. Positive perceptions of New Deal's impact on the prospects of getting a good job were linked with more intensive activity on New Deal and positive perceptions of NDPA advice. Views were least positive where respondents had left the programme for unemployment. Employment Option participants and those on the FTET Option were most likely to say their prospects had improved.

Not surprisingly so early on in the programme, respondents perceived NDYP as most beneficial in improving their employability through help with job search skills and confidence building, rather than through the acquisition of qualifications, work skills and work experience. However ETF and voluntary sector Option participants thought NDYP had been most helpful in obtaining work experience. Those on the full time education and training Option emphasised improving and acquiring skills. Even at this early stage sizeable minorities said New Deal had helped them get work experience, improve skills or learn new skills.

Participants from the most disadvantaged groups, such as the multiply disadvantaged, ex-offenders, the unqualified, and drug/alcohol users, were least likely to say that New Deal had helped increase their employability through any of these ways. They were also least likely to agree that New Deal had improved their prospects of getting a good job.

Leaving New Deal (Chapter 6)

By the time of the survey interview, four in ten respondents had left New Deal altogether. Half of these were leavers from Gateway, a fifth were leavers from Options and the rest recalled little or nothing of New Deal. Leavers from Options, most of whom were non-completers, had lower employment rates than other leavers.

Thirty eight per cent of leavers were in paid work by the time of the survey interview, 30 per cent were unemployed and claiming benefits, 14 per cent were unemployed and not claiming unemployment benefits, and 8 per cent described themselves as long term sick or disabled. Most of the remaining 10 per cent were looking after the home or in full time education or training.

Women were more likely than men to have left New Deal early, and to have entered part time employment. Those who had previously had a job, and the more highly qualified were more likely than others to have left by the survey interview and to have entered paid work. Having basic skill problems was associated with staying on the programme and with lower employment rates on leaving New Deal.

Usefulness of NDYP (Chapter 7)

Nearly two thirds believed New Deal was 'very' or 'fairly' useful while 30 per cent believed it was not. Those in a full time job, self employment, on a government programme, or on a full time education and training course were most likely to view the programme as very useful. Respondents from disadvantaged groups were less likely than others to say they had found New Deal 'very useful'.

New Deal was viewed most positively where it was perceived as increasing employability – a third of those who said it had improved confidence, improved skills, helped learn new skills, or acquire work experience, agreed New Deal had been 'very useful' and a further half 'fairly useful'. Stage 2 of the survey will compare experiences and perceptions of the programme with labour market outcomes.

Introduction

New Deal for Young People

New Deal for Young People (NDYP) is an important part of the Government's welfare-to-work strategy. The first of the New Deals announced by the new Labour Government, it was rolled out nationally in April 1998 following a four-month trial period in twelve Pathfinder areas. Funded from the windfall tax on utilities, it aims to help young unemployed people into jobs and increase their long-term employability 'thereby making a positive contribution to sustainable levels of employment' (Employment Service, 1998). The target group are 18-24 year olds who have been claiming unemployment benefits for six months or more, plus others in the same group with shorter unemployment spells who are deemed to have particular difficulties and therefore likely to benefit from early assistance.

How New Deal works

The programme marks a break with earlier British labour market programmes in two respects. First, as discussed below, its design is unusual. It incorporates a period explicitly designed to assist participants in choosing their route through the programme. Secondly, participation in the programme is compulsory for the target group, in the sense that failure to participate results in benefit sanctions.

After an initial interview with a New Deal Personal Adviser (NDPA), participants enter what is known as the Gateway period of the New Deal programme. During the Gateway, they receive intensive advice, help and counselling about job search, job opportunities, and other opportunities under the programme. Gateway provision 'aims to get young people into work, and includes help with job search, careers advice and guidance, and preparation for and submission to a range of Options' (Department for Education and Employment, 1998. 1).

After a period of up to four months those still on the programme may enter one of four Options: subsidised employment, full-time education and training, work for the voluntary sector, work with the Environment Task Force. Options can be of variable duration, but most are expected to last around six months, except in the case of the full-time education and training programme, which can last anything up to a year. The third component of the programme is 'follow through'. The objective of 'follow through' is 'to ensure that New Deal clients are helped throughout their participation on an Option, to progress towards the goal of finding and sustaining work, and are given further assistance if they return to unemployment' (Department for Education and Employment, 1998. 2). In practice, 'follow through' is often used to describe continuing advice and assistance once participants have been through an Option but have not left New Deal.

Introduction

The Evaluation of New Deal for Young People

To establish whether NDYP benefits participants and to establish the programme's impact on the wider labour market, the Employment Service have commissioned a very extensive programme of evaluation.¹

The evaluation considers three sorts of outcome:

- The micro level impact, that is the effect on participants, employers, providers, the Employment Service and its partners;
- The cost-effectiveness and quality of the different delivery arrangements;
- The macro economic impact of New Deal.

The survey of participants

As part of the first strand, the Employment Service commissioned the Policy Studies Institute and BMRB Social Research to carry out a large-scale survey of participants. The study has two purposes. to establish what effect the programme has on participants' labour market prospects, and to find out what they think of New Deal

Stage one of the survey is designed to capture participants' early experiences of the programme by interviewing them face-to-face six months after programme entry. Stage two is designed to obtain information on their experiences and attitudes at the end of the programme by following up on the same participants approximately nine months later. The September-November 1998 cohort of programme entrants was chosen as the basis for the study.

This report marks the end of the first stage in the survey. It identifies the characteristics of participants, what they did on the programme and how they felt about it. It also describes movements off New Deal and into the labour market. The results are important for three reasons. First, it is one of the largest surveys of young unemployed people ever conducted in Britain. Secondly, the results paint a more detailed picture of participants on New Deal than has been possible up until now with administratively held data (Daly and Bentley, 1999). Thirdly, the analyses of participants' attitudes to paid work, job search patterns, New Deal experiences, and perceptions of New Deal provide a 'benchmark' against which to measure *change* in those attitudes and perceptions with the second wave of data. The analysis of change between waves one and two of the survey will be the basis for establishing the impact of New Deal on participants' job prospects and employability.

It is not possible to determine the effect of the programme on participants' labour market prospects so soon after entry to the programme. Participants are expected to spend anything up to fifteen months on the programme, and so the majority of the sample was still participating on the programme at the time of this first interview. By the time of the second interview, only a small minority are likely to be participating in the programme. The second stage report will focus on the impact of New Deal for Young People on participants' labour market prospects.

¹ For details of the full evaluation and a summary of findings to date see Hasiuck (1999)

Introduction

The survey method

A random sample of 11,197 participants was selected from the September-November 1998 cohort of NDYP entrants.² The survey was carried out face-to-face in respondents' homes, using Computer Assisted Personal Interviewing (CAPI). In total, 6,010 interviews were carried out between 26 February and 18 July, 1999, with 54 per cent of all sample cases interviewed, or 66 per cent of those where a correct address was available.

Presentation of findings

This report consists exclusively of cross-tabular analysis and frequency counts it contains no multivariate analysis. It is important to bear this in mind when interpreting results, since associations between variables may strengthen, or prove illusory, when one accounts for inter-correlation between variables.³

Results are based almost exclusively on survey data; they are therefore subject to recall bias and are not comparable with administrative data.⁴

The tables are designed for reference purposes. A more selective approach is taken when discussing findings: in nearly all cases results are accompanied by a table. Extra tables are appended in Annex One, but these are not discussed in the text.

² For further details on survey design see the accompanying technical report BMRB International (2000). The technical report also contains the full questionnaire.

³ Stage two analyses will consist primarily of multivariate analyses.

⁴ The only administrative data used in the analysis are date of entry to New Deal, Employment Service region, and model of New Deal delivery. Administrative data from the Employment Service's NDYP Database and unemployment records held on JUVOS will be used extensively in the wave two analysis.

Summary and Conclusions

Summary and conclusions

Characteristics of participants

- This national survey of entrants to New Deal for Young People (NDYP) took place around six months after participants had entered the programme. Respondents were mostly male (71 per cent), white (83 per cent) and around half lived in social rented accommodation. A fifth had a health problem or disability expected to last for more than a year, a quarter had no qualifications, and a fifth had had basic skills problems since the age of 16.
- Four fifths of respondents had at least one of four known markers of disadvantage (living in social rented accommodation, no qualifications, suffering from a health problem or disability expected to last for more than a year, no job prior to their unemployment spell). Forty per cent suffered from multiple disadvantage

Operation of NDYP

- NDYP was operating differently to original assumptions in two important respects
By month six of programme participation:
 - many participants were still on the Gateway (a quarter of all respondents, and four-in-ten of those still on the programme);
 - many had already left Options (15 per cent of all respondents – a fifth of those who had left the programme and one-in-eight of those still on the programme)
- Late entry to the Gateway and lengthy Gateway spells both contributed to the high percentage of respondents on Gateway at the time of the survey interview. Longer periods on the Gateway were also in some cases associated with interruptions to participation on the programme.
- The apparently large proportion of respondents who had left Options at an early stage may give a misleading impression. A survey interview early in the New Deal process will naturally pick up a high proportion of all the early leavers from Options. This proportion can be expected to decline over the next 9-12 months. Accordingly, not too much should be read into this aspect of the findings.
- By the time of the survey interview, 41 per cent of all respondents had left New Deal. Of those still participating, four in ten were on the Gateway, one in ten were on post-Option advice, and the remaining one half was on an Option
- Few of the current New Deal participants described themselves as on a government programme. Four-fifths of those on the Gateway and four-fifths of those on post-Option advice regarded themselves as unemployed. Three-quarters of those on the employment Option said they were in a job. Three-quarters of those on the full-time education and training Option said they were in full-time education and training.

Summary and Conclusions

Participants in the Environment Task Force and voluntary sector Option had more mixed views about their labour market statuses, with sizeable proportions saying they were on a government programme.

- Ninety-three per cent of respondents recalled something of New Deal. All but 2 per cent recalled New Deal or interviews/contact with the Employment Service since entering the programme. Eighty-six per cent recalled substantial experience of the Gateway or Options. Forty-three per cent had been on an Option at some point.

Late entry to Gateway and overstaying

- Delays in entering the Gateway were common, with certain groups, notably the longer-term unemployed, experiencing longer delays. This may have been due to difficulties in managing the high in-take to the programme (flow and stock) at the time this cohort entered the programme. However, recall of late Gateway entry should be treated with caution. Perception of a delay between programme entry and Gateway entry did not affect participants' perceptions of the New Deal programme.
- Around a quarter of participants overstayed on the Gateway. This is a lower bound estimate, since it excludes those still on Gateway at the time of the survey interview and those with poor date recall.
- Overstaying was not strongly associated with personal attributes, although it was associated with job search problems, which may itself be a rationale for NDPAs allowing some participants to extend participants' Gateway period. Overstayers were also more likely than others to be subject to benefit penalties, possibly because they have refused Options or failed to participate fully in the Gateway process. Consistent with this hypothesis is the finding that overstayers were more likely than other participants to agree that New Deal pushed people into things they did not want to do.

Experience of New Deal Personal Advisers

- Nearly half (47 per cent) were completely or very satisfied with the help offered by their NDPA. Satisfaction was highest where participants got on well with their NDPA, were very satisfied with Options, and had positive perceptions of the programme's value. Disadvantaged participants, and those who thought New Deal pushed people into things they did not want to do tended to be less satisfied with NDPA advice.
- NDPAs made relatively few referrals to other agencies to deal with special needs. This may be because NDPAs were not adequately identifying problems, or because appropriate providers were not available to tackle identified needs.
- Despite a reorientation of NDPAs in late 1998 to increase emphasis on placing young people into jobs, job referral rates were low. Other studies suggest this may be due, in part, to an emphasis on longer-term employability, coupled to the possibility that job matching activity may have been crowded out due to intense NDYP workloads.

Summary and Conclusions

However, job referral rates and recall of discussions about making job applications differed markedly across different types of NDPA participant in a way that suggests NDPAs were seeking to distinguish between the 'job ready' and the less job ready. Job referral rates were lowest of all among current participants in the ETF, perhaps indicating that this group of participants was far from job ready.

- Half of participants recalled going on Option taster courses. Taster attendance was associated with Option participation but it was not associated with Option satisfaction.
- Respondents were more likely to recall discussion of education and training needs and things they could do on New Deal, than they were to recall discussions of job search responsibilities and ways of looking for jobs. This suggests that NDPAs were placing emphasis on what the programme had to offer, rather than job search and job search requirements.
- Participants' recall of the number of items discussed with NDPAs fell with multiple disadvantage, and was generally lower among disadvantaged groups, who tended to be least satisfied with NDPA advice. This may be of concern if those in most need of help were receiving less intensive support or a narrower range of support. However recall may itself be associated with social disadvantage.

Characteristics of those entering Options

- Differences in Option entry according to individual characteristics were quite few, suggesting that each Option had a wide mix of individuals entering it, and that 'streaming' was not very marked (see below for details on each Option). The most distinctive pattern of Option take-up was found among ethnic minorities. These had a relatively high rate of participation in full-time education and training but a relatively low rate of participation in subsidised employment and in ETF. Women were represented to the same extent as men in the various Options, with the exception of ETF where they took a considerably smaller part.

Participants' perceptions of current Options

- Eighty seven per cent of respondents were satisfied with their Options, including 62 per cent who were completely or very satisfied.
- The proportions stating that they were completely or very satisfied with their Option varied from 46 per cent in Environment Task Force to 69 per cent in the employment Option, with the voluntary and full-time education and training Options intermediate at 64 and 58 per cent respectively. Simple comparisons of satisfaction between Options may be misleading because of differences in the characteristics of participants entering them. Nor should these results be used as a means of assessing the effectiveness of Options, since there is no necessary link between satisfaction during an Option and subsequent outcomes.

Summary and Conclusions

Do Options accord with personal preferences?

- The issue of client choice in New Deal is a complex one. NDYP offers a wider range of Options than in any previous British labour market programme, and in that sense choice (and probably the expectation of choice) has been increased. In practice, however, large proportions of the participants in Options perceive constraint rather than choice. This applies to about one third of those on work-based Options, when they consider what they are currently doing, and to about one third on all Options, when they consider New Deal as a whole. This may also have adverse repercussions on clients' commitment to the Options they enter, and hence to retention in and completion of their placements.
- Seven in ten stated their Option was what they really wanted to do (82 per cent on the full-time education and training Option, 64 per cent on the employment Option, 59 per cent on the voluntary sector option, and 46 per cent on Environment Task Force). The great majority of those who felt that the Option was not what they really wanted, would have preferred to be in a different job (if in one of the work based Options), or in a paid job (if in full-time education and training). A minority would have preferred to be in full-time education and training, or on a different course to the one they were taking.
- Although NDYP may have been able to meet the preferences of a greater proportion of participants if it had been possible to provide a larger number and wider range of placements in subsidised employment, this would not necessarily be more effective, in terms of labour market outcomes. Another way of interpreting the results is in terms of the guidance process during the Gateway, which leads to selection of Options. Individuals who make their own vocational decisions in an informed way are more likely to remain committed to them. The fairly substantial minorities whose current Option was not 'what they really wanted' indicates that it was proving hard to achieve this client commitment within NDYP. As might be expected, there were still larger proportions among the 'early leavers' from Options who felt that those Options were not what they had wanted. Furthermore, nearly one half of those currently on Options believed that New Deal 'pushed people into things they didn't want to do'.

Training within work-based Options

- NDYP appears to have provided training for the majority of the participants on the work-based Options. Just over two-thirds of participants in work-based Options reported receiving training. For the employment Option the proportion was 71 per cent, for ETF it was 73 per cent, and for the voluntary sector Option it was 53 per cent. Of those who had left New Deal and were in unsubsidised jobs, 49 per cent reported receiving training in those jobs. Thus, New Deal appeared to have raised the chances of participants receiving training, by comparison with opportunities in the job market.

Summary and Conclusions

- Most (89 per cent) of those receiving training said that they were either completely, very or fairly satisfied with their training. The level of satisfaction with training was somewhat lower in the ETF but this has to be set against the relatively high proportion who reported receipt of training.
- However, where respondents felt that training was absent, there also tended to be disappointment with the programme, and a feeling that this was not what was wanted. It may be relevant that the full-time education and training Option was least affected by these adverse perceptions. The results could be interpreted in a variety of ways. One of the possible interpretations is that New Deal has raised expectations of training, or that such expectations have been raised generally among young workers by other means, including media attention to the issue. Accordingly, clients may be more ready to be critical if training is absent or is provided at a level which falls below their expectations. This of course is not an easy issue to address since the delivery of training depends on large numbers of providers of varied types. It seems likely none the less that it will have an important bearing on how clients judge New Deal

The employment Option

- The subsidised employment Option appeared to be on balance the most attractive to NDYP participants. Those on this Option recorded the highest levels of satisfaction, and a large proportion of those who felt that they were not doing what they really wanted specified employment as their preference, which suggests unsatisfied demand for places on the Option. However, a substantial minority of those on the employment Option would have liked a different kind of work, and there had been significant numbers of 'early leavers' from employment placements. There may therefore have been some difficulties in matching individuals to subsidised jobs, as well as some shortage of places.
- Many of the jobs in the employment Option were in occupations involving craft, clerical or administrative skills, and four fifths offered continuous training provision which would support personal development. One half of the participants expected their employment to continue beyond the short-term, a factor which will be crucial for the eventual employment impact. These appear to be encouraging features. On the other hand, wages were on average lower than in unsubsidised jobs. The medium-term effect of this Option is likely to depend, not only on whether participants are able to continue in employment, but also on whether they are able to get pay increases as a result of the training and experience which they have gained.
- Access to the employment Option is an important policy issue, especially as it appears to offer some potentially valuable advantages. There will be some concern that both ethnic minority clients, and those with work-limiting health problems, had below-average chances of entry to the Option. However, it was too early in the research to reach any conclusions as to whether this represented discrimination.

Summary and Conclusions

The voluntary sector and Environment Task Force Options

- Apart from subsidised employment, two other Options were based upon work experience: the voluntary sector Option and the Environment Task Force. For both these Options, and somewhat more so for the latter, the levels of satisfaction were lower than in the case of the employment Option, and smaller proportions felt that they were getting the chance to do what they wanted.
- However, as many ETF participants reported receiving training as in the case of the employment Option, and the proportion exceeded one half in the voluntary sector Option as well. These appear quite high levels of training compared with previous work experience programmes. Also, the period of training did not appear inferior in ETF and voluntary work by comparison with the employment Option
- Entrants to ETF and voluntary sector Options contrasted in their qualification level. The majority of ETF participants had no educational qualifications, whereas there was some slight tendency for the voluntary sector Option to attract the better-qualified. This may in part reflect the different nature of the work experience on offer in the two Options, with ETF chiefly focusing on manual work (of varying skill levels), whereas work in the voluntary sector Option constituted a wider mix with substantial retail and service elements. These differences may also explain the low participation of women in the ETF Option

The full-time education and training Option

- The full-time education and training Option was the largest. It was similar to the employment Option in its participants' levels of satisfaction, and it was the least affected of any Option by participants who felt that they were not doing what they wanted. However, although current participants appeared contented, the Option had experienced a substantial degree of 'early leaving'. This was associated to some extent with a large intake of young people with low educational qualifications, or with literacy and numeracy problems
- In 91 per cent of cases, participants in the full-time education and training Option reported that their course led to a qualification. In about six-in-ten cases, the qualification aim was at NVQ/SVQ levels 1 or 2, or equivalents. In 7 per cent of cases, it was at a level higher than NVQ/SVQ level 2. One third of the respondents working for a qualification provided insufficient information for its level to be determined.
- The subjects of the courses were varied, and the one major cluster concerned IT and computer skills

Summary and Conclusions

Leaving Options

- One-in-five respondents had taken part in Options that had ended by the time of the survey interview. The ratio of these 'early leavers' to continuing Options could give some cause for concern, but as time goes on 'early leavers' should become a less significant group. Of those who had ended an Option before the survey interview, 55 per cent remained on New Deal, usually on post-Option advice but in some cases on a further Option. Of the minority who had left New Deal from Options, about twice as many were unemployed or inactive as were in jobs. This however is likely to give a pessimistic picture since those who complete Options, rather than leaving early, can be expected to achieve better employment outcomes.

Employability

- Six months after entering New Deal, perhaps the acid test of whether the programme has improved the employability of those who remain on the programme and those who have already left for unemployment, is whether they thought it had improved their chances of getting a good job. Half (52 per cent) agreed that it had, but the percentage varied markedly with different experiences of the programme. Positive perceptions of New Deal's impact on the prospects of getting a good job were linked to more intensive treatment (Options participation, as opposed to Gateway only; recollection of more referrals and more issues discussed with NDPAs) and positive perceptions of NDPA advice. Views were least positive where respondents had already left the programme for unemployment, highlighting the problem of early drop out.
- Not surprisingly so early on in the programme, respondents perceived NDYP as most beneficial in improving their employability through help with job search skills and confidence building, rather than through the acquisition of qualifications, work skills and work experience. However, ETF and voluntary sector Option participants thought NDYP had been most helpful in obtaining work experience. Those on the full-time education and training Option emphasised improving and acquiring skills. Even at this early stage, sizeable minorities said New Deal had helped them get work experience, improve skills or learn new skills.
- There is considerable interest in whether there are groups of participants which New Deal is not 'reaching'. One-quarter of participants and ex-New Deal unemployed said New Deal had not helped them with look for work, increase confidence, improve skills, learn new skills, or get work experience. It is therefore unlikely that programme participation has done much to improve the employability of this sizeable minority of participants. New Deal appeared least effective in reaching participants from certain disadvantaged groups. Ex-offenders, lone parents, the unqualified, those with drug or alcohol problems, and the multiply disadvantaged were among those least likely to say New Deal had helped increase employability in any of these ways. These were also among the participants least likely to agree that New Deal had improved their prospects of getting a good job. However, it would be wrong to conclude that disadvantaged participants were less likely to benefit from

Summary and Conclusions

participation. In the first place, some disadvantaged participants, such as those with very long unemployment spells, were among the most likely to agree that New Deal had improved their chances of getting a good job. Secondly, one must take account of differing job and personal expectations when interpreting responses to such questions.

- Low job search intensity is associated with participation on Options, particularly the employment and full-time education and training Options. However, in other respects, Option participants exhibit attitudes and behaviour consistent with high employability. For example, job search efficacy is higher among Option participants, and highest of all among employment Option participants. With the exception of those on the full-time education and training Option, Option participants also exhibit the greatest wage flexibility, in terms of the extent to which they would drop their target wages.
- The report analyses six aspects of employability: job search intensity; search efficacy, non-financial employment commitment; feelings about being out of work; wage flexibility; and non-wage flexibility. Some of these measures are positively correlated, but each measures a distinct facet of employability, and there is no simple relationship between respondents' scores on one measure and scores on other measures. Consequently, it is not possible to generalise about the low employability of certain groups unless one is prepared to simplify by overlooking divergent scores across different items. That said, some characteristics emerged as being associated with poor employability. Those with low search intensity and search efficacy scores are likely to be among those with the furthest 'distance to travel' to obtain employment. They included the poorly qualified, the very long-term unemployed, those with basic skill problems, drug or alcohol problems, no job experience before New Deal, work-limiting health problems, and the multiply disadvantaged.
- Wage and non-wage job search flexibility are more ambiguous measures of employability in the sense that, although flexibility may improve immediate job chances, it may not effect a good job match leading to better longer-term employment prospects. Furthermore, some groups trade off wage flexibility and non-wage flexibility. In addition, those with high expectations often score highly on job search efficacy and have relatively high earning potential, both factors that can improve job chances.

Leaver destinations

- Forty-one per cent of respondents had left New Deal by the time of the survey interview, roughly six months after they began the programme. These early leavers are unlikely to be representative of all leavers in their characteristics or destinations.
- Thirty-eight per cent of leavers were in paid work by the time of the interview, 30 per cent were claiming unemployment benefits, 14 per cent were unemployed but not claiming unemployment benefits, and 8 per cent described themselves as long-term

Summary and Conclusions

sick or disabled. Most of the remaining 10 per cent were looking after the home or in education or training.

- Although the percentage leaving for claimant unemployment seems high, nine-in-ten subsequently confirmed that they were claiming unemployment-related benefits. Therefore, it seems unlikely that they were mistaken about their benefit status. One interpretation is that some who had recently completed or left an Option, or passed from Gateway onto an Option that has yet to start, may have had little recent contact with NDPAs or training providers. In these circumstances, they may conclude that they are no longer on the programme, but simply claiming unemployment benefits.

Leavers and experience of NDYP

- Half the leavers were leavers from Gateway, a fifth were Option leavers, and the remainder recalled little or nothing of New Deal. Option leavers had lower employment rates than Gateway leavers and those recalling little or nothing of New Deal. By wave two, Option completers will be counted among Option leavers, and it is likely that their post-programme destinations will be different.
- A relatively small minority of leavers (8 per cent) cited problems with claiming or dissatisfaction with New Deal as reasons for stopping New Deal. However, 87 per cent of these people were unemployed at the time of the survey interview.
- Employment rates were highest among those viewing New Deal as 'very useful', and lowest among those viewing it as 'not at all useful' and those who were unsure. Employment rates were positively associated with getting along with NDPAs and satisfaction with NDPA help. Employment rates were also high among participants viewing careers guidance under New Deal as helpful. They were particularly low among participants who found work experience or basic skill assistance most helpful, suggesting that these participants did not necessarily expect the help to lead directly to a job.
- There were no associations between lapsed time to Gateway entry or time spent on Gateway and subsequent outcomes.

Characteristics of leavers to different destinations

- Women were more likely than men to have left New Deal early, and to have entered part-time employment. Men were more likely than women to leave for full-time employment or unemployment.
- Non-white ethnic minority participants were more likely than whites to have left New Deal, and were more likely to recall little or nothing of the programme. Differences across non-white minority groups were greater than the difference between non-whites and whites. Respondents from the Indian sub-continent were more likely than any other group to have left New Deal, while Black Caribbeans were more likely to

Summary and Conclusions

be stayers than any other group, including whites. Although white leavers had higher employment rates than non-whites, differences in labour market destinations were greater among non-white ethnic minorities than they were between the white majority and non-white minorities. Black Caribbeans had the lowest employment rate and highest unemployment rate.

- Having longer unemployment spells and no job before the programme were associated with lower chances of leaving New Deal early and leaving for paid work. Employment rates were particularly high among those who had been in a full-time job before the unemployment spell leading to NDYP eligibility. However, having a part-time job before entering unemployment did not improve subsequent employment prospects. There was evidence of 'churning' or 'cycling' through unemployment among those on government programmes before entering their qualifying spell of unemployment: their rate of claimant unemployment on leaving NDYP was higher than for any other group.
- Work-limiting health problems were associated with an increased likelihood of leaving New Deal, and with leaving with no job to go to. These findings suggest that this group had chosen to leave the programme because they did not find it worthwhile, or because they were unable to persevere with it.
- The highly qualified were a little more likely to leave New Deal than others. There was also a strong association between qualification levels and employment rates on leaving, with the most highly qualified three times more likely to be in paid work at the time of the survey interview than leavers with no qualifications. Given the NDYP's objective of improving employability, it is of concern that a quarter of those leaving the programme in the first six months had left with no qualifications, and that 80 per cent of this group had left without a job to go to.
- Having basic skill problems was associated with staying on the programme, and with lower employment rates on leaving NDYP. It may be that participants with basic skill problems were persevering with New Deal participation in the hope that the programme would improve their labour market prospects.
- Participants with working partners were more likely than others to leave the programme, and more likely to enter jobs on leaving. Those with unemployed partners were no more likely than single people to have left the programme, or to have entered paid work on leaving. Those with children were more likely than those without to have left NDYP, but relatively few had entered jobs, perhaps raising questions about young people's ability to maintain participation in New Deal when they had care responsibilities.
- Employment rates fell and unemployment rates rose with the number of social disadvantages leavers faced. Economic inactivity also rose with multiple social disadvantage due to the increasing incidence of long-term sickness, injury or disability among the most socially disadvantaged.

Summary and Conclusions

Overall usefulness of New Deal

- A quarter of respondents said they had found New Deal 'very useful', and another four-in-ten said they had found it 'fairly useful' NDYP was perceived as most useful by those with greater exposure to the programme, and positive perceptions of NDPAs and the help they offered. Conversely, those who thought New Deal 'pushed people into things they didn't want to do', and those with direct experience of benefit stops or reductions, were least likely to view NDYP as useful.
- New Deal was viewed most positively where it was perceived as increasing employability – a third of those who said it had improved confidence, improved skills, helped learn new skills, or acquire work experience, agreed New Deal had been 'very useful' and a further half 'fairly useful' Those least likely to view the programme as useful were those who thought it had done little or nothing for their employability These included participants from the most disadvantaged groups, such as the multiply disadvantaged, ex-offenders, and drug or alcohol abusers.

1. Characteristics of New Deal participants

Summary

This national survey of entrants to New Deal for Young People (NDYP) took place around six months after participants had entered the programme.

- Respondents were mostly male (71 per cent), white (83 per cent) and around half lived in social rented accommodation. A fifth had a health problem or disability expected to last for more than a year, a quarter had no qualifications, and a fifth (22 per cent) had had basic skills problems since the age of 16.
- Four fifths of respondents had at least one of four known markers of disadvantage (living in social rented accommodation, no qualifications, suffering from a health problem or disability expected to last for more than a year, no job prior to their unemployment spell) Forty per cent suffered from multiple disadvantage.
- Over two thirds of respondents had experienced problems finding or keeping a job in the past year The most frequently mentioned problems were 'no jobs nearby' (29 per cent) and lack of personal transport (25 per cent)

This chapter describes the characteristics of the sample of entrants to New Deal between September and November 1998 The sample is representative of entrants to the programme six to nine months after its extension to young people throughout England, Scotland and Wales. Information on participants' characteristics was collected at the first survey interview which took place, on average, six months after they had entered the programme

Knowledge of participants' characteristics is important in understanding NDYP – who it is for, and the profile of participants it seeks to help These data have three uses in the assessment of NDYP's impact on labour market outcomes at the second wave of the study.

- (1) They will be used to estimate the likelihood of survey non-response that can help account for possible biases in impact estimates where non-response is correlated with outcomes of interest.¹
- (2) They will be used to estimate the likelihood of entry to different parts of the programme.
- (3) Finally, they will be used as control variables in multivariate models seeking to isolate NDYP effects from other influences on labour market outcomes.

The characteristics covered below are selected either because they are of particular policy interest, or because earlier research indicates that they affect young people's job prospects. Not all of these characteristics will prove to have a significant impact on job outcomes for NDYP participants, and other factors may also affect job

¹ The characteristics of respondents and non-respondents are compared in the technical report (BMRB International, 2000) using data from the Employment Service's NDYP Database

Chapter One

prospects. Some of these, such as longer-term work history variables, are being collected at wave two, while others will be derived from administrative data sources.

1.1 Gender

The labour market preferences and experiences of men and women are different in many respects. Determinants of their job prospects often differ (White *et al.*, 1997). Britain is unusual in Europe in that the majority of the unemployed is men. NDYP participants are no different. Seventy-one per cent of respondents were men.

1.2 Age

Even within a narrow age group such as NDYP participants, age may influence job prospects. As well as indicating the maximum time they have had to get jobs or spend unemployed since leaving school, age may be associated with differing labour market prospects for groups entering the labour market at different points in time. Respondents had a mean age of 21 at the time of their survey interview (Table 1.1). Forty-three per cent were under 21 years old.

Table 1.1 Gender, by age

| | <i>Men</i> | <i>Women</i> | <i>All</i> |
|------------------------|------------|--------------|------------|
| | % | % | % |
| 18 | 3 | 4 | 3 |
| 19 | 20 | 26 | 22 |
| 20 | 18 | 19 | 18 |
| 21 | 15 | 14 | 15 |
| 22 | 13 | 11 | 12 |
| 23 | 12 | 11 | 12 |
| 24 | 12 | 10 | 12 |
| 25 | 7 | 5 | 7 |
| 26 | * | 0 | * |
| Over 26 | * | 0 | * |
| Age unknown | * | 0 | * |
| <i>Weighted base</i> | 4281 | 1729 | 6010 |
| <i>Unweighted base</i> | 4253 | 1757 | 6010 |

Base all respondents

1.3 Ethnic origin

Life chances and labour market experiences are strongly associated with ethnic origin (Jones, 1993; Modood *et al.*, 1997). However, because non-white minorities constitute a relatively small proportion of the unemployed, surveys of the unemployed are rarely large enough to conduct analyses by ethnic origin. The NDYP is large enough to conduct some analyses by ethnic origin, although sample sizes do prohibit analyses of small sub-groups. Seventeen per cent of the sample was from ethnic minorities, including 5 per cent who identified themselves as Pakistani and 3 per cent who said they were Black Caribbean. Women were more likely to be of non-white ethnic origin than men (Table 1.2) were.

Table 1.2: Gender, by ethnic origin

| | <i>Men</i> | <i>Women</i> | <i>All</i> |
|------------------------|------------|--------------|------------|
| | % | % | % |
| White | 85 | 78 | 83 |
| Black - Caribbean | 3 | 3 | 3 |
| Black - African | 2 | 2 | 2 |
| Black - Other | 1 | 1 | 1 |
| Indian | 2 | 3 | 2 |
| Pakistani | 4 | 7 | 5 |
| Bangladeshi | 1 | 2 | 1 |
| Chinese | * | * | * |
| Other | 2 | 2 | 2 |
| No answer | * | * | * |
| <i>Weighted base</i> | 4281 | 1729 | 6010 |
| <i>Unweighted base</i> | 4253 | 1757 | 6010 |

Base all respondents

1.4 Health

Poor health adversely affects employment (Lakey, Mukherjee and White, 1998). One-fifth (19 per cent) of respondents said they had a health problem or disability that they expected to last for more than a year. A third of these respondents (6 per cent of all respondents) said the health problem limited the kind or amount of paid work they could do. Twenty-nine per cent described their health as 'excellent', 33 per cent said it was 'very good', and 24 per cent described it as 'good'. Ten per cent described their health as 'fair', and 4 per cent said it was 'poor'

1.5 Housing

The sort of housing people live in, and their housing tenure, are often good indicators of individuals' material well-being and their social class, both of which affect their employment prospects.

Table 1.3. Type of accommodation

| | <i>Weighted frequency</i> | <i>Unweighted frequency</i> |
|-------------------------|---------------------------|-----------------------------|
| Private residence | 5868 | 5880 |
| Hotel/bed and breakfast | 21 | 18 |
| Hostel or institution | 55 | 57 |
| No fixed abode | 43 | 34 |
| Living rough | 1 | 2 |
| Other | 21 | 19 |
| <i>Total</i> | 6010 | 6010 |

Base all respondents

Ninety-eight per cent of respondents were living in private residence. Table 1.3 presents the weighted and unweighted frequencies for those in a private residence,

Chapter One

hostels, and hotel and bed and breakfast accommodation. Thirty-four people interviewed were of no fixed abode and two were sleeping rough.²

Table 1.4 Housing tenure

| | % |
|--|-------------|
| Owned outright | 11 |
| Being bought on a mortgage or bank loan | 20 |
| Rented from council, New Town or housing association | 48 |
| Rented privately | 14 |
| Rent free/squatting | 1 |
| Other | 2 |
| Not living in private residence | 2 |
| Don't know | 2 |
| <i>Weighted base</i> | <i>6010</i> |
| <i>Unweighted base</i> | <i>6010</i> |

Base all respondents

Almost half (48 per cent) the sample were living in social rented accommodation, a known marker of social disadvantage (Marsh, 1994) (Table 1.4). A third (31 per cent) were living in owner-occupied accommodation, and one in seven were living in private rented accommodation.

There is a strong association between the housing costs the unemployed face and the wages they seek (Dawes, 1993). This, in turn, may affect their job chances. Reflecting the age of the sample, almost half (48 per cent) the respondents to the survey were living in accommodation where the mortgage or rent was paid by parents or other relatives (Table 1.5). In 28 per cent of cases, the respondent was either solely or jointly responsible for paying the mortgage or rent. In another 2 per cent of cases, the partner was meeting the accommodation costs. In 15 per cent of cases, there were no housing costs to pay; in the majority of these cases the home was owned outright.

Table 1.5 Responsibility for housing costs

| | % |
|---------------------------------|-------------|
| Respondent | 19 |
| Respondent with others | 9 |
| Partner | 2 |
| Parents or other relatives | 48 |
| Others | 6 |
| Don't know | * |
| No mortgage/rent to be paid | 15 |
| Not living in private residence | 2 |
| <i>Weighted base</i> | <i>6010</i> |
| <i>Unweighted base</i> | <i>6010</i> |

Base all respondents

² According to the address file provided by the Employment Service for sampling, there were 20 people recorded as being of no fixed abode.

Chapter One

1.6 Partners

One in seven (14 per cent) respondents were living with a partner at the time of the survey interview. In these instances, decisions about work are often taken jointly, partly because what one partner does can affect the benefit receipt of the couple (Millar, 1994).

Table 1.6 Partners' economic status at the time of the survey interview, by gender of the respondent

| | <i>Respondent male</i> | <i>Respondent female</i> | <i>All with partners</i> |
|------------------------|------------------------|--------------------------|--------------------------|
| | % | % | % |
| Full-time job | 10 | 40 | 17 |
| Part-time job | 5 | 5 | 5 |
| Self-employed | * | 5 | 1 |
| Govt programme | * | 1 | 1 |
| FT ed/training | 3 | 3 | 3 |
| Unemp, claiming | 13 | 33 | 18 |
| Unemp, not claiming | 5 | 8 | 6 |
| Long-term sick | 3 | 1 | 2 |
| Family responsibility | 58 | 2 | 44 |
| Other | 2 | 2 | 2 |
| <i>Weighted base</i> | <i>632</i> | <i>209</i> | <i>841</i> |
| <i>Unweighted base</i> | <i>617</i> | <i>194</i> | <i>811</i> |

Base respondents living with partners

A quarter (23 per cent) of partners were employed or self-employed at the time of interview, but the percentage was much lower where the respondent was male (Table 1.6). Forty-four per cent of partners were taking on the responsibility of the home, although this was rarely so among the partners of women participating in the programme.

Forty-one per cent of couples included a person earning. In 14 per cent of couples, both were earning; in 17 per cent, only the respondent was earning, and in 10 per cent of cases, only the partner was earning. Twenty-six per cent of respondents who were not living with a partner at the time of interview were in paid work.

1.7 Children

It is well known that young women's family formation and employment patterns are causally linked, but this is also true for young men who make up the majority of NDYP participants. Marriage reduces young men's probability of unemployment, even if they married in their teens. However, young men with larger families have higher unemployment probabilities than childless men (Payne, 1989)³

Ten per cent of NDYP respondents had children, with four per cent having two or more.

³ Interestingly, men who go on to have larger families are more likely to be unemployed than childless men even before the first child is born, suggesting that the causal mechanism is not rising benefit entitlements

Chapter One

In Britain, lone parents are known to have particularly low employment chances (Bryson, Ford and White, 1997). Two per cent of respondents were single parents.

1.8 Benefit receipt

Table 1.7 Benefit receipt

| | <i>All respondents</i> | <i>Respondents and partners</i> |
|------------------------------|------------------------|---------------------------------|
| | % | % |
| Jobseeker's Allowance | 56 | 52 |
| Housing Benefit | 21 | 61 |
| Council Tax rebate | 14 | 48 |
| Income Support | 7 | 17 |
| Sickness/disability benefits | 4 | 7 |
| Child Benefit | 4 | 54 |
| Family Credit | 2 | 17 |
| Other benefits | 3 | 6 |
| None | 30 | 14 |
| <i>Weighted base</i> | <i>6010</i> | <i>841</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>811</i> |

Base: all respondents. Note respondents could give multiple answers to this question so percentages add to more than 100

Of course, when they became eligible for New Deal, all respondents were in receipt of the Jobseeker's Allowance. Six months later, although the majority still claimed Jobseeker's Allowance, 44 per cent had already ceased to claim it. However, 70 per cent of respondents were in receipt of some form of state benefit (Table 1.7). Few (4 per cent) had transferred to a sickness or disability-related benefit. A fifth (21 per cent) were in receipt of Housing Benefit. Benefit receipt among couples (the benefit unit) was higher, with 86 per cent in receipt of state benefits. Most (61 per cent) were receiving Housing Benefit and roughly half received Child Benefit, Jobseeker's Allowance or Council Tax Rebate. Family Credit played a significant role in supplementing wages for couples.

1.9 Educational achievement

Together with labour market experience and social skills (discussed later), education and qualifications form part of what economists term individuals' 'human capital'. Human capital is the value or worth an individual has as a potential employee. Employers look for markers of this worth in people's qualifications and experience. Simply by virtue of their recent unemployment, entrants to New Deal are disadvantaged relative to many in the labour market. However, their education, qualifications and labour market experience mean they have different sorts of human capital to offer employers.

Forty-one per cent of respondents had left full-time education by the time they were 16 years old, with a further 38 per cent leaving before they reached 19 years old (Table 1.8). However, one-fifth (19 per cent) continued their education after the age of 18.

Table 1 8 Age left full-time education

| | % |
|------------------------|-------------|
| Less than 15 | 4 |
| 15 | 6 |
| 16 | 31 |
| 17 | 23 |
| 18 | 15 |
| 19 | 9 |
| 20 | 5 |
| 21 or older | 6 |
| Don't know or missing | 2 |
| <i>Weighted base</i> | <i>6010</i> |
| <i>Unweighted base</i> | <i>6010</i> |

Base: all respondents

1.10 Literacy and numeracy

Literacy and numeracy problems adversely affect job prospects directly by limiting the paid work an individual can do, and indirectly by making it more difficult to obtain qualifications. Twenty-two per cent of respondents had had basic skills problems since the age of 16, either with problems reading or writing English, or problems with numbers or simple arithmetic. Ten per cent had problems with reading or writing English, 4 per cent had had problems with numbers, and a further 8 per cent had had problems with both English and numbers.

1.11 Qualifications

At the time of the survey interview, 24 per cent of respondents had no qualifications at all (Table 1 9). Fifty seven per cent had qualifications to NVQ Levels 1 or 2, and 19 per cent had qualifications above NVQ Level 2. Two-thirds (67 per cent) had academic qualifications and nearly a half (46 per cent) had vocational qualifications.

Table 1 9 Educational qualifications

| | <i>Vocational</i> | <i>Academic</i> | <i>All</i> |
|------------------------|-------------------|-----------------|-------------|
| | % | % | % |
| No qualifications | 54 | 33 | 24 |
| NVQ 1 or 2 | 30 | 62 | 57 |
| NVQ 3 | 8 | 1 | 8 |
| NVQ 4 or 5 | 3 | 2 | 4 |
| Other | 5 | 2 | 7 |
| Data missing | 1 | * | * |
| <i>Weighted base</i> | <i>6010</i> | <i>6010</i> | <i>6010</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>6010</i> | <i>6010</i> |

Base: all respondents

New Deal Options' participants are able to work towards a qualification, usually up to NVQ Level 2, and sometimes to NVQ Level 3. As Chapter Two shows, many had begun Options by the time of the survey interview, but few could have acquired qualifications as a result of Option participation because they had not been on them for very long.

1.12 Labour market background

The survey contains a substantial amount of information on participants' labour market history before their entry to New Deal. Here the focus is on three measures characterising those histories: the length of the unemployment spell qualifying them for New Deal; the activity they were in before becoming unemployed; and whether they had ever had a job before entering the programme

Table 1.10 Length of qualifying spell of unemployment

| | % |
|---------------------------------|------|
| Under 4 months | 16 |
| 4 months but less than 6 months | 17 |
| 6 months but less than 12 | 32 |
| 12 months but less than 18 | 13 |
| 18 months but less than 2 years | 7 |
| 2 years but less than 3 years | 7 |
| More than 3 years | 8 |
| Mean number of weeks | 58 |
| Median number of weeks | 32 |
| Modal number of weeks | 24 |
| Weighted base | 4742 |
| Unweighted base | 4681 |

Base: the 79 per cent of cases with reliable and precise date information. Note: The 21 per cent without accurate data included 15 per cent with an imprecise start date earlier than the beginning of August 1998, 2 per cent with a start date beginning after 1st August 1998, and 4 per cent where we only knew the year in which the event began

Table 1.10 shows the time respondents had been unemployed in the spell before their participation in New Deal. This is termed their qualifying spell of unemployment since it made them eligible for New Deal.⁴ Other programme evaluation studies have shown that the chances of leaving unemployment for a job fall with the duration of the qualifying spell, other things being equal (White, Lissenburgh and Bryson, 1997).

Today's entrants to New Deal are taken from those flowing into six months' unemployment, plus early entrants to the programme who are 'fast-tracked' because they have particular disadvantages and could benefit by early programme entry. Thus, qualifying spells of unemployment will rarely stretch beyond 6-7 months. However, the survey includes the flow, plus many taken from the stock of the unemployed that had been unemployed for longer than six months. The duration of qualifying unemployment spells presented in Table 1.10 reflects this. One-third (34 per cent) of respondents had entered the programme before reaching six months' unemployment. However, 10 per cent had entered between weeks 22 and 25 of their unemployment: they are likely to be part of the usual six-month in-take. Therefore, it is likely that around a quarter of the sample were truly early entrants to the programme. Another third (32 per cent) entered the programme six to twelve months after the start of their unemployment. Among the third entering after 12 months or more were 8 per cent with at least three years' unemployment.

⁴ In 7 per cent of cases, this spell was not a period of unemployment. In half these cases, it was a spell of full-time education or training.

Chapter One

Research has established that what people were doing before becoming unemployed is an important determinant of where they go on leaving programmes (Walker *et al.*, 1999). Forty-three per cent of respondents (48 per cent of those for whom information is available) were in paid work before they entered their unemployment period that qualified them for New Deal (Table 1 11). A further fifth (22 per cent) were in full-time education or training.

Table 1 11: Activity before qualifying spell of unemployment

| | % |
|---|-------------|
| Full-time job (30+ hours per week) | 36 |
| Part-time job (under 30 hours per week) | 6 |
| Self-employed | 1 |
| On government/TEC/LEC programme | 5 |
| Full-time education and training | 22 |
| Unemployed claiming benefits | 7 |
| Unemployed, not claiming benefits | 5 |
| Long-term sick, injured or disabled | 1 |
| Looking after family | 1 |
| Other | 4 |
| Not available | 11 |
| <i>Weighted base</i> | <i>6010</i> |
| <i>Unweighted base</i> | <i>6010</i> |

Base: all respondents. Note: those unemployed and claiming benefits prior to the qualifying spell of unemployment were those whose qualifying spell was not an unemployment spell.

Work experience prior to New Deal may well count in participants' favour on leaving the programme, although this will depend, in part, on the relevance of the experience acquired to the jobs sought. However, one-third (31 per cent) of respondents had never had a job since leaving school.

1 13 Barriers to working

Some of the factors mentioned above have an important bearing on individuals' employment prospects. Respondents were also asked a direct question about any problems they had had finding or keeping a job in the last year.⁵

Over two-thirds (69 per cent) said they had had problems and a third (36 per cent) had faced multiple problems (Table 1 12). The biggest single problem respondents said they faced was a lack of jobs nearby. A close second was the lack of personal transport, which had affected 25 per cent of respondents. In fact, three-quarters (75 per cent) had no driving licence, 9 per cent had a licence but no vehicle access, so only 16 per cent had a licence and access to a vehicle. Illness or disability had affected one-sixth (17 per cent). A lack of employer references, the lack of public transport, and debt and money problems were also viewed as barriers to getting and holding jobs by a significant proportion of respondents.

⁵ To identify problems respondents may have had with working, they were asked: 'Have any of the problems listed on this card made it difficult for you to find or keep a job in the past year?' Respondents were asked to point to the number relating to each problem item.

Chapter One

Table 1.12: Difficulties in finding or keeping a job in the past year

| | % |
|---|------|
| <i>Types of problem</i> | |
| No problems | 31 |
| No jobs nearby | 29 |
| Lack of personal transport | 25 |
| Own ill health or disability | 17 |
| Lack of references from previous employer | 15 |
| Debt or money problems | 12 |
| Lack of public transport | 12 |
| Problems with the law or previous record | 8 |
| No permanent place to live | 5 |
| Illness of another member of the family | 5 |
| Problems with drugs or alcohol | 3 |
| Any other problems | 3 |
| Lack of childcare or affordable childcare | 2 |
| <i>Number of problems</i> | |
| 0 | 31 |
| 1 | 33 |
| 2 | 19 |
| 3 or more | 17 |
| <i>Weighted base</i> | 6010 |
| <i>Unweighted base</i> | 6010 |
| Base: all respondents | |

Eight per cent cited problems with the law or a criminal record as a barrier to working⁶, and 3 per cent problems with drugs or alcohol

1.14 Multiple disadvantage

There is increasing awareness that some of the unemployed face multiple disadvantages in entering and holding onto jobs. Some have gone further and argued that these disadvantages can result in deprivation and social exclusion. There is evidence that multiple disadvantage reduces subsequent employment chances (Bryson, Ford and White, 1997)

Table 1.13 indicates the incidence of multiple disadvantage among respondents, using four known markers of disadvantage:

- Living in social rented accommodation,
- Having no qualifications;
- Suffering from a health problem or disability expected to last for more than a year;
- Having no job prior to the qualifying spell of unemployment.

Four-fifths (79 per cent) of respondents had at least one of these markers of disadvantage. Four in ten (38 per cent) had a single marker, while another four in ten (40 per cent) suffered from multiple disadvantage

⁶ In subsequent chapters analyses include identification of ex-offenders. The variable is based on this job search barrier question, plus respondents identifying time in prison or on remand as their main activity at some point in their work history. This group is referred to as 'ex-offenders' although it includes a handful of cases where respondents were currently in prison or on remand

Chapter One

Table 1 13 Multiple disadvantage

| | % |
|--|-------------|
| <i>Types of disadvantage</i> | |
| None | 21 |
| No previous job only | 11 |
| No qualifications only | 7 |
| Health problem only | 4 |
| Social renting only | 16 |
| No previous job, no qualifications | 4 |
| No previous job, health problems | 2 |
| No previous job, social renting | 9 |
| No qualifications, health problem | 2 |
| No qualifications, social renting | 8 |
| Health problem, social renting | 3 |
| No previous job, no qualifications, health problem | 1 |
| No previous job, no qualifications, social renting | 7 |
| No previous job, health problem, social renting | 2 |
| No qualifications, health problem, social renting | 3 |
| No previous job, no qualifications, health problem, social renting | 2 |
| <i>Weighted base</i> | <i>5943</i> |
| <i>Unweighted base</i> | <i>5932</i> |
| Base all those with non-missing data on the four items | |

2. Routes through New Deal

Summary

- Ninety-three per cent of respondents recalled something of New Deal. Eighty-six per cent recalled substantial experience of the Gateway or Options. All but 2 per cent recalled New Deal or interviews/contact with the Employment Service since entering the programme.
- NDYP was operating differently to original assumptions in two important respects. By month six of programme participation:
 - many participants were still on the Gateway (24 per cent of all respondents, and 41 per cent of those still on the programme);
 - many had already left Options and were doing something else (15 per cent of all respondents – 19 per cent of those who had left the programme and 12 per cent of those still on the programme).
- The apparently large proportion of respondents who had left Options at an early stage may give a misleading impression. A survey interview early in the New Deal process will naturally pick up a high proportion of all the early leavers from Options. This proportion can be expected to decline over the next 9-12 months. Accordingly, not too much should be read into this aspect of the findings.
- Late entry to the Gateway and lengthy Gateway spells both contributed to the high percentage of respondents on Gateway at the time of the survey interview. Longer periods on the Gateway were also in some cases associated with interruptions to participation on the programme.
- By the time of the survey interview, 41 per cent of all respondents had left New Deal. Of those still participating, four in ten were on the Gateway, one in ten were on post-Option advice, and the remaining one half was on an Option.
- Few of the current New Deal participants described themselves as on a government programme. Four-fifths of those on the Gateway and four-fifths of those on post-Option advice regarded themselves as unemployed. Three-quarters of those on the employment Option said they were in a job. Three-quarters of those on the full-time education and training Option said they were in full-time education and training. Participants in the Environment Task Force and voluntary sector Option had more mixed views about their labour market statuses, with sizeable proportions saying they were on a government programme.

Chapter Two

This chapter tracks respondents through the New Deal process, identifying what routes they took through the programme.¹ The first section gives an account how participants passed through the programme, identifying how many took what routes. The second section summarises where respondents had got to by the time of the survey interview.²

Participants were interviewed six months after entering the programme. If the assumptions behind the design of the programme are borne out, many of those continuing to participate on the programme should have entered their Options by this time. Experience of previous evaluations and the rate of outflow from unemployment also suggested that many would have left the programme by this stage.

The following sections report respondents' perceptions of their status, which may not correspond to the status that is recorded in administrative databases. The findings therefore reflect respondents' perceptions of the stages they passed through in New Deal. This is potentially valuable information in interpreting the operation of the programme and the extent to which the various stages make an impression on the participants.

2.1 Recall of New Deal

It seemed likely six months after becoming eligible for NDYP that most would recall something about NDYP at the survey interview. Even those who never took part in the programme would have received a letter asking them to attend a NDYP interview.

Table 2.1 Recall of New Deal

| | % |
|--|------|
| <i>No recall of New Deal</i> | |
| No recall of contact, interviews or advice | 2 |
| Personal contact with ES | 3 |
| Interviews with ES staff | 3 |
| <i>Recall of New Deal</i> | |
| Letter inviting to NDPA interview | 2 |
| NDPA interviews, but DK when | 5 |
| NDPA advice periods/Options | 86 |
| <i>Weighted base</i> | 6010 |
| <i>Unweighted base</i> | 6010 |
| Base: all respondents | |

¹ For a detailed description of the programme see the Introduction

² The analysis of routes is based exclusively on the survey data, so it is not directly comparable with administrative data for three reasons. First, respondents may have poor recall of dates, the sequencing of events, and even whether certain events took place at all. Secondly, even if participants' recall is perfect, the way events are recorded officially may differ from the way participants describe them. Thirdly, official definitions of programme elements do not always correspond to information that can be readily collected from respondents. The second wave report will test the sensitivity of results to the use of administrative and survey data measures of participation.

Chapter Two

Seven per cent of respondents had no recall of New Deal at all, a level of non-recall that is in line with previous programme evaluations and is attributable in many cases to slight contact with programme services (see discussion later). A further 2 per cent recalled the letter asking them to an interview with a New Deal Personal Adviser (Table 2.1). The remainder recalled combinations of interviews, advice and Options under the New Deal programme. However, these included 5 per cent who, although they recalled 'having an interview, or more than one interview, with a New Deal Personal Adviser', recalled no further assistance. Nor could they recall the dates at which they had received advice. The remaining eighty-six per cent of respondents recalled substantial experience of New Deal since August 1998.³ They were able to recall dates when they had been on Options, or received advice, guidance or help from a New Deal Personal Adviser.

Respondents with no recall of the New Deal were also asked whether they recalled personal contact with staff at the Employment Service, or attended interviews there. In fact, the majority of those with no recall of New Deal *did* recall interviews or contact with the Employment Service.⁴ Three per cent of respondents recalled Employment Service interviews, although they could not recall New Deal interviews. A further 3 per cent were unable to recall any interviews, but they did recall personal contact with staff at the Employment Service since the beginning of September 1998. In both these instances, respondents would have been referring to contact and interviews under New Deal, although they were unaware of it. Only 2 per cent of the sample recalled no interviews or contact with the Employment Service since entering New Deal.

2.2 *Recall of New Deal experiences to date*

By the time of the first survey interview, 85 per cent of respondents had been on Gateway, with a further 4 per cent recalling NDPA interviews without recalling when they had been interviewed (Table 2.2). Forty-three per cent had experienced an Option. A similar proportion (44 per cent) had been on the Gateway but had no experience of a New Deal Option. A mere 2 per cent of respondents (5 per cent of those who had been on an Option) had entered Options but recalled no period of advice and assistance from a New Deal Personal Adviser prior to their Option. Finally, 7 per cent of respondents were still on New Deal having been on the Gateway and left an Option: they were receiving post-Option advice from a New Deal Personal Adviser.

³ August 1998 was used as an anchor date when obtaining data on past experiences, since it is the month prior to the three month New Deal entry period used to define our cohort population

⁴ In private sector led areas most of the interviewing and contact is with staff in private agencies, rather than the Employment Service. In piloting, interviewers were able to refer to the appropriate local agencies instead of the Employment Service in these questions, so this approach was adopted for the main stage fieldwork.

Chapter Two

Table 2.2 Summary of New Deal experience to date

| | All | Leaver | Current ND participants |
|---|------|--------|-------------------------|
| | % | % | % |
| No New Deal experience recalled | 7 | 18 | 0 |
| Letter only | 2 | 4 | 0 |
| NDPA interview(s) only | 4 | 9 | 0 |
| Gateway, no Option(s) | 44 | 50 | 40 |
| Option(s), no Gateway | 2 | 2 | 3 |
| Gateway and Option(s) | 34 | 17 | 45 |
| Gateway, Option(s) and post-Option advice | 7 | 0 | 12 |
| Weighted base | 6010 | 2468 | 3542 |
| Unweighted base | 6010 | 2353 | 3657 |

Base all respondents

The last two columns of Table 2.2 show that the New Deal histories of New Deal leavers and those still on the programme ('stayers') differed markedly. All of those who recalled nothing of New Deal, or only recalled the letter of invitation, had already left the programme. They accounted for 22 per cent of leavers. It is likely that this group of leavers had no substantial experience of the programme. However, 38 per cent of those with no New Deal recall maintained that they were still unemployed and claiming unemployment benefits at the time of the survey interview.

Half of leavers had left during their Gateway period, and another 9 per cent left having only recalled New Deal Personal Adviser interviews. So 59 per cent of the leavers were from the Gateway period, broadly defined. A further fifth of leavers (19 per cent) had left the programme having had some experience of Options. Since the survey interview occurred roughly six months after participants entered the programme, it is likely that most of these Options leavers would not have completed their Options.

Of those on the programme at the time of the survey interview, 40 per cent had experienced the Gateway but no Options: the other 60 per cent had experienced Options (and nearly all of these, of course, had also spent time on the Gateway). Twelve per cent of those still on the programme had left Options and were now receiving further advice and assistance from New Deal Personal Advisers. This is described in this report as 'post-Option' advice. For many it may be akin to the 'follow through' stage of New Deal when participants have completed an Option but remain unemployed and claiming benefits. The 'post-Option advice' group is broader in that it largely consists of people who had not completed their Option.

Nineteen per cent of New Deal leavers and 12 per cent of those still on the programme had left an Option by the time of the survey interview. Taking New Deal leavers and stayers together, 15 per cent of respondents had already left an Option by the time of the survey interview. Whether this is of concern depends, in part, on what they left to do. This issue is discussed in Chapter Six.

Chapter Two

2.3 *Status at the time of interview*

The survey contains information on two types of 'current status'. respondents' current labour market status, and their New Deal status. The former is obtained by asking respondents to say what best describes their main activity, under the headings usual for an analysis of labour market status. The latter is obtained by asking people who recall having been on New Deal what they were doing under the programme

Typically, government programme participants say that they are participating on a government programme, or else that they are unemployed. However, the New Deal for Young People is an unusual government programme in that it is multi-faceted. After an initial period of counselling and advice from a New Deal Personal Adviser, participants may enter subsidised employment, full-time education and training, work for the voluntary sector, or work with the Environmental Task Force. It is therefore conceivable that programme participants may classify their labour market status in a variety of ways.

To find out what they had done under New Deal, and how they viewed their labour market status during different phases of their participation, both types of information were collected. The following sections present their current New Deal status, followed by their current labour market status. The section compares the two to establish how people on different parts of the programme viewed their labour market status.

2.4 *Current New Deal status*

The Gateway is intended to last up to four months. As mentioned earlier, the original rationale behind the survey design was that, by following up on participants after four to six months from entry to New Deal, interviewers would be contacting those who had remained in New Deal at a time when most had moved onto one of the Options. A high proportion of respondents would have left the programme. However, of those still participating, it was anticipated that most would have left the Gateway and moved into an Options.

A sizeable proportion (41 per cent) had indeed left the programme by the time of interview (Table 2.3). However, a quarter (24 per cent) of all respondents were still on the Gateway. That is, they were receiving help and advice from a New Deal Personal Adviser and had yet to enter an Option. Just over a quarter (28 per cent) of all respondents were on a New Deal Option at the time of interview (including 4 per cent of respondents who were on their second Option). Full-time education and training and subsidised employment were the most common Options. Another 7 per cent of respondents were on 'post-Option advice'.⁵

⁵ One can compare these figures with the New Deal status of those entering the programme in January 1998 six months later in July 1998. Forty-two per cent had left the programme, 20 per cent were still on the Gateway, 13 per cent were on the full-time education and training Option, 11 per cent on the employer Option, 6 per cent were working in the voluntary sector Option, and 5 per cent were working for the

Chapter Two

Table 2 3 Current New Deal status

| | % |
|----------------------------------|-------------|
| Currently on New Deal | |
| Gateway | 24 |
| Employment Option | 10 |
| Voluntary Sector Option | 3 |
| Environment Task Force | 2 |
| Full-time education and training | 13 |
| Self-employed Option | * |
| Post-Option advice | 7 |
| All currently on New Deal | 59 |
| Left New Deal | 41 |
| <i>Weighted base</i> | <i>6010</i> |
| <i>Unweighted base</i> | <i>6010</i> |

Base all respondents

The higher than anticipated percentage of respondents still on the Gateway could reflect late entry to the Gateway, extended periods on the Gateway, or an interrupted experience of the Gateway.⁶ In fact, there is evidence of all three

Thirty-eight per cent of those on the Gateway at the time of interview said they had first entered the Gateway less than four months earlier. They included 16 per cent who had entered less than 8 weeks before the interview. In these cases, some time had lapsed between entering the programme and the provision of advice by a New Deal Personal Adviser that made an impression on the individual. A further third (34 per cent) of those on the Gateway at the time of interview said they first received assistance from a New Deal Personal Adviser at least six months earlier. Those recalling periods substantially longer than six months may however be failing to distinguish New Deal assistance from earlier periods of assistance from the Employment Service. However, an inspection of what they said they had been doing before New Deal did not support this hypothesis.

Delay in transferring Gateway participants to Options is one possible reason why respondents may have spent prolonged periods on Gateway. However, this does not appear to have been a major problem. Only 5 per cent were waiting to begin an Option, while 4 per cent of those already on an Option were hoping to transfer to another.⁷ The possibility that some remained on Gateway due to interruptions to their programme participation is discussed in the next section

Environment Task Force. Three per cent were on 'follow through' (Department for Education and Employment Press Release, 27th May 1999, Table 7)

⁶ Overstaying on Gateway and time to Gateway entry are discussed in detail in Chapter Three.

⁷ This might be an underestimate since the question was only asked of those not currently seeking work

Chapter Two

2.5 Length of time in current New Deal status

Respondents may be unable to recall the precise sequence of events as they progressed through New Deal because there are so many components to the programme. Therefore, no attempt was made to obtain information on the duration of spells on New Deal. However, where respondents were in a New Deal activity at the time of the survey interview, and they reported no stoppages in New Deal, one can assume that the current New Deal spell is unbroken. In these cases, the time between the interview date and the start of the activity is the duration of the activity.

Table 2.4. Mean duration of current New Deal activities (weeks)

| | All | No stops | With stops |
|----------------------------------|------|----------|------------|
| Gateway | 20 | 18 | 25 |
| Employment Option | 14 | 14 | 14 |
| Voluntary sector Option | 9 | 9 | (15) |
| Environment Task Force | 8 | 8 | (9) |
| Full-time education and training | 15 | 15 | 14 |
| Post-Option advice | 12 | 11 | 15 |
| Weighted base | 3091 | 2462 | 629 |
| Unweighted base | 3125 | 2537 | 588 |

Base: those currently on New Deal, excluding those with missing or imprecise start dates

Table 2.4 presents the mean duration of New Deal activities that were current at the time of the survey interview.⁸ Those on Gateway had the longest current spells. Those currently on an Option had spent significantly less time in their current activity than current Gateway participants, which is not surprising in view of the timing of the survey.

Figures are also presented separately for those who reported a stop in their New Deal and those who did not.⁹ This indicates that longer spells on the Gateway were associated with interruptions to participation on the programme. This is also true to some extent for those on post-Option advice. However, breaks did not seriously affect the duration of current spells on the employment or full-time education and training Options.¹⁰ The conclusion from this analysis, therefore, is that interruptions to New Deal participation acted chiefly to increase the time spent in the Gateway.

⁸ In 11 per cent of cases accurate start dates for the current New Deal spell were missing. In 6 per cent of cases, all that was known was that the activity had begun after 1st August 1998, in a further 2 per cent of cases it had begun in 1999. In 1 per cent of cases the respondent had given a date before the beginning of August 1998, and in 2 per cent of cases the dates were invalid.

⁹ Data on reasons for leaving were not related to particular New Deal events. Rather, respondents with New Deal experience were asked if they had ever stopped New Deal. Thus, for those with multiple New Deal activities, there is no certainty that the reason for leaving relates to the activity referred to in the table.

¹⁰ There are insufficient participants in the other Options with stops to say anything about the effect of interruptions to the duration of these Options.

2.6 *Multiple activities on New Deal*

Above, individuals were allocated to a particular New Deal status dependent upon the stage they had reached in the programme. However, this is a simplification because, at any one point in time, participants may be doing more than one thing on New Deal. In particular, advice from a New Deal Personal Adviser sometimes continues to a significant degree during participation in an Option.

Table 2.5 Current New Deal status of those identifying multiple activities

| | % |
|--|-----|
| Advice from a New Deal Personal Adviser plus | |
| Full-time education and training Option | 47 |
| Employment Option | 26 |
| <i>Voluntary sector Option</i> | 15 |
| Environment Task Force | 8 |
| Self-employment Option | 1 |
| Multiple Options: | |
| Employment Option + ETF/ <i>voluntary sector Option</i> | 8 |
| Employment Option + full-time education and training Option | 8 |
| Full-time education and training Option + <i>voluntary sector Option</i> | 4 |
| Full-time education and training Option + ETF | 2 |
| Weighted base | 673 |
| Unweighted base | 686 |

Base all current New Deal participants identifying more than one current New Deal activity

Note there is some overlap in the categories above due to respondents specifying three or more current events, so percentages add to more than 100

Nineteen per cent of those participating in the programme at the time of interview said they were doing more than one New Deal activity (Table 2.5). Most were combining an Option with advice from a New Deal Personal Adviser. Nearly half (47 per cent) of them said they were receiving advice from a New Deal Personal Adviser and participating in the full-time education and training Option. Twenty-six per cent were combining advice with participation in the employment Option.

Some also reported taking part in more than one Option simultaneously, but this is unlikely to be correct. Those referring to participation in more than one Option at the time of interview may be uncertain about how to describe their current activity, in which case they may view more than one category as relevant to their current activity. This seems likely in cases where the participant referred to the employment Option plus another Option. For example, the 8 per cent who said they were participating in the voluntary sector Option or Environment Task Force, as well as the employment Option, may have regarded their Option as akin to a job.

Chapter Two

2.7 *Current labour market status*

This section considers the current labour market status of respondents at the time of the survey interview. Chapter Six looks in more detail at the destinations of leavers from the programme. It is important to note that labour market status depends on the individual's self-classification. People currently on New Deal could, and usually did, classify themselves as employed, unemployed, or in full-time education, rather than on a government programme.

Table 2.6 Current labour market status

| | % |
|--|-------------|
| Full-time job of 30+ hours per week | 20 |
| Part-time job of under 30 hours per week | 5 |
| Self-employed | 1 |
| On government/TEC/LEC programme | 6 |
| Full-time education or training | 14 |
| Unemployed and claiming benefits | 40 |
| Unemployed, not claiming benefits | 7 |
| Long-term sick, injured or disabled | 4 |
| Looking after the home | 2 |
| Other | 1 |
| <i>Weighted base</i> | <i>6010</i> |
| <i>Unweighted base</i> | <i>6010</i> |

Base: all respondents

By the time of interview, a quarter (25 per cent) of respondents had moved into jobs whether subsidised or unsubsidised (Table 2.6). Four-fifths of these workers were in full-time jobs of 30 hours or more per week. Almost half (47 per cent) of all respondents classified themselves as unemployed, including 40 per cent who said they were claiming unemployment benefits. Fourteen per cent said that they were in full-time education and training. Six per cent were economically inactive because of sickness or injury or family responsibilities. Just 6 per cent classified themselves as on a government programme, which can be compared with the 59 per cent describing themselves as in a New Deal activity. This is because most of those actually on New Deal regarded themselves as employed, unemployed, or in full-time education and training.

Among those who had left the programme, a quarter (27 per cent) were in full-time jobs, nine per cent were working part-time and 2 per cent were self-employed. Eight per cent were long-term sick. Very few (3 per cent) were in full-time education and training. Although one might have expected respondents who were unemployed and claiming benefits to be on New Deal, 30 per cent of those no longer on New Deal nevertheless said they were unemployed and claiming benefits. Further analysis showed that 84 per cent of leavers who said they were unemployed and claiming benefits were claiming the Jobseeker's Allowance.¹¹

¹¹ Chapter Six returns to this issue

Chapter Two

How current programme participants viewed their labour market status largely depended on what they were doing under the programme. Four-fifths (81 per cent) of Gateway participants viewed themselves as unemployed and claiming benefits, as did four-fifths (78 per cent) of those receiving post-Option advice from a New Deal Personal Adviser (Table 2.7). Together, these two groups made up 60 per cent of those classifying themselves as unemployed and claiming benefits at the time of interview. In contrast, only 8 per cent of those on the employment Option viewed themselves as unemployed and claiming benefits. Most (77 per cent) said they were in paid work, usually full-time employment. This is not surprising since many said they were in receipt of a wage, rather than a training allowance or benefits (see Chapter Four)

Table 2.7 Current labour market status by current New Deal status

| | <i>Gateway</i> | <i>Emp Option</i> | <i>Vol sector</i> | <i>ETF</i> | <i>Ed/train</i> | <i>Post-Option Advice</i> | <i>Left New Deal</i> |
|-----------------------|----------------|-------------------|-------------------|------------|-----------------|---------------------------|----------------------|
| | % | % | % | % | % | % | % |
| FT job | 4 | 70 | 15 | 13 | 1 | 2 | 27 |
| PT job | 3 | 7 | 3 | 0 | * | 3 | 9 |
| Self-employed | 1 | 0 | 0 | 0 | 0 | * | 2 |
| Govt programme | 2 | 7 | 35 | 46 | 12 | 4 | 1 |
| FT education training | 3 | 7 | 15 | 21 | 74 | 5 | 3 |
| Unemp, claiming | 81 | 8 | 26 | 19 | 11 | 78 | 30 |
| Unemp, not claiming | 3 | 1 | 0 | 0 | 1 | 5 | 14 |
| Long-term sick | 2 | 0 | * | 1 | * | 1 | 8 |
| Family responsibility | 1 | * | 3 | 0 | * | * | 4 |
| Other | * | * | 2 | 0 | 0 | 1 | 1 |
| <i>Weighted base</i> | <i>1423</i> | <i>621</i> | <i>170</i> | <i>127</i> | <i>776</i> | <i>418</i> | <i>2468</i> |
| <i>Unwtd base</i> | <i>1485</i> | <i>606</i> | <i>173</i> | <i>133</i> | <i>825</i> | <i>429</i> | <i>2353</i> |

Base all respondents

Three-quarters (74 per cent) of those on the full-time education and training Option described full-time education and training as their main labour market activity. Only a quarter (23 per cent) viewed themselves as unemployed and claiming benefits or on a government programme.

The situation was rather different among those on the voluntary sector Option and those working for the Environment Task Force. They had more mixed views about what their labour market status was. Of those on the voluntary sector Option, one-third (35 per cent) said they were on a government programme. Another quarter (26 per cent) considered themselves unemployed and claiming benefits, while 15 per cent said they

Chapter Two

were in full-time education and training. Only one-sixth (18 per cent) thought of themselves as being in a job.

Nearly a half (46 per cent) of those on the Environment Task Force said their main activity was a government programme. A fifth (21 per cent) said it was full-time education and training; and another fifth (19 per cent) said they were unemployed and claiming benefits. Only 13 per cent said they were in a job.

Voluntary sector and ETF participants may have more mixed views about their labour market status than those on the employment and education and training Options because these Options are more variable in content. Alternatively, these Options may be more similar in content and 'feeling' to traditional government programmes and claimant unemployment.

3. The Gateway experience

Summary

- Perceived delays in entering the Gateway were common. However, recall of late Gateway entry should be treated with caution. Perception of a delay between programme entry and Gateway entry did not affect participants' perceptions of NDYP.
- Around a quarter of participants overstayed on the Gateway. This is a conservative estimate, since it excludes those still on Gateway at the time of the survey interview and those with poor date recall
- Overstaying was associated with job search problems. Overstayers were more likely than others to be subject to benefit penalties and to agree that New Deal pushed people into things they did not want to do
- Nearly half (47 per cent) were completely or very satisfied with the help offered by their NDPA. Satisfaction was highest where participants got on well with their NDPA, were very satisfied with Options, and had positive perceptions of the programme's value. Disadvantaged participants, and those who thought New Deal pushed people into things they did not want to do tended to be less satisfied with NDPA advice
- NDPAs made relatively few referrals to other agencies to deal with special needs.
- Job referral rates were generally low, but they were higher among those more likely to be 'job ready'. Job referrals were lowest of all among current participants in the ETF.
- Half of participants recalled going on Option taster courses. Taster attendance was associated with Option participation but it was not associated with Option satisfaction.
- Respondents were more likely to recall discussion of education and training needs and things they could do on New Deal, than they were to recall discussions of job search responsibilities and ways of looking for jobs. This suggests that NDPAs were placing emphasis on what the programme had to offer, rather than job search and job search requirements.
- Participants' recall of the number of items discussed with NDPAs fell with multiple disadvantage, and was generally lower among disadvantaged groups, who tended to be least satisfied with NDPA advice. This may be of concern if those in most need of help were receiving less intensive support or a narrower range of support. However recall may itself be associated with social disadvantage

Chapter Three

After an initial interview with a New Deal Personal Adviser, participants enter the Gateway period of the New Deal programme. During the Gateway, they receive intensive advice, help and counselling about job search, job opportunities, and other opportunities under the programme. Those who are 'job ready' within the first four months of the programme are encouraged to enter paid work. Where a NDPA feels participants would benefit from supported work experience, further education or training, or other assistance before competing in the labour market, they are submitted to one of the four Options available under the programme. This usually occurs after about four months on the Gateway.

The Gateway is a distinctive feature of the NDYP. Few British labour market programmes have incorporated a period explicitly designed to assist participants in choosing their route through the programme. In many ways, the Gateway is the key to the success or otherwise of the programme. Whether the programme improves participants' employability depends, in large part, on advisers' ability to identify the needs of participants, and then identify which elements of the programme best serve those needs. So, for example, if a participant with basic literacy or numeracy problems is to complete an Option successfully, it is vital that these needs are identified and addressed during the Gateway. Failure to do so may result in early 'drop out' from the programme, or unsuccessful Option participation.

The success of the Gateway may be judged in a variety of ways. Most importantly, it can be judged by the impact it has on participants' subsequent labour market outcomes. Establishing the labour market impact of the programme, and components of the programme, is a complex task requiring rigorous analysis once outcome data are available. It is premature to judge the Gateway on this criterion by the time of the first survey interview since only a third (32 per cent) of those with a Gateway period had actually left the programme.¹ Instead, one can get a 'feel' for whether the Gateway is operating as intended by looking at the Gateway process, and what participants thought of it. This is the approach taken in this chapter. The chapter concentrates on three issues:

- Time to Gateway entry
- Time spent on Gateway, with particular focus on 'overstayers', that is, those spending five or more months on the Gateway
- Participants' relationship with their New Deal Personal Adviser and assistance given by the New Deal Personal Adviser.²

Even on these criteria, the assessment can only be provisional because one-quarter of respondents were still on the Gateway at the time of the first survey interview.

¹ By the time of the survey interview, 28 per cent of those with a Gateway spell were still on the Gateway, 32 per cent had left Gateway for an Option, 8 per cent were on post-Option advice, and 32 per cent had left New Deal.

² Although this relationship always includes time on Gateway, it also includes any support during Options and post-Option advice. Findings in this chapter relate to all three.

Chapter Three

A further cautionary note should be sounded: the analysis presented here is based solely on respondents' recall of 'time with a New Deal Personal Adviser getting advice, guidance or help'. Future work will assess the accuracy of such recall against administrative records of time spent on Gateway

3.1. Time to Gateway entry

A young unemployed person is recorded as a New Deal participant on the date that they are first officially contacted following their identification as eligible for the programme. This contact may come in the form of an interview, a letter or a telephone call. The New Deal Personal Adviser will then seek to arrange interviews with the participant under the Gateway with a view to devising an Action Plan designed to improve employability and tackle barriers to employment. The first interview with a NDPA marks the start of the Gateway process.³ Time to Gateway entry was calculated as the time that lapsed between individuals officially entering New Deal (using the official NDEALDT date marker held on the NDYP Database) and the date the participant recalled their first interview with a New Deal Personal Adviser⁴

Table 3.1 Time to Gateway entry

| | <i>Current Gateway</i> | <i>Ex-Gateway</i> | <i>All</i> |
|------------------------|------------------------|-------------------|-------------|
| | % | % | % |
| 0-3 weeks | 37 | 54 | 49 |
| 4-7 weeks | 15 | 14 | 14 |
| 8-11 weeks | 13 | 11 | 12 |
| 12-15 weeks | 12 | 6 | 8 |
| 16-19 weeks | 10 | 7 | 8 |
| 20-23 weeks | 6 | 4 | 5 |
| 24-31 weeks | 6 | 3 | 3 |
| 32+ weeks | 1 | 1 | 1 |
| <i>Weighted base</i> | <i>1056</i> | <i>2475</i> | <i>3531</i> |
| <i>Unweighted base</i> | <i>1068</i> | <i>2455</i> | <i>3523</i> |

Base the 69 per cent of those with a Gateway spell providing accurate start dates. Of all with a Gateway spell, 13 per cent gave a start date before their New Deal entry date, 12 per cent only knew the year they started, 3 per cent knew it had begun after 1st August, 3 per cent said it began before 1st August

An effective labour market programme ought to ensure prompt follow up on those becoming eligible for three reasons. First, a letter informing them that help is at hand may raise young unemployed people's expectations. A lengthy period between

³ The 'official' start of Gateway is the date of the first interview or, if that interview was concerned purely with taking a client's details and other administrative matters, the second interview, which normally follows shortly afterwards. In some cases, the Gateway start date will be the same date as the recorded start of programme participation. This is often the case with early entrants who volunteer for the programme before being 'marked' as eligible for the programme. However, in the majority of cases, participants are sent a letter inviting them to interview, and this denotes the start of programme participation.

⁴ It is important to recognise that this measure may be subject to recall error since, although the date of entry to New Deal is the official date taken from administrative sources, respondents' recall of the date they first had a NDPA interview may not accord with administrative records. Future work will compare the recall and administrative definitions of time to Gateway entry.

Chapter Three

programme entry and the first adviser interview may demotivate participants and, in some cases, make them more cynical about the seriousness with which their case is being treated.⁵ Secondly, the sooner an adviser sees a participant, the sooner that person's needs can be addressed. Thirdly, job prospects worsen with lengthening unemployment.

The mean time to Gateway entry was six weeks. Sixty-three per cent of Gateway entrants had entered Gateway within the first seven weeks of the programme (Table 3.1). However, one-quarter (25 per cent) recalled having to wait for at least 12 weeks before their first interview with a New Deal Personal Adviser.

As discussed in Chapter Two, part of the explanation for the percentage of respondents still on the Gateway at the time of the survey interview was the delay in entering Gateway. Those still on the Gateway recalled beginning their Gateway an average of 9 weeks after entering the programme, compared to 6 weeks for those no longer on the Gateway. Thirty-seven per cent of those currently on the Gateway had taken up to three weeks to enter the Gateway, compared to 54 per cent of those who had been on the Gateway in the past. Those on the Gateway at the time of interview were one-and-a-half times as likely as those who had now left it to say they had entered their Gateway more than 11 weeks after entering New Deal (35 per cent against 21 per cent).

The survey is based on a cohort of entrants to New Deal in September-November 1998 which included the unemployed stock and flow. The number of NDYP starts in September and October was high relative to the average monthly in-take since then.⁶ It may be that time to Gateway entry has fallen for later cohorts because they no longer include the 'stock' of longer-term unemployed who were immediately eligible for the programme when it came into being in April 1998. There is some evidence that delays were greater for the longer-term unemployed. Whereas Gateway began within the first three weeks of programme participation for half (52 per cent) of those with qualifying unemployment spells of under 18 months, this was true for 44 per cent of those unemployed for over 18 months. This is consistent with the possibility that, during the time that local offices were having to process the unemployed stock as well as the flow, those with longer unemployment spells had to wait longer to be seen.

There is also evidence that practices differed according to delivery-type. Those recalling Gateway tended to enter it later in private-sector led areas. Forty-two per cent of private sector-led participants had entered the Gateway more than seven weeks after entering New Deal, compared to 36 per cent in Employment Service individual contract areas, 38 per cent in Employment Service joint partnership areas, and 36 per cent in consortium areas.

⁵ In fact, this proved not to be the case. Late entrants were as likely as others to view New Deal as useful, improving their chances of getting a good job, and they were just as satisfied with the help of their NDPA.

⁶ See Table 1 of DfEE Statistical First Release SFR 36/1999 of 25th November 1999.

Chapter Three

3.2: Time on Gateway

Chapter Two discussed the length of current Gateway spells. This section goes into more detail, and includes Gateway spells that had ended by the time of the survey interview. Table 3.2 shows the time respondents said they had been on the Gateway.⁷

Table 3.2 Time on Gateway

| | <i>Current Gateway</i> | <i>Ex-Gateway</i> | <i>All</i> |
|------------------------|------------------------|-------------------|-------------|
| | % | % | % |
| 0-3 weeks | 5 | 26 | 20 |
| 4-7 weeks | 11 | 13 | 13 |
| 8-11 weeks | 6 | 9 | 8 |
| 12-15 weeks | 16 | 11 | 12 |
| 16-19 weeks | 15 | 11 | 12 |
| 20-23 weeks | 12 | 11 | 11 |
| 24-31 weeks | 20 | 13 | 16 |
| 32+ weeks | 14 | 6 | 8 |
| Mean number of weeks | 20 | 12 | 14 |
| <i>Weighted base</i> | <i>1197</i> | <i>2821</i> | <i>4018</i> |
| <i>Unweighted base</i> | <i>1210</i> | <i>2806</i> | <i>4016</i> |

Base: 79 per cent of respondents with a Gateway spell and precise date information.

Current Gateway participants had longer periods on the Gateway than those with past Gateway spells, a gap which will widen since, by definition, current spells are incomplete. They averaged 20 weeks, compared to 12 for ex-Gateway participants. Almost half (46 per cent) of those currently on Gateway had already spent 20 or more weeks on Gateway, compared to the 35 per cent of ex-Gateway participants who reached this point.

In itself, the time that participants spend on Gateway tells us little about how well the programme is operating. Early departures from the Gateway are neither good nor bad in themselves. They may signal early drop-out from the programme, which is usually associated in labour market programmes with poorer performance than if a participant spends some time in the programme (Auspos, Riccio and White, 1999). Alternatively, they may signal early entry to an Option. At the same time, those most able to compete in the labour market can be expected to leave a programme more quickly than others do if they are able to enter jobs with little or no assistance. The next two tables consider the link between time on Gateway and subsequent destinations in a little more detail.

⁷ For those on the Gateway at the survey interview, this is the time that had elapsed between the date they said they first received advice and help from a New Deal Personal Adviser, and the date of the survey interview. For those no longer on the Gateway, it was the time between the start of their NDPA advice and their first Option, or the moment they left New Deal if they never entered an Option.

Chapter Three

Table 3.3 Current New Deal status, by length of Gateway spell

| | <i>Employment Option</i> | <i>Vol.sec. Option</i> | <i>ETF</i> | <i>FT education and training Option</i> | <i>Post-Option advice</i> |
|------------------------|------------------------------|------------------------|------------|---|-------------------------------|
| | % | % | % | % | % |
| 0-3 weeks | 22 | 15 | 20 | 27 | 31 |
| 4-7 weeks | 12 | 9 | 9 | 13 | 18 |
| 8-11 weeks | 10 | 4 | 7 | 9 | 10 |
| 12-15 weeks | 10 | 12 | 6 | 10 | 8 |
| 16-19 weeks | 10 | 14 | 14 | 11 | 9 |
| 20-23 weeks | 13 | 25 | 16 | 9 | 10 |
| 24-31 weeks | 14 | 13 | 19 | 14 | 10 |
| 32+ weeks | 7 | 8 | 9 | 7 | 4 |
| <i>Weighted base</i> | <i>473</i> | <i>128</i> | <i>94</i> | <i>573</i> | <i>336</i> |
| <i>Unweighted base</i> | <i>458</i> | <i>132</i> | <i>104</i> | <i>614</i> | <i>341</i> |

Base ex-Gateway participants on New Deal at the time of interview, with valid dates for Gateway spells

First, Table 3.3 shows the New Deal status of ex-Gateway participants who were still on New Deal at the time of the first survey interview. Those with the shortest Gateway spells were on post-Option advice at the interview. Among those still on Options, those who had entered the full-time education and training Option had the shortest Gateway spells: 40 per cent had spells of under eight weeks, suggesting rapid entry to the Option from Gateway.⁸ A sizeable percentage of those on the employment and ETF Options also had Gateway spells of under eight weeks. Those on the voluntary sector Option had the longest Gateway spells.

Table 3.4 Current labour market status, by length of Gateway spell

| | <i>Paid work</i> | <i>Unemployed</i> | <i>Other</i> |
|------------------------|------------------|-------------------|--------------|
| | % | % | % |
| 0-3 weeks | 27 (28) | 26 | 31 |
| 4-7 weeks | 16 (18) | 11 | 13 |
| 8-11 weeks | 11 (10) | 9 | 8 |
| 12-15 weeks | 12 (12) | 12 | 15 |
| 16-19 weeks | 9 (8) | 11 | 13 |
| 20-23 weeks | 9 (11) | 10 | 5 |
| 24-31 weeks | 11 (11) | 16 | 13 |
| 32+ weeks | 5 (3) | 4 | 3 |
| <i>Weighted base</i> | <i>495</i> | <i>501</i> | <i>214</i> |
| <i>Unweighted base</i> | <i>465</i> | <i>483</i> | <i>204</i> |

Base ex-Gateway participants no longer on New Deal at the time of interview, with valid dates for Gateway spells. Figures in parentheses relate to those in full-time employment.

Table 3.4 focuses on ex-Gateway participants who had left New Deal by the time of the survey interview. It shows that there was no strong association between time spent on the Gateway and subsequent labour market outcomes. Those who were unemployed on leaving the programme had longer Gateway spells than others did, but the differences

⁸ This may be due, in part, to a desire to get participants onto courses which traditionally begin in September or October each year.

Chapter Three

were not particularly marked. Those in full-time jobs were more likely to have been on Gateway for less than 8 weeks, indicating that some of the early Gateway leavers were indeed able to compete effectively in the labour market with little assistance from New Deal.

3.3: Gateway 'overstayers'

Concern has been expressed about the proportion of Gateway participants who spend more than four months on the Gateway.⁹ After four months, participants should have left the programme, or been placed in an Option. The fact that this does not always happen raises questions about how the programme is operating, and whether it can deliver the help needed for participants through Options. This section compares those spending over four months on the Gateway – 'overstayers' – with other Gateway participants.¹⁰

The incidence of overstaying is presented in Table 3.5. Six groups are identifiable

- Those currently on the Gateway who overstayed
- Those currently on the Gateway who did not overstay – this group would not be on the Gateway at the survey interview if it was not for their late entry to the Gateway, so they are described here as 'late entrants'
- Those on Options or post-Option advice who overstayed
- Those on Options or post-Option advice who did not overstay
- Ex-New Deal participants who overstayed when on Gateway
- Ex-New Deal participants who did not overstay when on Gateway

Table 3.5 Overstaying on the Gateway

| | % |
|--|-------------|
| Current Gateway, overstayed | 9 |
| Current Gateway, late entrants | 11 |
| Current Options/post-Option advice, overstayed | 9 |
| Current Options/post-Option advice, did not overstay | 18 |
| Ex-New Deal, overstayed | 5 |
| Ex-New Deal, did not overstay | 15 |
| Current Gateway, imprecise dates recalled | 4 |
| No Gateway period recalled | 15 |
| Ex-Gateway but imprecise dates recalled | 14 |
| <i>Weighted base</i> | <i>6010</i> |
| <i>Unweighted base</i> | <i>6010</i> |
| Base all respondents | |

⁹ For example, Walsh et al (1999: 3) note that longer than expected average Gateway spells may affect programme costs, future client perceptions of the programme, and the long-term employability of existing participants

¹⁰ Overstayers are defined here as those spending 20 weeks or more on Gateway. This threshold allows for some error in recalling the start and end dates of Gateway. Spell lengths do not account for breaks in Gateway and so the overstayers definition does not correspond to the official definition based on New Deal Evaluation Database information

Chapter Three

Based on their recall of Gateway periods, 24 per cent of respondents had overstayed on the Gateway. Thirty-three per cent of respondents had completed Gateway spells and had not overstayed. In addition, 11 per cent of respondents were on the Gateway at the time of the survey interview and had not overstayed: since their Gateway spells were incomplete, it is likely that some of these will subsequently overstay. A further 15 per cent of respondents recalled no Gateway spell, while 18 per cent recalled Gateway but gave imprecise dates.

Below two sets of comparisons are made. The first set compares those on Gateway at the time of the survey interview with all other respondents, distinguishing within the current Gateway group between overstayers, late entrants, and those with poor date information. The rationale for comparing current Gateway participants with others is that, irrespective of whether respondents recall Gateway, or provide precise date information, *all* respondents were eligible for New Deal and, in theory, should have entered Gateway. This is effectively a comparison between those who have moved on from Gateway, and those who have not moved on.¹¹

The second set of comparisons is between all overstayers and everyone else. This comparison is prompted by the possibility that overstayers may be different from others, regardless of the progress they have made within the programme, or on leaving the programme, simply by virtue of their having overstayed at some point. If this proves not to be the case, there are three possible conclusions:

- Overstaying may have more to do with the New Deal process – selection and caseloading – than with the attributes of individual overstayers,
- The typologies characterising overstayers may be hidden in the univariate and bivariate analyses presented here they may emerge from multivariate analysis which tackles the interdependence of explanatory variables,
- Overstaying is as much a matter of chance as anything else.

These points are addressed after the comparisons are presented.

3.4 Current Gateway vs others

Table 3.6 compares the characteristics of those currently on Gateway – overstayers, late entrants and those without date information – with all others. Although there are differences in the demographic characteristics of the groups, no obvious typologies emerge. Overstayers currently on Gateway were similar to those no longer on Gateway in their personal attributes and household characteristics. Overstayers appeared more disadvantaged in some respects (longer qualifying spells of unemployment, lower qualifications, more likely to live in social rented accommodation), but in other respects

¹¹ In theory, there should have been no current Gateway participants six months into programme participation. This occurs because of delays between programme entry and the first Gateway interview, and because some are overstayers. No attempt is made here to untangle perception from reality, a task that awaits comparison of administrative and survey data.

Chapter Three

(having basic skills problems and jobs prior to New Deal entry, criminal records, problems with drugs or alcohol), they were similar.

Table 3 6: Characteristics of current Gateway participants compared to those not on Gateway

| | <i>Current Gateway, overstayers</i> | <i>Current Gateway, late entrants</i> | <i>Current Gateway, imprecise dates</i> | <i>Not on Gateway</i> |
|---|---|---|---|-----------------------|
| | % | % | % | % |
| Aged 22+ | 31 | 25 | 36 | 31 |
| Male | 72 | 76 | 74 | 70 |
| White | 82 | 80 | 79 | 84 |
| Work-limiting long-term health problem | 11 | 11 | 12 | 13 |
| Long-term health problem, not work- limiting | 5 | 5 | 6 | 6 |
| Qualifying unemployment <6 months | 28 | 38 | 30 | 34 |
| Qualifying unemployment 18+ months | 25 | 17 | 26 | 20 |
| In paid work before qualifying spell of unemployment | 46 | 45 | 35 | 42 |
| Had job prior to New Deal | 68 | 73 | 68 | 69 |
| No qualifications | 29 | 26 | 35 | 23 |
| No driving licence | 76 | 84 | 79 | 74 |
| Problems with reading, writing or numbers since age 16 | 22 | 18 | 32 | 22 |
| If job search problems in past year | 77 | 73 | 69 | 67 |
| Ex-offender | 9 | 10 | 14 | 8 |
| Drug or alcohol problems | 3 | 4 | 3 | 3 |
| Married, living as married | 15 | 11 | 8 | 15 |
| Any dependent children | 12 | 7 | 7 | 10 |
| Social rented accommodation | 53 | 50 | 52 | 47 |
| Benefit stopped/reduced since ND entry | 25 | 22 | 22 | 18 |
| 2+ social disadvantages | 44 | 39 | 51 | 41 |
| <i>Weighted base</i> | <i>552</i> | <i>645</i> | <i>226</i> | <i>4587</i> |
| <i>Unweighted base</i> | <i>595</i> | <i>615</i> | <i>275</i> | <i>4525</i> |

Base all respondents Note row percentages

Chapter Three

Interestingly, overstayers were more likely to say they had had problems finding and holding onto jobs in the last year. This may simply reflect the fact that some ex-Gateway participants were in jobs at the survey interview. However, it might also reflect the fact that extended Gateways are often associated with clients with the most severe barriers to employment (Tavistock Institute, 1999). Overstayers were also more likely than others to have had their benefits stopped or reduced at some point since entering the programme.¹²

Overstayers tended to be more disadvantaged than late entrants: they had longer unemployment spells, more basic skills problems, more job search problems, more multiple disadvantage, and were less likely to have driving licences and previous jobs. They also tended to be older, had more children and were less likely to be single.

The most disadvantaged group were those currently on the Gateway who could not recall an accurate Gateway start date.

Table 3.7 suggests no substantial difference in rates of overstaying or late entry by delivery-type. However, when all overstayers are grouped together, irrespective of their status on the programme, differences across delivery types emerge (see Table 3.9).

Table 3.7 New Deal delivery model, by current Gateway status

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Consortium</i> | <i>Private sector-led</i> |
|----------------------------------|-------------------------------|-----------------------------|-------------------|---------------------------|
| | % | % | % | % |
| Current Gateway, overstayers | 9 | 9 | 9 | 9 |
| Current Gateway, not overstaying | 10 | 13 | 7 | 11 |
| Current Gateway, imprecise dates | 3 | 4 | 8 | 4 |
| Left Gateway | 77 | 74 | 76 | 77 |
| <i>Weighted base</i> | <i>4174</i> | <i>1071</i> | <i>293</i> | <i>472</i> |
| <i>Unweighted base</i> | <i>4153</i> | <i>961</i> | <i>286</i> | <i>610</i> |

Base: all respondents

3.5. Overstayers vs. others

Almost one-quarter (23 per cent) of respondents had spent five months or more on Gateway. One-third (33 per cent) had spent under five months on Gateway and had left the Gateway by the time of the survey interview. Eleven per cent were still on Gateway and, although they had not overstayed by the time of the interview, their Gateway spells were incomplete. Finally, one-third (33 per cent) of respondents were not on Gateway and either did not recall any period on Gateway or, if they did, could not recall the time they had spent on Gateway. The characteristics of these four categories of respondent are presented in Table 3.8.

¹² Other research suggests that overstaying is associated with a reluctance to take up Options, and poor attendance at Gateway activities (Walsh *et al.*, 1999). It is possible that, in these circumstances, NDPAs are resorting to benefit sanctions.

Chapter Three

Table 3 8: Characteristics of overstayers compared to other participants

| | <i>Overstayed</i> | <i>Did not overstay</i> | <i>Current Gateway, has not overstayed</i> | <i>Don't know</i> |
|--|-------------------|-------------------------|--|-------------------|
| | % | % | % | % |
| Aged 22+ | 33 | 34 | 25 | 27 |
| Male | 73 | 70 | 76 | 70 |
| White | 84 | 85 | 80 | 82 |
| Work-limiting long-term health problem | 12 | 11 | 11 | 13 |
| Long-term health problem, not work-limiting | 5 | 6 | 5 | 5 |
| Qualifying unemployment <6 months | 31 | 34 | 38 | 33 |
| Qualifying unemployment 18+ months | 23 | 21 | 17 | 21 |
| In paid work before qualifying spell of unemployment | 45 | 43 | 45 | 40 |
| Had job at some point pre-New Deal | 68 | 71 | 73 | 68 |
| No qualifications | 22 | 20 | 26 | 29 |
| No driving licence | 72 | 73 | 84 | 76 |
| Problems with reading, writing or numbers since age 16 | 21 | 21 | 18 | 25 |
| If job search problems in past year | 72 | 68 | 73 | 66 |
| Ex-offenders | 9 | 10 | 14 | 8 |
| Drug or alcohol problems | 2 | 2 | 4 | 4 |
| Married, living as married | 16 | 15 | 11 | 12 |
| Any dependent children | 10 | 10 | 7 | 10 |
| Social rented accommodation | 48 | 47 | 50 | 49 |
| Benefit stopped/reduced since ND entry | 21 | 17 | 22 | 19 |
| 2+ social disadvantages | 40 | 38 | 39 | 45 |
| <i>Weighted base</i> | <i>1392</i> | <i>1981</i> | <i>645</i> | <i>1992</i> |
| <i>Unweighted base</i> | <i>1409</i> | <i>1992</i> | <i>615</i> | <i>1994</i> |

Base all respondents Note row percentages! The 'Don't know' category includes those who did not recall Gateway and those recalling Gateway who gave imprecise start or end dates

The picture is one of little difference between overstayers and those who did not overstay on Gateway. Perhaps the biggest differences were in their experience of the benefit process: overstayers were more likely to say they had had benefits stopped or reduced, and they were more likely to say they had had job search problems in the last year. In general, they were no different from other participants in their attitudes towards New Deal. However, they were more likely to agree with the statement 'On New Deal people are pushed into things they don't want to do'. Twenty-nine per cent of overstayers agreed strongly with this statement compared with 23 per cent of those who did not overstay.

Chapter Three

Differences in overstaying rates did emerge across different New Deal delivery types (Table 3.9).¹³ Overstayers were more common in areas where the Employment Service played a lead role: overstayers accounted for one-quarter (24 per cent) of participants in Employment Service individual contract and joint partnership delivery areas, compared to one-sixth (18 per cent) of those in consortia and private sector-led areas. Those with poor recall of Gateway or Gateway dates made up almost half (47 per cent) of participants in consortium areas, compared to a third (32 per cent) of cases in other delivery-types. This difference is so large as to suggest a possible correspondence with a real difference in the way Gateway is delivered on the ground in consortium areas compared to others.

Table 3.9 New Deal delivery model, by overstaying status

| | <i>ES contract</i> | <i>individual</i> | <i>ES joint partnership</i> | <i>Consortium</i> | <i>Private sector-led</i> |
|--|------------------------|-------------------|-----------------------------|-------------------|---------------------------|
| | % | | % | % | % |
| Overstayed | 24 | | 25 | 17 | 19 |
| Did not overstay | 34 | | 30 | 29 | 36 |
| Current Gateway, has not overstayed | 10 | | 13 | 7 | 11 |
| Don't know | 32 | | 32 | 47 | 34 |
| <i>Weighted base</i> | <i>4174</i> | | <i>1071</i> | <i>293</i> | <i>472</i> |
| <i>Unweighted base</i> | <i>4153</i> | | <i>961</i> | <i>286</i> | <i>610</i> |

Base all respondents

It appears that being on the Gateway at the time of the survey interview, or being an overstayer at any point in a participant's New Deal participation, were not strongly associated with particular personal attributes or household circumstances. There is evidence that job search problems were associated with overstaying. This finding is consistent with qualitative research which shows NDPAs and Gateway providers believe the long-term employability of difficult-to-place participants is enhanced by extended job search help (Tavistock Institute, 1999: 22). There is also evidence that overstayers are more likely than others to be subject to benefit penalties, perhaps because they have refused Options or failed to participate fully in the Gateway process. These are speculative comments. More work is necessary to establish whether overstaying has more to do with the New Deal process – selection and caseloading – than with the attributes of individual overstayers. It may well be that the typologies characterising overstayers may be hidden in the univariate and bivariate analyses presented here – they may emerge from multivariate analysis that tackles the interdependence of explanatory variables.

¹³ Case studies indicate that 'management arrangements are often more important than partnership models in determining what happens in New Deal' (Tavistock Institute, 1999), in which case one needs measures of different managerial approaches to capture the importance of variations in delivery on Gateway entry times and Gateway length

Chapter Three

3.6: Satisfaction with help offered by the New Deal Personal Adviser

The New Deal Personal Adviser is the lynchpin in the New Deal programme.¹⁴ Each NDPA has a caseload of New Deal participants for whom she or he takes responsibility. The NDPA acts as adviser and counsellor to the participant throughout the Gateway period. NDPAs negotiate the participant's entry into Options, provide assistance to the participant while on an Option, and are responsible for 'follow through' (or 'post-Option advice') on participants who have been through Options but remain unemployed. Although there are instances in which a participant's New Deal Personal Adviser changes, the intention is that the NDPA remains 'with' the participant throughout the programme.

Table 3.10 Satisfaction with the help offered by the New Deal Personal Adviser

| | % |
|------------------------------------|-------------|
| Completely satisfied | 19 |
| Very satisfied | 28 |
| Fairly satisfied | 27 |
| Neither satisfied nor dissatisfied | 10 |
| Fairly dissatisfied | 7 |
| Very dissatisfied | 4 |
| Completely dissatisfied | 5 |
| No opinion | 1 |
| <i>Weighted base</i> | <i>5646</i> |
| <i>Unweighted base</i> | <i>5683</i> |

Base: those recalling interviews with NDPAs and those recalling interviews with Employment Service staff since entry to the programme

The degree to which respondents were satisfied with the help offered by their NDPA is one measure by which the Gateway can be judged. Clearly, if high percentages of respondents expressed dissatisfaction with the help offered, this would raise serious concerns about the programme's ability to deliver what claimants want. However, it is important to distinguish between participants' satisfaction and programme effectiveness. The two may not coincide.¹⁵

Nearly half (47 per cent) of respondents were either completely or very satisfied with the help offered by their New Deal Personal Adviser, and 9 per cent were completely or very dissatisfied (Table 3.10).¹⁶ One might expect this satisfaction rating to reflect

¹⁴ Although there is no research evaluating the direct effect of caseloading on employment outcomes, there is evidence that intensive job search assistance – a key component of the Gateway – can increase the rate of entry to jobs from unemployment (Auspos *et al.*, 1999: 67). In addition, there are indications from the qualitative evaluation of the New Deal for Young People that Gateway may help with participants' job search motivation, assist with basic skills training, and improve Option choice (Legard and Ritchie, 1999). In turn, these may improve participants' job chances.

¹⁵ For a thorough elaboration of this point, see the beginning of Chapter Seven which suggests how participants' perceptions of the programme, including their satisfaction with it, should be interpreted.

¹⁶ Those recalling interviews with a New Deal Personal Adviser were asked, 'Overall how satisfied are (were) you with the help offered to you by the New Deal Personal Adviser?' Those who did not recall interviews with New Deal Personal Advisers, but recalled interviews with the Employment Service since

Chapter Three

respondents' current labour market status at the point they were interviewed for the survey, with those in paid work showing greater satisfaction than those remaining unemployed. This proved to be the case, with those unemployed and not claiming benefits at the time of interview least satisfied with the help they had received (Table 3.11). However, those who said they were on a government programme were as satisfied as those in full-time employment with the NDPA help they had received. The most satisfied participants were those in full-time education and training by the time of the survey interview.

Table 3.11 Satisfaction with NDPA help, by current labour market status

| | <i>Completely satisfied</i> | <i>Very satisfied</i> |
|-----------------------------------|-----------------------------|-----------------------|
| | % | % |
| Full-time job | 23 | 28 |
| Part-time job | 15 | 32 |
| Self-employed | 22 | 6 |
| Government programme | 23 | 28 |
| Full-time education/training | 22 | 36 |
| Unemployed, claiming benefits | 17 | 25 |
| Unemployed, not claiming benefits | 6 | 22 |
| Long-term sick, injured, disabled | 14 | 26 |
| Looking after home | 20 | 27 |

Base: those recalling interviews with NDPAs and those recalling interviews with Employment Service staff since entry to the programme. Note: row percentages.

Table 3.12 Satisfaction with NDPA help, by current New Deal status

| | <i>Completely satisfied</i> | <i>Very satisfied</i> | <i>Completely or very dissatisfied</i> |
|-------------------------|-----------------------------|-----------------------|--|
| | % | % | % |
| Gateway | 17 | 25 | 10 |
| Employment Option | 32 | 32 | 3 |
| Voluntary sector Option | 21 | 31 | 6 |
| ETF | 15 | 37 | 11 |
| FT ed/training | 23 | 37 | 4 |
| Post-Option advice | 22 | 31 | 6 |
| Ex-New Deal | 13 | 23 | 13 |

Base: those recalling interviews with NDPAs and those recalling interviews with Employment Service staff since entry to the programme. Note: row percentages.

Satisfaction ratings also varied according to the progress participants had made on the programme and the Options they had entered (Table 3.12). Those still on the Gateway at the time of the survey interview were less likely to be completely or very satisfied with the NDPA help they had received than those on Options and those on post-Option advice (42 per cent against 60 and 53 per cent respectively).¹⁷ However, satisfaction with NDPAs varied markedly across Options. Participants on the employment and full-time education and training Options expressed the most satisfaction with their advisers, while those on ETF expressed the least satisfaction.

entry to the programme were asked 'Overall how satisfied are you with the help offered to you by staff at the Employment Service or Jobcentre?' This section is based on responses from both groups of respondent.¹⁷ There was little difference between overstayers and late entrants, the figures being 41 and 44 per cent respectively.

Chapter Three

Perhaps unsurprisingly, satisfaction with adviser help was associated with experiences while on the programme and perceptions of the programme's value (Table 3.13). Those who had had their benefit stopped or reduced since entering New Deal were less satisfied than others with the advice they had received from their NDPA, but only if they suffered hardship as a result. More generally, those who thought New Deal more coercive were less satisfied with their NDPA advice, supporting evidence from the qualitative evaluation of the NDYP (Legard and Ritchie, 1999: 20). Eighty-five per cent of participants who thought their time on New Deal had been 'very useful' were completely or very satisfied with their NDPA help, compared with 9 per cent of those saying it had been 'not at all useful'. There was also a strong association between satisfaction with NDPA advice and the view that New Deal improved chances of getting a good job. Further evidence that satisfaction with NDPA help was outcome-related comes in the association between satisfaction with NDPA help and satisfaction with Options.

Table 3 13 Satisfaction with NDPA help, by programme experiences

| | <i>Completely satisfied</i> | <i>Very satisfied</i> |
|--|-----------------------------|-----------------------|
| | % | % |
| No benefit stop/reduction | 19 | 29 |
| Benefit stopped/reduced, hardship | 14 | 20 |
| Benefit stopped/reduced, no hardship | 16 | 31 |
| Strongly agreed people are pushed into things they don't want to do on ND | 8 | 16 |
| Strongly disagreed people are pushed into things they don't want to do on ND | 38 | 35 |
| Time on ND very useful | 43 | 42 |
| Time on ND not at all useful | 3 | 6 |
| Strongly agreed ND improved chances of getting good job | 41 | 42 |
| Strongly disagreed ND improved chances of getting good job | 8 | 7 |
| Completely satisfied with Option | 40 | 27 |
| Fairly, very or completely dissatisfied with Option | 11 | 21 |

Base: those recalling interviews with NDPAs and those recalling interviews with Employment Service staff since entry to the programme. Note: row percentages.

Case study research has raised concerns about NDPAs' ability to identify and address the needs of disadvantaged participants (Tavistock Institute, 1999: 23ff). Certainly, there were indications that satisfaction with NDPA help offered was lower among some disadvantaged groups – but not all (Table 3 14). Respondents with job search problems, drugs or alcohol problems, a criminal record¹⁸, or long-term work-limiting health problems were all less satisfied with the help from NDPAs than those without such problems. Those without qualifications were less satisfied than those with qualifications, but there was no difference in the satisfaction ratings of those with and without basic skills problems in reading, writing or arithmetic.

¹⁸ Further evidence of low NDPA satisfaction ratings among ex-offenders emerges from the information collected on NDPA referrals to other agencies. Thirty-six per cent of those referred to a specialist agency helping offenders were completely or very satisfied with the help offered by their NDPA – lower than for any other group.

Chapter Three

Table 3 14 Satisfaction with NDPA help, by social disadvantage

| | <i>Completely satisfied</i> | <i>Very satisfied</i> |
|---|-----------------------------|-----------------------|
| | % | % |
| Had a job at some point before New Deal | 18 | 28 |
| Never had a job before New Deal | 20 | 27 |
| Problems with reading, writing or numbers since age 16 | 17 | 28 |
| No reading, writing or numbers problems since age 16 | 19 | 28 |
| Problems making it difficult to find or keep a job in past year | 17 | 27 |
| No job search problems | 21 | 30 |
| Drug/alcohol problems affect ability to find/keep paid work | 14 | 20 |
| No such drug/alcohol problems | 19 | 28 |
| Ex-offender | 19 | 17 |
| Not ex-offender | 19 | 29 |
| No qualifications | 18 | 23 |
| Qualifications | 19 | 29 |
| Long-term health problem limiting work | 14 | 29 |
| Long-term health problem, not work-limiting | 21 | 30 |
| No long-term health problem | 19 | 27 |

Base: those recalling interviews with NDPAs and those recalling interviews with Employment Service staff since entry to the programme. Note: row percentages.

Table 3 15 Satisfaction with NDPA help, by ethnicity

| | <i>Completely satisfied</i> | <i>Very satisfied</i> |
|--------------------------|-----------------------------|-----------------------|
| | % | % |
| White | 19 | 28 |
| All non-white minorities | 15 | 28 |
| Black Caribbean | 14 | 24 |
| Black African | 12 | 30 |
| Black other | 18 | 28 |
| Indian | 15 | 22 |
| Pakistani | 17 | 30 |
| Bangladeshi | 14 | 27 |

Base: those recalling interviews with NDPAs and those recalling interviews with Employment Service staff since entry to the programme. Note: row percentages.

Differences between the white majority and non-white ethnic minorities as a whole were not marked (Table 3.15).

So, participants' satisfaction with NDPA advice varied according to their situation by the time of the interview, their experiences of the programme, and their needs and attributes. Case study evidence and qualitative interviews also suggest that the way Gateway operates varies across areas and across NDPAs (Tavistock Institute, 1999; Walsh *et al.*, 1999). However, Table 3.16 shows little variation in NDPA satisfaction ratings by delivery-type.

Table 3 16 Satisfaction with NDPA help, by delivery model

Chapter Three

| | <i>ES contract</i> | <i>individual</i> | <i>ES joint partnership</i> | <i>Consortium</i> | <i>Private-sector led</i> |
|------------------------------------|--------------------|-------------------|-----------------------------|-------------------|---------------------------|
| | % | | % | % | % |
| Completely sat | 19 | | 19 | 16 | 14 |
| Very satisfied | 28 | | 25 | 26 | 30 |
| Fairly satisfied | 26 | | 32 | 29 | 25 |
| Neither satisfied nor dissatisfied | 10 | | 9 | 10 | 11 |
| Fairly dissatisfied | 7 | | 6 | 6 | 10 |
| Very dissatisfied | 4 | | 4 | 3 | 4 |
| Completely dissat | 5 | | 4 | 8 | 4 |
| No opinion | 1 | | 1 | 2 | 1 |
| <i>Weighted base</i> | 3940 | | 1000 | 273 | 433 |
| <i>Unweighted base</i> | 3933 | | 907 | 271 | 572 |

Base those recalling interviews with NDPAs and those recalling interviews with Employment Service staff since entry to the programme

There were regional differences in satisfaction with NDPA advice (Table 3.17), but it is not possible to interpret their meaning, or whether these differences are genuine, without controlling for other factors

Table 3 17 Satisfaction with NDPA help, by region

| | <i>Completely satisfied</i> | <i>Very satisfied</i> |
|---------------------------|-----------------------------|-----------------------|
| | % | % |
| Scotland | 22 | 24 |
| North east | 23 | 33 |
| North west | 22 | 27 |
| Yorkshire and Humberside | 15 | 29 |
| Wales | 22 | 32 |
| West Midlands | 20 | 25 |
| East Midlands/East Anglia | 17 | 30 |
| South west | 24 | 33 |
| London and South east | 15 | 25 |

Base those recalling interviews with NDPAs and those recalling interviews with Employment Service staff since entry to the programme

3 7 *Getting along with the New Deal Personal Adviser*

Qualitative research indicates that how participants relate to their New Deal Personal Adviser is important in explaining participants' overall orientation to the programme, and how they fare subsequently (Legard and Ritchie, 1999)

Half (52 per cent) of participants recalling interviews said they got on 'very well' with their NDPA (Table 3 19). Another 39 per cent thought they got on 'quite well'. Only 8 per cent said they did not get on very well or at all well.

How participants viewed their relationship with their NDPA varied according to their situation by the time of the survey interview, their experiences of the programme, and their needs and attributes in much the same way as satisfaction with NDPA advice. For

Chapter Three

instance, respondents were less likely to get on very well with their adviser if they had had their benefit stopped or reduced (43 per cent said so, compared to 54 per cent who had not had benefit stopped or reduced). Indeed, there was a strong association between how well participants got on with their NDPA and satisfaction with help offered, echoing qualitative research which has shown that participants' satisfaction with their Gateway experience was heavily dependent upon the relationships established with their NDPAs (O'Connor *et al.*, 1999). Two-thirds (69 per cent) of those who said they got along 'very well' with their NDPA were either completely or very satisfied with the NDPA help offered. This compared with 10 per cent among those who said they got on 'not very well', and 2 per cent among those who said they got on 'not at all well'.

Table 3 18 How well got along with NDPA

| | % |
|------------------------|-------------|
| Very well | 52 |
| Quite well | 39 |
| Not very well | 5 |
| Not at all well | 3 |
| Not sure | 2 |
| <i>Weighted base</i> | <i>5646</i> |
| <i>Unweighted base</i> | <i>5683</i> |

Base: those recalling interviews with NDPAs and those recalling interviews with Employment Service staff since entry to the programme

3.8 Completion of an Action Plan

Participants in New Deal complete and agree an Action Plan with their New Deal Personal Adviser. This is intended as a basis for action to achieve goals agreed between the adviser and participant. Seventy-one per cent of those recalling interviews with New Deal Personal Advisers or Employment Service staff since entering the programme recalled completing an Action Plan. A further fifth (21 per cent) stated that they had not, while 8 per cent were unsure.

There were associations between recall of an Action Plan and experience on New Deal. Recall of an Action Plan was associated with greater satisfaction in the NDPA advice offered. 80 per cent of those completely satisfied with the help offered by their NDPA recalled an Action Plan, compared to 56 per cent of those who were completely dissatisfied.

Recollection of an Action Plan was higher among those on an Option at the time they were interviewed. Eighty-two per cent of those on Options recalled completing an Action Plan compared with 73 per cent of those still on the Gateway and 60 per cent of those no longer on New Deal. It may be that recall was higher among Option takers because their Options had featured in those plans. It is also possible that some late entrants to the Gateway had yet to produce an Action Plan.

Chapter Three

Recollection of Action Plans was particularly low among those who could not recall what was discussed with NDPAs (44 per cent) and those who said they had not been referred to anything by their NDPA (62 per cent)

Participants in consortium units of delivery were less likely to recall action plans than participants in other delivery models. Sixty per cent of participants in consortium areas recalled them, compared to 72 per cent in Employment Service individual contract areas, 73 per cent in joint partnerships, and 70 per cent in private sector led areas.

Table 3.19 Percentage of participants recalling an Action Plan, by measures of social disadvantage

| | % |
|---|----|
| Had a job at some point before New Deal | 72 |
| Never had a job before New Deal | 69 |
| Problems with reading, writing or numbers since age 16 | 65 |
| No reading, writing or numbers problems since age 16 | 73 |
| Problems making it difficult to find or keep a job in past year | 71 |
| No job search problems | 72 |
| Drug/alcohol problems affect ability to find/keep paid work | 61 |
| No such drug/alcohol problems | 72 |
| Ex-offender | 67 |
| Not ex-offender | 72 |
| No qualifications | 62 |
| Qualifications | 74 |
| Qualifying unemployment spell < 6 months | 73 |
| Qualifying unemployment spell 3+ years | 67 |
| Lone parent | 56 |
| Not lone parent | 72 |
| White | 73 |
| Non-white | 64 |
| Long-term health problem limiting work | 70 |
| Long-term health problem, not work-limiting | 82 |
| No long-term health problem | 71 |
| Number of social disadvantages | |
| 0 | 76 |
| 1 | 72 |
| 2 | 70 |
| 3 | 65 |
| 4 | 58 |

Base those recalling interviews with NDPAs and those recalling interviews with Employment Service staff since entry to the programme

There were also indications that recall of Action Plans was lower among those with social disadvantages, although by no means all indicators of social disadvantage pointed in this direction (Table 3.19). Recall of Action Plans fell among those with more social disadvantages, and was lower among those with literacy or numeracy problems, no qualifications, drug or alcohol problems, long-term health problems which were not work-limiting, and among lone parents and ex-offenders. On the other hand, recall of an Action Plan did not differ by whether the participant had a job at some point before New Deal, or experience of job search problems in the last year. It is not possible to tell from this survey data whether these differences reflect genuine differences in the use of Action

Chapter Three

Plans across different types of participant, or whether these patterns reflect a differential ability to recall.

3.9 Referrals by the New Deal Personal Adviser

Having identified a participant's needs New Deal Personal Advisers may refer the participant to an Option. Alternatively, the NDPA may refer the participant to another person or agency for appropriate help and assistance in meeting identified needs. This section focuses on referrals, other than those to Options.

In 54 per cent of cases where the respondent recalled interviews with advisers, the participant had been referred (Table 3.20). Most commonly, participants were referred to providers of training, courses and work experience at colleges, TECs and, in Scotland, LECs. Referrals to independent careers advice and job search skills courses were also quite common.

There was a link between types of referral and subsequent labour market status. Not surprisingly, the self-employed were much more likely than others to have been referred to someone to assist in becoming self-employed. Those in full-time education and training and those on programmes at the survey interview were more likely than others to have been sent to a college, TEC or LEC for courses and training. The likelihood of being referred at all was also associated with labour market status by the time of interview. Referral rates were lowest among those looking after the family by the time of interview, perhaps reflecting a realisation that these participants were about to leave the labour market, at least for a time.

The rate of referral did not differ greatly by delivery-type. However, there were some differences in the rate of referral to vacancies. Referrals to employers with vacancies to fill occurred in 8 per cent of cases in consortium-run areas, compared to 10 per cent in ES joint partnerships, 12 per cent in Employment Service individual contracts, and 14 per cent in private sector-led areas.

Overall, only 12 per cent had been referred to employers with vacancies to fill, confirming elements of the qualitative evaluation which has indicated that, despite increased emphasis on placing young people into jobs (Legard and Ritchie, 1999), job referral rates were relatively low.¹⁹ In their Birmingham case study, Walsh et al (1999) found this was due, in part, to NDPA emphasis on encouraging long-term employability rather than short-term employment. However, they also suggest that job-matching activity has been crowded out due to the intense workloads NDPAs operated under (Walsh et al., 1999: 37).

¹⁹ NDED data on job referrals are not comparable with the survey data for two reasons. First, NDED vacancy data include referrals to jobs initially identified by claimants on vacancy noticeboards. Where respondents had taken this initiative, they may not view follow-up on the vacancy as a NDPA referral. Secondly, survey respondents are simply asked whether they have been referred to vacancies by an NDPA since entering the programme, whereas the NDED records multiple referrals for individuals.

Chapter Three

Job referral rates differed markedly across different types of NDPA participant in a way that suggests NDPAs were seeking to distinguish between the 'job ready' and the less job ready. Job referral rates were lower among those with work-limiting health problems (8 per cent), basic literacy or numeracy problems (6 per cent), and drugs or alcohol problems (8 per cent). Job referral rates were lowest of all among current participants in the ETF (2 per cent), perhaps indicating that this group of participants was far from job ready. This observation applies to a lesser extent to those on the full-time education and training Option (8 per cent of whom said they had been referred to a job at some point), and those on the voluntary sector Option (where the figure was 10 per cent). In contrast, 20 per cent of employment Option participants said they had been referred to jobs. Yet, there was considerable dissatisfaction among employers about the quality of NDPA job applicants sent to them, suggesting that the job matching function was being performed inadequately (Walsh *et al.*, 1999: 43-46).

Job referral rates also varied considerably across regions. In the East Midlands and East Anglia region, job referral rates were one-third of the rate in the South West (9 per cent against 27 per cent). Further analysis will establish whether this reflects differing participant populations, different ambient labour market conditions, or variations in practice at regional level.

Table 3.20 New Deal Personal Adviser referrals

| | % of cases |
|---|-------------|
| None | 46 |
| College/TEC/LEC re courses/training/work | 19 |
| Independent careers advice | 14 |
| Job search skills course | 14 |
| Employers with vacancies to fill | 12 |
| Course to improve reading/writing | 5 |
| Mentor | 4 |
| Someone to assist in becoming self-employed | 3 |
| Health adviser | 2 |
| Specialist agency to help offenders | 2 |
| <i>Weighted base</i> | <i>5646</i> |
| <i>Unweighted base</i> | <i>5683</i> |

Base those recalling interviews with New Deal Personal Advisers and those recalling interviews with Employment Service staff since entry to the programme. Note this is a multiple response question so that the percentages add to more than 100.

3.10 Referral of participants with special needs

As a result of their case study evaluation, the Tavistock Institute noted 'The adequacy of assessments undertaken by Personal Advisers and consequent referrals, in terms of the client's attitude and motivation, have been widely questioned' (Tavistock Institute, 1999). Particular difficulties have arisen in the case of participants with severe basic skills needs, or serious personal or social problems. Some providers of services associated with Gateway felt clients' basic needs problems had not been adequately identified and

Chapter Three

tackled before placement with them. This had resulted in inappropriate referral and problems of non-attendance and drop out.

The survey sheds further light on referrals of participants with special needs. First, there is conflicting evidence about the degree to which NDPAs sought to prioritise participants in most need when referring them to help. Those with job search problems had higher referral rates than those without (57 against 48 per cent), as did those with basic skills problems (58 against 53 per cent), and those with long-term health problems (58 against 53 per cent). On the other hand, there were no differences in referral rates according to whether the participant had qualifications, had a job before New Deal, or lived in social rented accommodation. What is more, the referral rate for those with drug or alcohol problems was only 46 per cent, and referral rates fell with longer qualifying spells of unemployment.²⁰

The second piece of evidence relates to referral to more specialist assistance dedicated to the needs of participants with particular problems. There were clear indications that referrals reflected special needs, although there were sizeable percentages of participants admitting to specific problems who had not been referred to appropriate assistance. For example, 9 per cent of those with work-limiting long-term health problems had been referred to advisers offering help with health problems and disability, compared to 4 per cent with long-term health problems which were not work-limiting, and 1 per cent of those with no health problems. Nine per cent of ex-offenders, and 11 per cent of those with drug or alcohol problems, had been referred to specialist agencies to help offenders such as NACRO or the probation service, compared to 1 per cent which the survey did not identify as ex-offenders. Sixteen per cent of those with literacy or numeracy problems had been referred to reading or writing courses, compared to 2 per cent of those who did not admit to such problems.

3.11. The role of mentors

Mentors are people offering support and encouragement. They encompass individuals with a variety of expertise, ranging from professionally qualified counsellors through to individuals of standing or experience working for or known by Gateway providers to be sources of valuable information and advice. Only 4 per cent of participants had been referred to mentors.²¹ They were twice as common among those who were on the employment Option (8 per cent) and those on post-Option advice (9 per cent).

Almost half (45 per cent) of those who had been referred to mentors viewed them as very helpful. Another thirty eight per cent viewed them as quite helpful.

²⁰ The referral rate was 56 per cent among those with qualifying unemployment spells of under 12 months, and 48 per cent among those unemployed for three years or more. Perhaps NDPAs were funnelling scarce resources to those most able to respond in the short-term, rather than more difficult to place participants.

²¹ The incidence of mentoring is likely to have risen since a tendering exercise conducted in the summer of 1998 which led to the setting up of more widespread mentoring arrangements (Tavistock Institute, 1999: 11). The Institute suggests that 'Greater implementation and use of mentoring should alleviate the crisis or trouble-shooting nature of much Options support work at present' (1999: 31).

Chapter Three

3.12. Tasters and short courses

During the Gateway, New Deal participants are able to spend some time exploring a course of action, perhaps even attending a short course, to see whether they would like to pursue the matter further. Among these courses are 'tasters', intended to give participants a taste of an Option they are considering. The survey contains information on time spent with employers to find out about jobs, visiting or trying out a course of education or training, going on short courses to improve basic skills, and going on short courses to learn how to find jobs or apply for them. Half (52 per cent) recalled doing one or more of these, and a sixth (18 per cent) remembered doing two or more.

Those with the most substantial participation in New Deal were most likely to have gone on tasters and on average they went on more. A fifth (20 per cent) of those recalling NDPA interviews only had been on tasters, compared to 35 per cent of those recalling periods of NDPA advice, and 68 per cent of those recalling advice and Options.

Seventy per cent of those on post-Option advice had been on a taster, and a third (33 per cent) had been on two or more. In contrast, only 40 per cent of those still on the Gateway had been on tasters, with 14 per cent going on more than one. However, those most likely of all to go on tasters were those participating in the full-time education and training Option, 82 per cent of whom had been on a taster.

Table 3.21 Tasters and short courses

| <i>Type of taster or short course</i> | <i>% of cases</i> |
|--|-------------------|
| Time with employers to find out about kinds of jobs | 16 |
| Visiting or trying a course of education or training | 31 |
| Going on a short course to improve basic skills | 13 |
| Going on a short course to learn how to find or apply for jobs | 14 |
| Number of tasters | |
| No tasters | 52 |
| One taster | 31 |
| Two tasters | 12 |
| Three tasters | 5 |
| Four tasters | 1 |
| <i>Weighted cases</i> | <i>5646</i> |
| <i>Unweighted cases</i> | <i>5683</i> |

Base those recalling interviews with New Deal Personal Advisers and those recalling interviews with Employment Service staff since entry to the programme. Note this is a multiple response question so that the percentages add to more than 100.

Visiting or trying out courses of education or training were the most popular of the four tasters respondents were asked about, with participants twice as likely to attend them as the other tasters. Three-quarters (77 per cent) of participants on the full-time education and training Option had been on an education and training taster beforehand. Nevertheless, they only made up a third (35 per cent) of those who had been on education and training tasters. Employment Option participants were more likely than others on

Chapter Three

New Deal at the time of interview to have been with employers to try out jobs, although only 25 per cent had done so, confirming qualitative research pointing to low usage of employer tasters (Tavistock Institute, 1999: 24). Indeed, they only made up a quarter (26 per cent) of those going on employer tasters. They were also popular among those on post-Option advice, 24 per cent of whom had been on an employer taster at some time during their participation in New Deal

The purpose of tasters is to give participants an opportunity to 'sample' an Option in the expectation that this will assist the participant to choose the 'right' Option. In addition, in the case of employer tasters, it permits employers to get some idea as to how a prospective trainee may perform. One might therefore expect a link between going on tasters and subsequent satisfaction with an Option. In fact, there was no association. Going on an employer taster made no difference to Option satisfaction among those on the employment, voluntary sector and ETF Options at the time of interview, and going on an education and training taster was not associated with higher Option satisfaction among those on the full-time education and training Option at the survey interview (Table 3.22).

Table 3.22 Percentage of Options participants completely or very satisfied with their Option, by participation on Options tasters

| | <i>Employer Option, voluntary sector or ETF, with taster</i> | <i>Employer Option, voluntary sector or ETF, without taster</i> | <i>Full-time education or training Option, with taster</i> | <i>Full-time education or training Option, without taster</i> |
|--|--|---|--|---|
| % completely or very satisfied with Option | 64 | 65 | 57 | 65 |
| <i>Weighted base</i> | 193 | 715 | 588 | 168 |
| <i>Unweighted base</i> | 199 | 699 | 648 | 155 |

Base those on Options at time of survey interview

3.13 Discussions with New Deal Personal Advisers

Discussions between New Deal Personal Advisers and their New Deal clients may range over many issues as the adviser explores the participant's needs and explains what might be on offer through the programme.

Around seven in ten participants had discussed their experience and what work they might do in the future (Table 3.23)²²

Respondents recalled discussions about ways of looking for jobs in the majority of cases. However, despite the reorientation of NDYP to lay greater emphasis on placing participants into unsubsidised jobs (Hasluck, 1999), discussions about making job

²² Those recalling interviews with New Deal Personal Advisers were asked to identify from a showcard what they had discussed with their advisers, and to mention anything else they had discussed which did not appear on the card. A similar question was asked of those who recalled interviews with Employment Service staff since the beginning of September 1998, although they could not recall discussions with someone called a New Deal Personal Adviser.

Chapter Three

applications were recalled in only a minority of cases. This may be because advisers only raised this issue with the more 'job ready'. Certainly, those who were least 'job ready' were less likely to recall discussions about job applications. For instance, 30 per cent of those who said they had drug or alcohol problems recalled discussing job applications, compared with 43 per cent of those without such problems. However, recall of job applications was also low (35 per cent) among those with NVQ Level 4 or Level 5 qualifications, perhaps indicating that the identification of suitable vacancies for certain types of participant constrained NDPAs' ability to raise the subject.

Table 3 23 Issues discussed with New Deal Personal Advisers

| | <i>% of cases</i> |
|---|-------------------|
| Your experience and skills | 71 |
| What work you might do in the future | 69 |
| What education or training you might need | 62 |
| The possibility of working self-employed | 17 |
| Different ways of looking for jobs | 57 |
| Making job applications | 43 |
| Your responsibilities as a job seeker | 50 |
| Different things you could do on New Deal | 68 |
| Something else | 2 |
| None of these | 3 |
| <i>Weighted base</i> | <i>5646</i> |
| <i>Unweighted base</i> | <i>5683</i> |

Base: those recalling interviews with New Deal Personal Advisers and those recalling interviews with Employment Service staff since entry to the programme. Note: this is a multiple response question so that the percentages add to more than 100.

Participants on New Deal are subject to the requirement to seek paid work, yet discussions about responsibilities they faced as job seekers were only recalled by half (50 per cent) the respondents.²³ In fact, this finding is typical for a survey of the claimant unemployed (McKay, Walker and Youngs, 1997: 59-60). Nevertheless, it is noteworthy that respondents were more likely to recall discussion of education and training they might need and the things they could do on New Deal, than they were to recall discussions of job search responsibilities and ways of looking for jobs. This suggests that NDPAs may have been placing emphasis on what the programme in general, and Options in particular, had to offer, rather than job search and job search requirements.

Perhaps surprisingly, thirty per cent of participants recalling interviews with NDPAs could not recall discussions about the different things they could do on New Deal. This figure was 40 per cent among non-white ethnic minorities, and 40 per cent among those with no qualifications.

It is striking that the rank order of issues discussed remained more or less constant across participants, irrespective of where they were on the programme by the time of the survey interview. Discussion of experience and skills, and what could be done on New Deal

²³ Discussions about job search requirements were least likely to be recalled by those with basic skills problems (40 per cent) and those with no qualifications (42 per cent).

Chapter Three

usually ranked one or two, followed by future work, education or training, ways of looking for jobs, job search responsibilities, making job applications, and lastly, self-employment.²⁴

What did differ, however, was the number of issues discussed. The number of issues discussed with a New Deal Personal Adviser may give an indication of the intensity or range of the assistance offered by the adviser. Only 3 per cent of participants could recall discussing nothing with their adviser. Nine in ten (89 per cent) recalled discussing more than one issue, including half (48 per cent) recalling discussion of five or more issues

Table 3 24 presents the mean number of items discussed across a selection of participant characteristics to illustrate how the intensity or range of support offered by NDPAs varied.

Those currently on the employment Option had discussed more issues with their NDPA than other respondents (with a mean of 4.9 items). Almost a third (31 per cent) had recalled discussing seven or eight issues with the NDPA, higher than any other group of participants. Those on the Environment Task Force recalled fewer items discussed than others still on the programme (mean of 4.2)

Those with social disadvantages that are associated with lower employment prospects generally recalled discussion of fewer items than those without such disadvantages. For instance, the number of items discussed was lower among lone parents, the unqualified, those with numeracy or literacy problems since age 16, those with no job prior to New Deal, and those who were suffering hardship following benefit sanctions. Those with problems who recalled discussion over a broader range of issues included those with job search problems, those with long-term health problems that were not work limiting, and ex-offenders.

The number of items recalled fell with multiple disadvantage. This may be of concern if it implies that those in most need of help were receiving less intensive support, or were being offered a narrower range of support. However, it is important to bear in mind that participants' ability to recall events or activities may itself be correlated with some of the characteristics presented in the table

²⁴ Discussion about self-employment was more common among participants aged 22 or over, those with a driving licence and vehicle access, and those with NVQ Level 4 or 5 (24, 24 and 30 per cent respectively)

Chapter Three

Table 3.24 Mean number of items discussed with NDPAs

| | Mean number of items |
|---|----------------------|
| Current New Deal status | |
| Gateway | 4.5 |
| Employment Option | 4.2 |
| Voluntary sector Option | 4.2 |
| ETF | 4.5 |
| Full-time education and training Option | 4.1 |
| Post-Option advice | 4.1 |
| Left New Deal | 4.1 |
| Delivery type | |
| ES individual contract | 4.4 |
| ES joint partnership | 4.2 |
| Consortium | 3.9 |
| Private sector-led | 4.6 |
| Male | 4.5 |
| Female | 4.2 |
| White | 4.5 |
| Black Caribbean | 4.1 |
| Black African | 4.1 |
| Black Other | 4.7 |
| Indian | 3.9 |
| Pakistani | 3.8 |
| Bangladeshi | 4.1 |
| No long-term health problem | 4.5 |
| Work-limiting health problem | 4.2 |
| Long-term health problem, not work-limiting | 4.2 |
| No qualifications | 4.0 |
| Qualifications | 4.5 |
| Problems with reading, writing or numbers since age 16 | 4.0 |
| No problems with reading, writing or numbers since age 16 | 4.5 |
| Drug/alcohol problems affect ability to find/keep paid work | 4.3 |
| No such drug/alcohol problems | 4.4 |
| Ex-offender | 4.6 |
| Not ex-offender | 4.6 |
| Lone parent | 3.7 |
| Not lone parent | 4.4 |
| Job search problems in last year | 4.5 |
| No job search problems in last year | 4.1 |
| Benefit not stopped or reduced since New Deal | 4.4 |
| Benefit stopped/reduced leading to hardship | 4.3 |
| Benefit stopped/reduced, not leading to hardship | 4.6 |
| Had job prior to New Deal | 4.5 |
| No job prior to New Deal | 4.1 |
| Number of social disadvantages | |
| 0 | 4.6 |
| 1 | 4.5 |
| 2 | 4.3 |
| 3 | 4.0 |
| 4 | 3.6 |

Base those recalling interviews with New Deal Personal Advisers and those recalling interviews with Employment Service staff since entry to the programme

Chapter Three

The number of items discussed with NDPAs differed with other demographic characteristics. For instance, men recalled more items than women, and the white majority recalled more discussion items than non-white ethnic groups, with the exception of Blacks other than Caribbeans and Africans.

It is also notable that the number of items discussed with NDPAs was lower in consortium delivery areas than it was in other delivery-types.

4. Options Take-Up and Experience

Summary

- Differences in Option entry according to individual characteristics were quite few, suggesting that each Option had a wide mix of individuals entering it, and that 'streaming' was not very marked. The most distinctive pattern of Option take-up was found among ethnic minorities. These had a relatively high rate of participation in full-time education and training but a relatively low rate of participation in subsidised employment and in ETF. Women were represented to the same extent as men in the various Options, with the exception of ETF where they took a considerably smaller part.
- Eighty seven per cent of respondents were satisfied with their Options, including 62 per cent who were completely or very satisfied. Satisfaction was highest on the employment Option and lowest on ETF. Simple comparisons of satisfaction between Options may be misleading because of differences in the characteristics of participants entering them. Nor should these results be used as a means of assessing the effectiveness of Options, since there is no necessary link between satisfaction during an Option and subsequent outcomes.
- Seven in ten stated their Option was what they really wanted to do (82 per cent on the full time education and training Option, 64 per cent on the employment Option, 59 per cent on the voluntary sector option, and 46 per cent on Environment Task Force). The great majority of those who felt that the Option was not what they really wanted, would have preferred to be in a different job (if in one of the work based Options), or in a paid job (if in full time education and training). NDYP may have been able to meet the preferences of a greater proportion of participants, if it had been possible to provide a larger number and wider range of placements in subsidised employment. However, this would not necessarily be more effective, in terms of labour market outcomes. Another way of interpreting the results is in terms of the guidance process during the Gateway, which leads to selection of Options. Individuals who make their own vocational decisions in an informed way are more likely to remain committed to them. The fairly substantial minorities whose current Option was not 'what they really wanted' indicates that it was proving hard to achieve this client commitment within NDYP. As might be expected, there were still larger proportions among the 'early leavers' from Options who felt that those Options were not what they had wanted. Furthermore, nearly one half of those currently on Options believed that New Deal 'pushed people into things they didn't want to do'.

Summary (continued)

- Just over two-thirds of participants in work-based Options reported receiving training (73 per cent on ETF, 71 per cent on the employment Option, and 53 per cent on the voluntary sector Option) This compares with 49 per cent of leavers for unsubsidised jobs who reported receiving training in those jobs, suggesting NDYP has raised the chances of participants receiving training, by comparison with opportunities in the job market. Where respondents felt that training was absent, there was disappointment with New Deal.
- Eighty nine per cent of those receiving training said they were satisfied with it. Satisfaction levels were lower in ETF, but this has to be set against the relatively high proportion who reported receiving training
- One-in-five respondents had taken part in Options that had ended by the time of the survey interview. The ratio of these 'early leavers' to continuing Options could give some cause for concern, but as time goes on 'early leavers' should become a less significant group Of those who had ended an Option before the survey interview, 55 per cent remained on New Deal, usually on post-Option advice but in some cases on a further Option. Of the minority who had left New Deal from Options, about twice as many were unemployed or inactive as were in jobs.

Chapter Four

The provision of a range of Options is one of the main innovative concepts in the New Deal for Young People. For the first time, all 18-24 year olds are guaranteed a place on a programme instead of remaining in long-term unemployment. Options are also compulsory, in the sense that when a participant has completed the Gateway period, refusal of a place can result in a benefit sanction.

The range of Options has been described in Chapter Two of this report, which also outlined participation in Options in overall terms. This chapter provides further analysis of the characteristics of those taking part in different kinds of Options, the experiences and perceptions of participants, and the content of Options as reported by them.

Options become available after a period in the New Deal Gateway, if the individual has not found a job or left the programme for another reason. An important point to bear in mind throughout the following findings is that a substantial proportion of the respondents remained in the New Deal Gateway at the time of the survey interview, and it is likely that many of these will subsequently enter Options. Accordingly, the picture of Option entry presented here is incomplete. The complete picture of Option entry will become available with the additional information from the second survey interview in 2000.

The picture of Option completion and exits available from this stage of the survey is also of course incomplete. At six months from entry to NDYP, most of the people who have left an Option are 'early leavers'. This is because the standard period on an Option is itself six months (or up to one year on the full-time education and training Option), and Options are preceded by a period on the Gateway. The experiences of these 'early leavers' are unlikely to be representative of the final picture when all have left or completed their Options. In addition, a survey taking place at this early stage of the New Deal process tends to over-represent early leavers. The proportion of 'early leavers' from Options will become smaller at a later stage, while those who spend a longer time on Options will become increasingly typical.

For this reason, a pooled analysis of Options including the 'early leavers' would at this stage probably give a misleading picture of Option experience. In addition, the views of people who have completed an Option and are looking back on it are not truly comparable with those of participants who are in the midst of the programme. Accordingly, much of the information presented in this Chapter focuses on the Options which respondents currently experienced, rather than those which had ended before the time of the survey interview. None the less, Options which had already ended by the time of the survey are also of interest, and details about these are provided separately.

4.1. Options that have ended

The majority of New Deal activities which had ended before the survey interview were periods on Gateway rather than periods on Options. But Table 4.1 shows that significant proportions of these earlier activities had consisted of a subsidised employment Option or a full-time education and training Option, while there were smaller proportions who had been on the voluntary sector Option, the Environment Task Force, or assisted self-employment.

Chapter Four

Table 4.1 Past New Deal spells

| | % |
|--|------|
| Past Employment Option | 14 |
| Past Voluntary sector Option | 3 |
| Past Environment Task Force | 3 |
| Past Self-employment Option | 2 |
| Past Full-time education/training Option | 16 |
| Past Gateway | 84 |
| <i>Weighted base</i> | 3303 |
| <i>Unweighted base</i> | 3268 |

Base all respondents who had a past New Deal spell Note Past New Deal status is a multiple response question so that the percentages add to more than 100.

Converting the figures in Table 4.1 to percentages of all respondents, 8 per cent had been on an employment Option which had ended, and 9 per cent had been on a full-time education and training Option which had ended. In total about one in five respondents said that they had passed through an Option which was now at an end. It is possible that some of these cases were in fact 'taster periods' (short trials, rather than real Option placements). However, there were very few cases where people reported more than two Options in total, whereas if 'tasters' were often included, the proportion would have been expected to be higher.

4.2 Current position of Option leavers

Table 4.2 (a) Past New Deal spells, by current New Deal status

| | <i>Past emp Option</i> | <i>Past vol Option</i> | <i>Past ETF</i> | <i>Past FT ed/tr Option</i> | <i>Past self-employment Option</i> |
|-------------------------------------|------------------------|------------------------|-----------------|-----------------------------|------------------------------------|
| | % | % | % | % | % |
| Employment Option | 14 | 12 | 4 | 11 | 8 |
| Voluntary sector Option | 2 | 7 | 3 | 2 | 1 |
| Environment Task Force | 1 | 3 | 12 | 1 | |
| Self-employment Option | | | | | |
| Full-time education/training Option | 7 | 8 | 7 | 4 | 4 |
| Post-Option advice | 38 | 36 | 27 | 39 | 36 |
| Left New Deal | 38 | 34 | 47 | 43 | 51 |
| <i>Weighted base</i> | 459 | 105 | 90 | 545 | 61 |
| <i>Unweighted base</i> | 448 | 118 | 83 | 546 | 60 |

Base: all respondents who had a Past New Deal Option spell

There is some evidence from previous research, both in Britain and some other countries, to suggest that labour market programmes are more effective when the participants complete them or at least stay on them for a substantial period (Auspos, Riccio and White, 1999: 37-38, 76). This constitutes one reason why 'early leavers' from programmes may give concern. However, NDYP has unusual flexibility to draw people whose initial Option ends prematurely back into supported job search or further Options. So 'early leavers' may be at less of a disadvantage than in previous

Chapter Four

programmes. Even so, people who leave an Option after a short time and then move to another Option may consume additional resources.

To investigate these issues further, Table 4.2(a) tracks those who had been on an Option, now ended, into what they were doing at the time of the survey interview. Re-cycling through Options was certainly not the main result of 'early leaving'. A minority of about one in five of those who had been on an Option which had ended, were now either in the same Option after a break, or had moved to a different Option. Some slight tendency to 'migrate' towards the employment Option is discernible in the table, but the actual numbers of movers involved are small. In terms of the whole sample of respondents, all the 'repeat Options' amounted to just over 4 per cent. In terms of those currently on Options at the time of the survey interview, they amounted to one in seven (14 per cent) of Options places. It is possible that as time passes a larger proportion of the Option leavers will re-enter further Options.

Four in five of those with earlier Options were either not currently on New Deal at all, or on 'post-Option advice' within New Deal. 'Post-Option advice' means a period of job search advice and assistance, similar to the Gateway period but following termination of an Option. All told, those who had left New Deal after an Option amounted to 9 per cent of all respondents, while those who were in post-Option advice amounted to 7 per cent of all respondents. Adding the 7 per cent in post-Option advice to the 4 per cent on repeat Options, there were 11 per cent of all respondents still in NDYP after exiting an Option, and 9 per cent who had exited NDYP as well as exiting an Option. Converting this into proportions of the 'early leavers' from Options, 55 per cent were still in NDYP and 45 per cent outside NDYP.

Table 4.2(b) Past New Deal spells, by current labour market status

| | Past emp Option | Past vol Option | Past ETF | Past FT ed/tr Option | Past self-employment Option |
|------------------------|-----------------|-----------------|----------|----------------------|-----------------------------|
| | % | % | % | % | % |
| On New Deal | 62 | 66 | 53 | 57 | 49 |
| Left New Deal | 38 | 34 | 47 | 43 | 51 |
| - employed | 11 | 10 | 8 | 15 | 25 |
| - unemployed | 24 | 19 | 24 | 22 | 18 |
| - other | 3 | 5 | 16 | 6 | 7 |
| <i>Weighted base</i> | 459 | 105 | 90 | 545 | 61 |
| <i>Unweighted base</i> | 448 | 118 | 83 | 546 | 60 |

Base: all respondents who had a Past New Deal Option spell

If many of the early exits from Options and NDYP are to move into jobs, the interpretation may be quite positive. (It is relevant that job search is a continuing requirement for participants in all the Options.) Accordingly the labour market status of those who had left New Deal altogether may be of particular interest, and Table 4.2(b) breaks down this group further. The 45 per cent no longer on New Deal divide into 13 per cent now in employment, 22 per cent unemployed, and 10 per cent inactive. As proportions of all respondents, these figures convert to 6 per cent, 10 per cent and 5 per cent respectively.

Chapter Four

The table also shows how far the labour market status varied by the type of Option that had ended. The proportion moving into jobs was lowest for those exiting the Environment Task Force. Exits to inactivity were rather high from this Option. Exits to jobs were highest from the full-time education and training Option (apart from the very small group who had been on the self-employment Option). The overall proportion in unemployment showed relatively little variation across former Options.

Overall, then, the majority of people who had ended an Option before the survey interview remained on New Deal, usually on post-Option advice but in some cases on a further Option. Of those leaving New Deal, about twice as many were unemployed or inactive as were in jobs.

4.3 *Who takes which Options?*

The question considered in this section is whether there are differences in the characteristics of those taking part in the various Options. The main emphasis is upon current participation in Options. However, information on Options which have ended is also separately provided

The issue of 'who goes into which Option?' is of central importance to the evaluation. Chances of getting jobs depend on individual characteristics, and unless these are taken into account one cannot say how much an Option has improved participants' prospects. Accordingly, this topic will be the focus of multivariate analysis in the second stage of the research.

At this stage, however, such an analysis is not feasible. This is primarily because the process of entering Options, as mentioned earlier, was incomplete at the time of the survey, with one quarter of the respondents still on the Gateway. The analysis presented here, therefore, is exploratory, descriptive analysis. The aim is to flag any apparent differences to give some 'feel' for the degree of selection (or self-selection) into each Option.

The apparent differences revealed by this exploratory analysis should be viewed with great caution. The attributes considered will often be correlated, and the differences between Options may become much smaller or much larger when adjusted to take account of intercorrelations.

The characteristics considered include many which have been shown, in previous research, to affect the chances of leaving unemployment and finding a job. They are:

Gender; age; ethnicity; period of unemployment on entry to NDYP, whether the individual has ever been in paid work; limiting health problem or disability; educational qualification; vocational qualification; problems of numeracy and literacy; and responsibility for housing costs.

Results are reported only where there is indication of a difference between Options which could be of practical significance. In the following section, if there is no comment on a characteristic noted in the above list, this indicates that there is no apparent association between the characteristic and participation in any of the

Chapter Four

Options Here the presentation takes one characteristic at a time, but in the final section of the chapter, the results are also summarised for each Option

4.3.1. Gender

Women were as likely as men to be on Options at the time of the survey interview (28 per cent in each case; Table 4.3(a)). However, they were slightly more likely not to be on New Deal than men (45 per cent against 39 per cent). Thus, conditional on being in New Deal, women were slightly more likely to be on Options at the time of the survey. However, women were slightly less likely than men to have been on an Option that had ended.

Table 4.3(a) Gender, by current New Deal status

| | <i>Male</i> | <i>Female</i> |
|------------------------|-------------|---------------|
| | % | % |
| Gateway | 25 | 21 |
| Option | 28 | 28 |
| Post-Option advice | 7 | 6 |
| Left New Deal | 39 | 45 |
| <i>Weighted base</i> | 4281 | 1729 |
| <i>Unweighted base</i> | 4252 | 1758 |

Base all respondents

Table 4.3(b) Gender, by current New Deal/Option status

| | <i>Male</i> | <i>Female</i> |
|-------------------------------------|-------------|---------------|
| | % | % |
| Gateway | 25 | 21 |
| Employment Option | 10 | 12 |
| Voluntary sector Option | 3 | 3 |
| Environment Task Force | 3 | 1 |
| Self-employment Option | * | * |
| Full-time education/training Option | 13 | 12 |
| Post-Option advice | 7 | 6 |
| Left New Deal | 39 | 45 |
| <i>Weighted base</i> | 4281 | 1729 |
| <i>Unweighted base</i> | 4252 | 1758 |

Base all respondents

Table 4.3(b) shows the proportions of women and men in each type of Option. These proportions were similar except that fewer women were in the Environment Task Force (ETF) Option (1 per cent against 3 per cent). Additionally, 2 per cent of men had been on an ETF Option before their current status, whereas the proportion for women was close to zero (Table 4.4)

Chapter Four

Table 4.4 Gender, by Past New Deal Option status

| | <i>Male</i> | <i>Female</i> |
|--|-------------|---------------|
| | % | % |
| Past Gateway | 46 | 46 |
| Past Employment Option | 8 | 7 |
| Past Voluntary work Option | 2 | 2 |
| Past Environment Task Force | 2 | * |
| Past Self-employment Option | 1 | 1 |
| Past Full-time education/training Option | 9 | 10 |
| No Past New Deal | 44 | 47 |
| <i>Weighted base</i> | 4281 | 1729 |
| <i>Unweighted base</i> | 4252 | 1758 |

Base all respondents Note Past New Deal status is a multiple response question so that the percentages add to more than 100

4.3.2 Ethnicity

A smaller proportion of the ethnic minorities was on Options at the time of the survey interview than in the case of the white majority (23 per cent against 29 per cent; Table 4.5(a))

Table 4.5(a) Ethnicity, by current New Deal status

| | <i>white</i> | <i>Non-white ethnic</i> |
|------------------------|--------------|-------------------------|
| | % | % |
| Gateway | 23 | 28 |
| Option | 29 | 23 |
| Post-Option advice | 7 | 6 |
| Left New Deal | 40 | 44 |
| <i>Weighted base</i> | 5002 | 998 |
| <i>Unweighted base</i> | 4635 | 1357 |

Base all respondents Excludes 18 unweighted cases with ethnicity missing

Table 4.5(b) Ethnicity, by current New Deal Option status

| | <i>white</i> | <i>Non-white ethnic</i> |
|-------------------------------------|--------------|-------------------------|
| | % | % |
| Gateway | 23 | 28 |
| Employment Option | 11 | 5 |
| Voluntary sector Option | 3 | 2 |
| Environment Task Force | 3 | * |
| Self-employment Option | * | * |
| Full-time education/training Option | 12 | 16 |
| Post-Option advice | 7 | 6 |
| Left New Deal | 40 | 44 |
| <i>Weighted base</i> | 5002 | 998 |
| <i>Unweighted base</i> | 4635 | 1357 |

Base all respondents, excluding 18 unweighted cases with ethnicity missing

As shown in Table 4.5(b), the largest difference was in the subsidised employment Option, where 5 per cent of ethnic minorities and 11 per cent of whites were taking part. In addition, whereas 3 per cent of the whites were taking part in ETF, virtually none of the ethnic minority respondents was doing so. Conversely, a larger

Chapter Four

proportion of the ethnic minorities was taking part in the full-time education and training Option (16 per cent, against 12 per cent in the case of whites).

Table 4.6. Ethnicity, by Past New Deal Option status

| | white | Non-white ethnic |
|--|-------|------------------|
| | % | % |
| Past Gateway | 47 | 41 |
| Past Employment Option | 8 | 5 |
| Past Voluntary work Option | 2 | 1 |
| Past Environment Task Force | 2 | 0 |
| Past Self-employment Option | 1 | 1 |
| Past full-time education/training Option | 9 | 8 |
| No Past New Deal | 44 | 52 |
| <i>Weighted base</i> | 5002 | 998 |
| <i>Unweighted base</i> | 4635 | 1357 |

Base all respondents, excluding 18 unweighted cases with ethnicity missing. Note Past New Deal status is a multiple response question so that the percentages add to more than 100

Members of the ethnic minorities were also less likely than whites to have taken part in an Option which had ended by the time of the survey (Table 4.6). This reflects the fact that participants from non-white ethnic minorities were more likely than whites to leave the programme early (see Chapter Six). Nearly as high a proportion of ethnic minorities as whites had taken part in a full-time education and training Option which had ended. However, only 5 per cent of minorities, as against 8 per cent of whites, had taken part in an employment Option. The ethnic minority participation rate had also been lower in the voluntary work Option and in the ETF Option

Groups from the Indian sub-continent seemed somewhat less likely than others to be on Options at the time of the survey (Indian and Bangladeshi 19 per cent, Pakistani 22 per cent). However, the interpretation of this finding is not clear, since groups from the Indian sub-continent were particularly likely not to be on New Deal at all. At the time of the survey, 58 per cent of the Indian group, 49 per cent of the Bangladeshi group, and 46 per cent of the Pakistani group were out of New Deal. The corresponding proportion was 40 per cent for the white group and below 40 per cent for the remaining ethnic groups.

4.3.3. Qualifying period of unemployment

The qualifying period of unemployment refers to the time spent in the unemployed spell up to entry to NDYP, as recalled by the respondent. Results with this variable should be treated with some caution due to the high percentage of respondents who were unable to recall their spell length.

At the time of the survey interview, those reporting the longest qualifying periods of unemployment (three years or more) were the most likely to be on an Option (38 per cent, against 26-31 per cent in other qualifying periods, Table 4.7(a)). There was however no overall relationship between length of qualifying period and proportion on Options.

Chapter Four

Table 4 7(a). Length of qualifying spell of unemployment, by current New Deal status

| | <i>Less than 6 mths</i> | <i>6 mths or more but less than 12mths</i> | <i>12 mths or more but less than 18 mths</i> | <i>18 mths or more but less than 2 years</i> | <i>2 years or more but less than 3 years</i> | <i>More than 3 years</i> |
|------------------------|-------------------------|--|--|--|--|--------------------------|
| | % | % | % | % | % | % |
| Gateway | 24 | 25 | 22 | 25 | 24 | 24 |
| Option | 26 | 28 | 31 | 29 | 29 | 38 |
| Post-Option advice | 7 | 6 | 7 | 5 | 9 | 7 |
| Left New Deal | 43 | 40 | 40 | 40 | 37 | 32 |
| <i>Weighted base</i> | <i>1589</i> | <i>1527</i> | <i>627</i> | <i>312</i> | <i>309</i> | <i>377</i> |
| <i>Unweighted base</i> | <i>1583</i> | <i>1448</i> | <i>631</i> | <i>306</i> | <i>334</i> | <i>379</i> |

Based on the 79 per cent of cases with reliable and precise date information. The 21 per cent without accurate data included 15 per cent with a start date earlier than the beginning of August 1998; 2 per cent with a start date beginning after 1st August 1998, and 4 per cent where we only knew the year in which the event began.

Those with qualifying periods of three years or more were particularly likely to be in the full-time education and training Option (19 per cent, against 11-14 per cent in other qualifying periods; Table 4 7(b)). This accounted for much of the overall difference in current Option participation.

Table 4 7(b) Length of qualifying spell of unemployment, by current New Deal Option status

| | <i>Less than 6 mths</i> | <i>6 mths or more but less than 12mths</i> | <i>12 mths or more but less than 18 mths</i> | <i>18 mths or more but less than 2 years</i> | <i>2 years or more but less than 3 years</i> | <i>More than 3 years</i> |
|------------------------------|-------------------------|--|--|--|--|--------------------------|
| | % | % | % | % | % | % |
| Gateway | 24 | 25 | 22 | 25 | 24 | 24 |
| Employment Option | 10 | 11 | 13 | 10 | 11 | 10 |
| Voluntary sector | 2 | 2 | 4 | 2 | 5 | 5 |
| Option | | | | | | |
| Environment Task Force | 2 | 2 | * | 3 | 3 | 4 |
| Self-employment | * | | * | * | | 1 |
| Option | | | | | | |
| Full-time education/training | 11 | 13 | 14 | 14 | 11 | 19 |
| Option | | | | | | |
| Post-Option advice | 7 | 6 | 7 | 5 | 9 | 7 |
| Left New Deal | 43 | 40 | 40 | 40 | 37 | 32 |
| <i>Weighted base</i> | <i>1589</i> | <i>1527</i> | <i>627</i> | <i>312</i> | <i>309</i> | <i>377</i> |
| <i>Unweighted base</i> | <i>1583</i> | <i>1448</i> | <i>631</i> | <i>306</i> | <i>334</i> | <i>379</i> |

Based on the 79 per cent of cases with reliable and precise date information. The 21 per cent without accurate data included 15 per cent with a start date earlier than the beginning of August 1998, 2 per cent with a start date beginning after 1st August 1998, and 4 per cent where we only knew the year in which the event began.

Table 4.8 shows the corresponding results for Options which had ended by the time of the survey. There was no clear indication that those with the longest qualifying periods were more likely to have been on Options which had ended. Their higher

Chapter Four

Option participation overall seems largely attributable to taking part in the full-time education and training Option with possibly a longer average completion time

Table 4.8 Length of qualifying spell of unemployment, by Past New Deal Option status

| | <i>Less than 6 mths</i> | <i>6 mths or more but less than 12mths</i> | <i>12 mths or more but less than 18 mths</i> | <i>18 mths or more but less than 2 years</i> | <i>2 years or more but less than 3 years</i> | <i>More than 3 years</i> |
|-----------------------------|-------------------------|--|--|--|--|--------------------------|
| | % | % | % | % | % | % |
| Past Gateway | 49 | 45 | 48 | 48 | 44 | 39 |
| Past Emp Option | 8 | 8 | 6 | 8 | 6 | 7 |
| Past Vol Option | 2 | 1 | 2 | 1 | 6 | 0 |
| Past ETF | 1 | 2 | 1 | 0 | 2 | 1 |
| Past Self-employment Option | 1 | 1 | 0 | 0 | 1 | 1 |
| Past FT ed/tr Option | 9 | 8 | 9 | 7 | 10 | 10 |
| No Past New Deal | 42 | 47 | 44 | 45 | 45 | 50 |
| <i>Weighted base</i> | <i>1589</i> | <i>1527</i> | <i>627</i> | <i>312</i> | <i>309</i> | <i>377</i> |
| <i>Unweighted base</i> | <i>1583</i> | <i>1448</i> | <i>631</i> | <i>306</i> | <i>334</i> | <i>379</i> |

Based on the 79 per cent of cases with reliable and precise date information. The 21 per cent without accurate data included 15 per cent with a start date earlier than the beginning of August 1998, 2 per cent with a start date beginning after 1st August 1998, and 4 per cent where we only knew the year in which the event began. Note Past New Deal status is a multiple response question so that the percentages add to more than 100.

4.3.4: No previous job

Those with no previous job are likely to have long periods of unemployment, and vice versa, so this analysis may overlap considerably with the previous set. In fact, the pattern of results is similar. Those with no previous job were somewhat more likely to be currently on an Option (32 per cent against 27 per cent). This was largely accounted for by a larger proportion on the full-time education and training Option (16 per cent against 12 per cent) (Table 4.9).

Table 4.9 Ever had work, by current New Deal Option status

| | <i>No Past work</i> | <i>Had Past work</i> |
|-------------------------------------|---------------------|----------------------|
| | % | % |
| Gateway | 23 | 24 |
| Employment Option | 11 | 10 |
| Voluntary sector Option | 4 | 3 |
| Environment Task Force | 2 | 2 |
| Self-employment Option | 0 | * |
| Full-time education/training Option | 16 | 12 |
| Post-Option advice | 8 | 7 |
| Left New Deal | 37 | 43 |
| <i>Weighted base</i> | <i>1837</i> | <i>4173</i> |
| <i>Unweighted base</i> | <i>1960</i> | <i>4050</i> |

Base: all respondents. Note: work includes any part-time or full-time job or self-employment.

However, there was no evidence that those with no previous job were more likely to have been on an Option which had ended (Table 4.10)

Chapter Four

Table 4 10 Ever had work, by Past New Deal Option status

| | <i>No Past work</i> | <i>Had Past work</i> |
|--|---------------------|----------------------|
| | % | % |
| Past Gateway | 44 | 47 |
| Past Employment Option | 8 | 8 |
| Past Voluntary work Option | 2 | 1 |
| Past Environment Task Force | 1 | 2 |
| Past Self-employment Option | 1 | 1 |
| Past full-time education/training Option | 10 | 9 |
| No Past New Deal | 46 | 44 |
| <i>Weighted base</i> | <i>1837</i> | <i>4173</i> |
| <i>Unweighted base</i> | <i>1960</i> | <i>4050</i> |

Base all respondents Note work includes any part-time or full-time job or self-employment Past New Deal status is a multiple response question so that the percentages add to more than 100

4.3.5: Work-limiting health problem

Those with a work-limiting health problem or disability affecting both the kind and amount of work they could do were less likely than other groups to be on an Option at the time of the survey interview, but this was in keeping with a low proportion remaining on NDYP. In this group, 21 per cent were on an Option and 48 per cent were still on NDYP, against 29 per cent and 60 per cent respectively for those without health problems (Table 4.11(a)). Those with a non-limiting health problem, or one which affected only the kind of work done, were as likely to be on an Option as were people with no health problem.

Table 4 11(a) Impact of health problems on ability to work, by current New Deal status

| | <i>No health problem</i> | <i>Health problem affects Kind and amount of work</i> | <i>Health problem affects Kind of work only</i> | <i>Health problem affects Amount of work only</i> | <i>Health problem affects Neither</i> |
|------------------------|--------------------------|---|---|---|---------------------------------------|
| | % | % | % | % | % |
| Gateway | 24 | 18 | 26 | (24) | 22 |
| Option | 29 | 21 | 28 | (41) | 29 |
| Post-Option advice | 7 | 9 | 6 | (6) | 9 |
| Left New Deal | 40 | 53 | 39 | (29) | 41 |
| <i>Weighted base</i> | <i>4933</i> | <i>496</i> | <i>235</i> | <i>(18)</i> | <i>328</i> |
| <i>Unweighted base</i> | <i>4962</i> | <i>466</i> | <i>254</i> | <i>(21)</i> | <i>307</i> |

Base all respondents

As shown in Table 4.11(b), those with a limitation affecting both kind and amount of work were relatively unlikely to be on the employment Option (6 per cent, against 11 per cent for those without any health problem). Those with a health problem that did not limit their capacity for work were also less likely to be on the employment Option (7 per cent). However, they were slightly more likely to be on the full-time education and training Option (16 per cent, against 10-13 per cent among other groups).

Chapter Four

Table 4 11(b) Impact of health problems on ability to work, by current New Deal Option status

| | No health problem | Health problem affects Kind and amount of work | Health problem affects Kind of work only | Health problem affects Amount of work only | Health problem affects Neither |
|--|----------------------|--|---|---|---|
| | % | % | % | % | % |
| Gateway | 24 | 18 | 26 | (24) | 22 |
| Employment Option | 11 | 6 | 10 | (9) | 7 |
| Voluntary sector Option | 3 | 3 | 4 | (7) | 4 |
| Environment Task Force | 2 | 1 | 1 | | 1 |
| Self-employment Option | * | * | | | |
| Full-time education/training Option | 13 | 10 | 13 | (24) | 16 |
| Post-Option advice | 7 | 9 | 6 | (6) | 9 |
| Left New Deal | 40 | 53 | 39 | (29) | 41 |
| Weighted base | 4933 | 496 | 235 | (18) | 328 |
| Unweighted base | 4962 | 466 | 254 | (21) | 307 |

Base all respondents

Turning to periods on Options before the survey interview, there were no clear associations with health limitations.

4 3 6 Educational qualifications

This analysis considers the highest educational qualification reported by the respondent. Scottish qualifications were classified separately. There were only a few clear associations between qualification and Option take-up

Table 4 12 Highest academic qualification, by New Deal Option status

| | Gateway | Employ- ment Option | Voluntary sector Option | ETF | FT education and training | Post- Option advice | Left New Deal |
|---------------------------------|---------|---------------------------|-------------------------------|-----|------------------------------------|---------------------------|---------------------|
| | % | % | % | % | % | % | % |
| GCSE (D, E, F, G) | 24 | 28 | 29 | 20 | 25 | 24 | 22 |
| GCSE (A,B,C) | 26 | 29 | 25 | 12 | 30 | 22 | 26 |
| A level / AS level | 4 | 6 | 8 | | 6 | 4 | 6 |
| Degree or higher degree | 1 | 2 | 5 | | 2 | 1 | 3 |
| SCE standard grade | 5 | 7 | 4 | 3 | 4 | 6 | 7 |
| SCE ordinary grade* | 1 | * | 2 | | * | 1 | 1 |
| SCE/SLC/SUPE higher grade | 1 | 2 | | | 1 | 1 | * |
| Other academic qualification | 1 | 1 | 2 | 4 | 4 | 3 | 2 |
| NO academic qualification | 36 | 26 | 25 | 60 | 28 | 37 | 33 |
| Weighted base | 1423 | 621 | 170 | 127 | 776 | 416 | 2468 |
| Unweighted base | 1485 | 606 | 173 | 133 | 825 | 428 | 2353 |

Base all respondents except 6 unweighted cases on self-employment Option Note SCE standard grade includes standard level 1,2,3, SCE ordinary grade includes passes, or grades A,B,C

Chapter Four

At the time of the survey interview, those with no educational qualifications formed a particularly large element in the ETF Option (60 per cent), and high percentages of those on Gateway and post-Option advice (Table 4.12). Among those with advanced or higher qualifications, there was a slight over-representation in the voluntary sector Option.

Table 4.13 provides the corresponding results for Options that had ended by the time of the survey. Differences by qualification were slight, but there was again a tendency for the ETF Option to contain a disproportionate number of those with no qualifications. There was also some indication that people with advanced or higher qualifications were more likely to have tried self-employment but given it up.

Table 4.13 Highest academic qualification, by Past Option status

| | <i>Past Gateway</i> | <i>Past emp Option</i> | <i>Past Vol Option</i> | <i>Past ETF</i> | <i>Past FT ed/tr Option</i> | <i>PastSelf-Emp Option</i> | <i>No Past New Deal</i> |
|------------------------------|---------------------|------------------------|------------------------|-----------------|-----------------------------|----------------------------|-------------------------|
| | % | % | % | % | % | % | % |
| GCSE (D, E, F, G) | 25 | 28 | 27 | 22 | 25 | 18 | 23 |
| GCSE (A,B,C) | 27 | 28 | 25 | 13 | 27 | 19 | 26 |
| A level / AS level | 5 | 3 | 4 | 5 | 5 | 15 | 5 |
| Degree or higher degree | 3 | 1 | 2 | 1 | 1 | 15 | 2 |
| SCE standard grade | 7 | 6 | 2 | 7 | 6 | 1 | 5 |
| SCE ordinary grade* | 1 | * | 1 | 0 | 0 | 0 | 1 |
| SCE/SLC/SUPE higher grade | 1 | 1 | 3 | 0 | 0 | 0 | 1 |
| Other academic qualification | 2 | 1 | 6 | 4 | 3 | 2 | 2 |
| NO academic qualification | 30 | 32 | 31 | 48 | 33 | 29 | 35 |
| <i>Weighted base</i> | <i>2775</i> | <i>456</i> | <i>105</i> | <i>90</i> | <i>545</i> | <i>61</i> | <i>2707</i> |
| <i>Unweighted base</i> | <i>2715</i> | <i>447</i> | <i>118</i> | <i>83</i> | <i>546</i> | <i>60</i> | <i>2742</i> |

Base all respondents. Note SCE standard grade includes standard level 1,2,3, SCE ordinary grade includes passes, or grades A,B,C

4.3.7. Literacy or numeracy problems

At the time of the survey interview, there was a slight indication that those who had had literacy or numeracy problems at some point since age 16 were more represented in the full-time education and training Option (16-17 per cent, against 12 per cent for those without such problems; Table 4.14)

There was also some indication that those with either literacy or numeracy problems were more likely to be in post-Option advice after a terminated Option (Table 4.15), with 9-11 per cent in this status compared with 6 per cent for those without literacy or numeracy problems. This perhaps suggests a greater tendency for those with educational deficits to terminate Options early.

Chapter Four

Table 4 14 Literacy and numeracy problems, by current New Deal Option status

| | <i>No literacy or numeracy problems</i> | <i>Numeracy problems only</i> | <i>Literacy problems only</i> | <i>Both Literacy and numeracy problems</i> |
|-------------------------------------|---|-------------------------------|-------------------------------|--|
| | % | % | % | % |
| Gateway | 24 | 22 | 24 | 23 |
| Employment Option | 11 | 9 | 8 | 8 |
| Voluntary sector Option | 3 | 1 | 3 | 4 |
| Environment Task Force | 2 | 2 | 4 | 3 |
| Full-time education/training Option | 12 | 16 | 16 | 17 |
| Post-Option advice | 6 | 11 | 9 | 10 |
| Left New Deal | 42 | 38 | 36 | 35 |
| Weighted base | 4672 | 266 | 595 | 477 |
| Unweighted base | 4667 | 253 | 600 | 490 |

Base all respondents. Note numeracy problems are any problems with the numbers or simple arithmetic since age 16, literacy problems are any problems with reading or writing English since age 16

Table 4 15 Literacy and numeracy problems, by Past New Deal Option status

| | <i>No literacy or numeracy problems</i> | <i>Numeracy problems only</i> | <i>Literacy problems only</i> | <i>Both Literacy and numeracy problems</i> |
|--|---|-------------------------------|-------------------------------|--|
| | % | % | % | % |
| Past Gateway | 47 | 48 | 45 | 38 |
| Past Employment Option | 7 | 11 | 6 | 10 |
| Past Voluntary work Option | 2 | 3 | 2 | 3 |
| Past Environment Task Force | 2 | 2 | 2 | * |
| Past Full-time education/training Option | 8 | 14 | 11 | 13 |
| Past Self-employment Option | 1 | * | 2 | 1 |
| No Past New Deal | 45 | 40 | 46 | 49 |
| Weighted base | 4672 | 266 | 595 | 477 |
| Unweighted base | 4667 | 253 | 600 | 490 |

Base. all respondents. Note. Past New Deal Status is a multiple response question so that the percentages add to more than 100

This was confirmed by an analysis of Options that had ended by the time of the interview (Table 4.15). This showed that those with literacy or numeracy problems more often had a prior period on the full-time education and training Option. Whereas 8 per cent of those without literacy and numeracy problems had a prior period on full-time education and training, the proportion was 11-14 per cent for those with various literacy and numeracy problems. This may be interpreted in several ways. It is possible, for example, that those having an unsuccessful education and training placement may become more aware of literacy and numeracy problems. It is also possible that such problems affect progress on the Option and lead to termination.

Chapter Four

4.4. *Participants' perceptions of current Options*

In the preceding section, Options were compared in terms of some of the characteristics of those who participate in them. The following sections focus on how participants perceived and assessed their Option experience, focusing upon those who were participating in an Option at the time of the survey interview.¹ It does not include information about Options which had earlier been terminated (these are considered later in the chapter). Later we will look more closely at some of the content offered in each Option.

A limitation of the results, at this stage, is that at the time of the survey interview a substantial proportion of respondents remained on Gateway and had not yet experienced Options (see Chapter Two). The results are therefore incomplete at this stage.

One should also caution against using the results of questions about satisfaction and other perceptions to judge the effectiveness of Options or the relative effectiveness of one Option against another. It is worth spending some time developing this point before discussing the results themselves.

Expressions of satisfaction or dissatisfaction cannot in general be equated with the effectiveness or ineffectiveness of a programme. For example, if 70 per cent of respondents express that they are satisfied with a programme, it does not follow that this group did better *in their own terms* by taking part in that programme than if they had not taken part (or if they had taken part in a different way). Nor does it follow that if 30 per cent say they are dissatisfied, they were worse off *in their own terms* by taking part in the programme than if they had not taken part. Still less does an expression of satisfaction or dissatisfaction indicate that individuals have done better or worse *in terms of the aims of the programme*, which may not correspond to their personal aims.

Although the preceding paragraph is probably self-evident, it is worth listing a few of the reasons why satisfaction has no necessary relationship with effectiveness:

- Measuring effectiveness involves a 'counterfactual' (what would have happened if the individual did not take part) and it is difficult for individuals to think or express themselves in these terms.
- Even if they do think in these terms and even if they base their judgement on this kind of comparison, they may lack the information to make an accurate judgement. (How would they know that they would have fared differently, if they had done something else?).
- The behaviour of individuals may be influenced by a programme in ways of which they are unaware, or which they do not wish to acknowledge. For example, a programme may achieve a positive effect by imposing a sanction on an individual, leaving the individual better-off, but dissatisfied with the programme.

¹ The sub-sample to which this set of questions applies consisted of 28 per cent of all respondents.

Chapter Four

- Satisfaction often involves a comparison of what one receives with what one expects to receive. As a result, those with low expectations are particularly likely to express themselves as satisfied.

It may seem that these problems can be avoided by asking individuals to make a direct judgement about whether the programme has been helpful to them, as was done in this survey. However, it remains very doubtful whether individuals answer this question in terms of a 'counterfactual'. It is more likely that they will compare their position after being in the programme for some time with their position before entering the programme. They may well have made some progress during the programme, but from the viewpoint of an evaluation of effectiveness, the crucial issue is whether this progress is greater than would have been achieved in the absence of the programme (or by taking a different route within the programme). Moreover, their judgement may be biased by actual outcomes (as shown in the analysis of satisfaction with NDPA advice presented in Chapter Three), making them attribute helpfulness to the programme when things have turned out better than they expected but not when things have turned out worse than they expected. Their judgement of helpfulness may also be biased by the amount or apparent cost of the assistance which they have received. For example, those who get sent on an expensive course of full-time education may feel they have received much more than those who are assisted into an unsubsidised job during the Gateway, but it is possible that the latter is the more effective assistance for them.

Even though satisfaction levels or perceived helpfulness cannot be equated with effectiveness, it may be of interest to know which parts of the programme are more appreciated and which parts are less appreciated. In principle, it is possible to compare satisfaction levels or perceived helpfulness of the programme between programme elements such as the Options. However, simple comparisons may well be very misleading, because the people who take part in each Option have a different mix of characteristics (see the last section), and one will not be comparing like with like. Also, at this stage of the sample's experience, some people have been longer in Options than others, and some remain in Options while others have left for something else. In short, the problem of comparing satisfaction measures across Options is no less complex than the task of assessing the relative performance of the Options in terms of employment and other labour market outcomes. It cannot be done with simple descriptive data.

Comparisons between groups of participants – such as men and women, or those with different levels of qualifications – run into still greater complications. To compare satisfaction with NDYP between men and women, for example, one would have to take account of different proportions of men and women in the Gateway and Options (for instance, a very low proportion of women in ETF). Additionally, apparent differences in satisfaction or other perceptions between men and women could result from other differences, such as different levels of qualification, or different job opportunities between the sexes. A sound method of dealing with these complications would be to make comparisons between men and women only within each part of NDYP (e.g., are men more satisfied with women *within* the Employer Option?), but with statistical controls for other characteristics which influence entry to each of the Options being compared. To answer questions about the relative

Chapter Four

effectiveness of NDYP *as a whole* for men and women, would require some kind of integration across the various comparisons which could be made in this way.

Evidently, the comparisons between Options or between groups with different characteristics, cannot be undertaken at the present descriptive stage of the research

How then should the information provided in this chapter be interpreted and used at present? The reader may be able to form a 'common sense' judgement of the results against prior expectations for the programme, taking into account the nature of the client group and the stage which they had reached in NDYP when the survey took place. Such judgements would perhaps in part be informed by previous experience of customer satisfaction surveys, and in part by observations of this and other programmes in action. The authors do not have this kind of information, so it would be inappropriate to offer any opinions on how well NDYP is doing in the eyes of its customers. From the viewpoint of the research team, the information is of interest for different reasons. It provides a baseline against which change in satisfaction can be measured at the follow-up interview in 2000 (and these change measures will make it considerably easier to draw conclusions). It also indicates the main sources of variation in satisfaction, which will help in the design of a more rigorous analysis at the next stage of the research

With this warning in mind, the following section presents respondents' satisfaction with Options.

4.5: Overall satisfaction with Options

Table 4.16 Satisfaction with New Deal Option

| | % |
|---------------------------------------|------|
| Completely satisfied | 30 |
| Very satisfied | 32 |
| Fairly satisfied | 25 |
| Neither satisfied nor Dissatisfied | 4 |
| Fairly dissatisfied | 4 |
| Very dissatisfied | 3 |
| Completely dissatisfied | 2 |
| Too early to say | 1 |
| No opinion | * |
| Weighted base | 1683 |
| Unweighted base | 1719 |

Base: those currently on a New Deal Option. Note: includes self-employment Option

The majority (62 per cent) of Option participants were either 'completely' or 'very' satisfied with Options, and 87 per cent expressed positive satisfaction to some degree (Table 4.16). Thirty per cent declared themselves 'completely satisfied', compared to 32 per cent who were 'very satisfied', and 'fairly satisfied' by 25 per cent. So nearly two in three (62 per cent) were either completely or very satisfied and 87 per cent expressed positive satisfaction to some degree. Conversely, 13 per cent (about one in eight) were either dissatisfied to some degree (9 per cent) or non-committal (4 per cent).

Chapter Four

Table 4 17 shows the break-down of results on overall satisfaction by the type of Option Assistance with self-employment, which was included in the base figures in Table 4 16, has too few participants to be separately analysed here

Table 4 17 Option Satisfaction, by Option

| | Employment Option | Voluntary sector Option | ETF | FT education and training |
|---------------------------------------|----------------------|----------------------------|-----|------------------------------|
| | % | % | % | % |
| Completely satisfied | 33 | 25 | 18 | 29 |
| Very satisfied | 36 | 39 | 28 | 29 |
| Fairly satisfied | 19 | 20 | 34 | 29 |
| Neither satisfied nor Dissatisfied | 3 | 5 | 5 | 4 |
| Fairly dissatisfied | 3 | 8 | 5 | 3 |
| Very dissatisfied | 3 | 1 | 4 | 3 |
| Completely dissatisfied | 1 | 2 | 5 | 1 |
| Too early to say | 1 | 1 | 1 | 2 |
| No opinion | 1 | * | | * |
| Weighted base | 620 | 167 | 127 | 761 |
| Unweighted base | 604 | 169 | 133 | 807 |

Base those currently on a New Deal Option

The greatest satisfaction appeared to attach to subsidised employment, which had the highest proportion of those expressing complete satisfaction, or saying that they were either completely or very satisfied There was little difference in satisfaction between the voluntary and full-time education and training Options The ETF Option had the lowest satisfaction ratings, with 18 per cent 'completely satisfied' (against 25-33 per cent in the other Options), 46 per cent either 'completely' or 'very' satisfied (against 58-69 per cent in the other Options), and 80 per cent 'completely', 'very' or 'fairly' satisfied (against 84-88 per cent in the other Options) Differences of this magnitude may turn out to be non-significant once the varying characteristics of participants in each type of Option have been properly taken into account by multivariate statistical methods.

Table 4 18 Mean satisfaction by Current Option

| | Mean |
|---|------|
| Employment Option | 2.20 |
| Environment Task Force | 2.84 |
| Voluntary sector Option | 2.40 |
| Full-time education and training Option | 2.35 |

Base those currently on a New Deal Option, excluding 'no opinion' and 'too early to say' on satisfaction question Note Low score indicates high satisfaction

The comparison between Options can also be made by scaling the responses numerically, from 1 for completely satisfied to 7 for completely dissatisfied. The small number not giving a reply on the scale have been excluded. A low average for a sub-group indicates a high level of satisfaction. The results of this exercise are shown in Table 4 18. It confirms that subsidised employment produced the most satisfied

Chapter Four

ratings on average, with full-time education and training and voluntary work close together, and ETF somewhat behind.²

4.6 Training within work-based Options

One of the ways in which participants may judge Options is as a training opportunity. The intention in establishing NDYP was to offer opportunities for education and training to all those taking part in Options. Those who took part in the work-based Options (subsidised employment, voluntary work, ETF or assisted self-employment) were asked first whether they had received or were receiving training, and then how satisfied they were with training (if any). Of course, reports of training depend on individual judgement about what constitutes a significant amount of training, and participants' judgements would not necessarily agree with those of a placement provider or of an independent inspector.

Overall two thirds (68 per cent) of those in the work-based Options regarded themselves as getting training for the work while one third (32 per cent) felt that they did not, confirming qualitative research indicating that training was often lacking (Woodfield, Turner and Ritchie, 1999). On breaking down the results by type of Option, there was a clear difference between subsidised employment and ETF on the one hand (71-73 per cent reporting training), and voluntary work on the other (53 per cent reporting training) (Table 4.19).

Table 4.19 Receipt of training, by Option

| | <i>Employment Option</i> | <i>Voluntary sector Option</i> | <i>ETF</i> |
|------------------------|--------------------------|--------------------------------|------------|
| | % | % | % |
| Yes | 71 | 53 | 73 |
| No | 29 | 46 | 27 |
| Don't Know | * | 1 | 0 |
| <i>Weighted base</i> | 620 | 167 | 127 |
| <i>Unweighted base</i> | 604 | 169 | 133 |

Note: those currently on a New Deal work-based Option

The relative results for ETF and the voluntary sector Option are consistent with those reported near the end of Chapter Two, concerning respondents' self-classification of their current employment status. There it was found that 21 per cent on ETF participants classified themselves as in full-time education or training, whereas the percentage in the case of the voluntary sector Option was 15 per cent (see Table 2.7).

Those saying they received training were then asked to state how long this had lasted or (if still continuing) was going to last. The majority of those getting training (62 per cent) replied that the training was continuous or ongoing, rather than giving a time period (Table 4.20).

² The qualitative research from Pathfinder areas also indicated that the employment Option was viewed favourably (Woodfield, Turner and Ritchie, 1999). However, the voluntary sector Option was grouped with ETF as one of the two less attractive Options. The findings here are not so clear cut.

Chapter Four

Table 4 20 Length of training

| | % |
|-----------------------------|------------|
| Less than a week | 10 |
| 1-2 weeks | 5 |
| 3 weeks | 2 |
| 4 weeks | 1 |
| Over one month, up to 3 | 3 |
| Over 3 months, up to 6 | 10 |
| Over 6 months | 6 |
| Training ongoing/continuous | 62 |
| Don't know | * |
| <i>Weighted base</i> | <i>625</i> |
| <i>Unweighted base</i> | <i>601</i> |

Base those currently on a New Deal work-based Options who are receiving training

The suggestion was that for these participants training was an element running through the Option. A further 10 per cent said that their training lasted for 3-6 months, and 6 per cent that it lasted for more than six months. So for nearly four in five (78 per cent) of those receiving training, it seemed to form a substantial element of their Option. On the other hand, 10 per cent of those receiving training said that it lasted less than a week, and five per cent for 1-2 weeks, a rather brief exposure to training

Although there were differences by Option in whether training was reported at all, there were no clear differences between the Options in the time for which training continued.

4 7: *Satisfaction with training within work-based Options*

If people got training on their work-based Options, they were mostly satisfied with it. As shown in Table 4.21, 30 per cent said they were completely satisfied, 71 per cent either completely or very satisfied, and 89 per cent either completely, very or fairly satisfied. Six per cent expressed dissatisfaction with their training.

Breaking this down by type of work-based Option, a slightly higher proportion said that they were completely or very satisfied with training among those in subsidised employment or voluntary work (72-73 per cent) than in ETF (62 per cent; Table 4 22). A higher proportion in ETF said they were 'fairly satisfied'. However, in interpreting these results it should be recalled that the proportions saying that they received any training was higher in ETF than in voluntary work. It should also be noted that qualitative research revealed widespread criticism of training provision in Pathfinder Options (Woodfield, Turner and Ritchie, 1999). It may be that training provision had improved a year or so after national roll-out of NDYP. Alternatively, reasonable levels of satisfaction alongside serious criticisms of training provision may point to relatively low expectations regarding the training participants expect to find on a government training programme

Chapter Four

Table 4.21 Satisfaction with training received to do the work

| | % |
|---------------------------------------|------------|
| Completely satisfied | 30 |
| Very satisfied | 41 |
| Fairly satisfied | 18 |
| Neither satisfied nor Dissatisfied | 2 |
| Fairly dissatisfied | 4 |
| Very dissatisfied | 1 |
| Completely dissatisfied | 1 |
| Too early to say | 2 |
| No opinion | |
| <i>Weighted base</i> | <i>625</i> |
| <i>Unweighted base</i> | <i>601</i> |

Base those currently on a New Deal work-based Option, who are receiving training

Table 4.22. Satisfaction with training received to do the work, by Option

| | <i>Employment Option</i> | <i>Voluntary sector Option</i> | <i>ETF</i> |
|---------------------------------------|--------------------------|------------------------------------|------------|
| | % | % | % |
| Completely satisfied | 29 | 34 | 29 |
| Very satisfied | 43 | 39 | 33 |
| Fairly satisfied | 18 | 16 | 24 |
| Neither satisfied nor Dissatisfied | 2 | 4 | 2 |
| Fairly dissatisfied | 3 | 5 | 5 |
| Very dissatisfied | 1 | 1 | 2 |
| Completely dissatisfied | 2 | 1 | 1 |
| Too early to say | 2 | 1 | 4 |
| <i>Weighted base</i> | <i>438</i> | <i>88</i> | <i>93</i> |
| <i>Unweighted base</i> | <i>422</i> | <i>89</i> | <i>87</i> |

Base those currently on a New Deal work-based Option who received training lasting more than a week or that is continuous

4.8. Do Options accord with personal preferences?

An alternative method of assessing participants' feelings about Options was to ask them whether the current Option was what they really wanted to do. This question is specially relevant to NDYP because of its aim of offering choice to individuals in developing their own pathways out of unemployment

Table 4.23 Is this New Deal Option what was really wanted?

| | % |
|------------------------|-------------|
| Yes | 70 |
| No | 23 |
| Not sure | 6 |
| <i>Weighted base</i> | <i>1683</i> |
| <i>Unweighted base</i> | <i>1719</i> |

Base those currently on a New Deal Option Note includes Self-employment Option

Chapter Four

Of those people on Options at the time of the survey interview, 70 per cent stated that the Option was what they really wanted to do, while 23 per cent said that it was not and 6 per cent were not sure (Table 4.23).

Breaking this down by type of Option (Table 4.24), 82 per cent of those on the full-time education and training Option were doing what they wanted to, while the proportions were markedly lower for subsidised employment (64 per cent), voluntary work (59 per cent), and ETF (46 per cent).³

Table 4.24 Is this New Deal Option what was really wanted?, by Option

| | <i>Employment Option</i> | <i>Voluntary sector Option</i> | <i>ETF</i> | <i>FT education and training</i> |
|------------------------|------------------------------|------------------------------------|------------|--------------------------------------|
| | % | % | % | % |
| Yes | 64 | 59 | 46 | 82 |
| No | 30 | 33 | 43 | 13 |
| Not sure | 7 | 9 | 11 | 5 |
| <i>Weighted base</i> | <i>620</i> | <i>167</i> | <i>127</i> | <i>761</i> |
| <i>Unweighted base</i> | <i>604</i> | <i>169</i> | <i>133</i> | <i>807</i> |

Base those currently on a New Deal Option.

It is notable that whereas the overall satisfaction question placed subsidised employment slightly ahead of full-time education and training, the question about getting one's preference reversed this order. Voluntary work and ETF came in the same order on the present question as they did on satisfaction with their Option.

4.9. What did they really want to do?

If someone said that they were not doing what they wanted to, they were asked to specify what they would have preferred.⁴ This question seems a particularly simple and direct way of explaining and interpreting individual aspirations.

Table 4.25. What was really wanted instead

| | % |
|--|------------|
| Work in a different job | 57 |
| Work as self-employed | 7 |
| Work for the voluntary sector | 1 |
| To go into full-time education and training | 9 |
| Go into a different course than what doing on full-time education and training | 11 |
| Work in a paid job instead what doing on full-time education and training | 14 |
| Something else/don't know | 7 |
| <i>Weighted base</i> | <i>493</i> |
| <i>Unweighted base</i> | <i>516</i> |

Base those currently on a New Deal Option, who didn't really want to do it

³ Other research has identified ETF as the Option with the highest proportion of mandatory referrals (Tavistock Institute, 1999)

⁴ Consequently, it was asked of just one in twelve of all respondents, or a little less than one in three of those on Options at the time of the survey interview.

Chapter Four

Considering all the current participants in Options together, most of the disappointed preferences related to jobs (Table 4.25). Some 57 per cent said that they wanted to work in a different job to the one they were doing, 14 per cent wanted to work in a paid job, and 7 per cent wanted to work as self-employed. Most of the remaining answers concerned education and training: 9 per cent wanted to go on the full-time education and training Option, and 11 per cent wanted to go on a different course to the one they had.

Table 4 26 breaks down these results by the type of Option which people were on. Those who wanted to work in a different job, the largest category by far, came from all the work-based Options, and many of these were from within the employment Option. Those who wanted a paid job came entirely from the full-time education and training Option, because this answer was not presented to those already taking part in a work-based Option.

Table 4 26 What was really wanted instead, by Option

| | <i>Employment Option</i> | <i>Voluntary sector Option</i> | <i>ETF</i> | <i>FT education and training</i> |
|--|------------------------------|------------------------------------|------------|--------------------------------------|
| | % | % | % | % |
| Work in a different job | 79 | 69 | 78 | |
| Work as self-employed | 10 | 13 | 6 | |
| Work for the voluntary sector | * | 6 | | * |
| To go into full-time education and training | 10 | 14 | 17 | |
| Go into a different course than what doing on full-time education and training | NA | NA | NA | 42 |
| Work in a paid job instead of what doing on full-time education and training | NA | NA | NA | 52 |
| Something else/don't know | 8 | 4 | 5 | 9 |
| <i>Weighted base</i> | 225 | 69 | 69 | 30 |
| <i>Unweighted base</i> | 216 | 77 | 72 | 151 |

Base: those currently on a New Deal Option, who didn't really want to do it. Note: NA means not applicable.

These responses suggest that a higher proportion of NDYP participants would have been able to follow their preferences if there had been a greater availability of places on the subsidised employment Option. This however is not the same as saying that they would have fared better on the employment Option.

In the survey interview, a broader question was also asked of all respondents to indicate their agreement or disagreement with the statement "On New Deal people are pushed into things they don't want to do". Among those participating in Options, opinion was divided nearly 50-50 on this issue. And they were much more likely to agree with the statement, if they said that their current Option was not what they wanted to do. Among those currently doing what they wanted to, 35 per cent agreed with the statement, but this rose to 59 per cent among those not doing what they wanted to.

Chapter Four

The results of this broader question therefore extend those of the earlier question which specifically related to the current Option. It seems that in many cases, New Deal has not been able to win the agreement and commitment of participants to the processes of placement.

4.10. Training and attitudes to work-based Options

Disappointment about training may be another reason for adverse attitudes towards Options. This will be particularly so if training seems important to young people who are trying to get a foot-hold in employment.

A quite strong association was found when training was related to whether the current activity was what the participant really wanted to do. The proportion who gave a positive reply was 67 per cent if they had received training, but 47 per cent if they had not. It seems then that the receipt or non-receipt of training is associated with about a 20 percentage point shift in overall feelings towards the Option. Again, this result must be viewed with caution. One reason is that the recipients of training may differ from the non-recipients and this could affect their experiences and their perceptions in a variety of ways. The other is that satisfaction or dissatisfaction may itself influence replies about training or other features of Options. In other words, a dissatisfied customer may discount the services that have been provided and be unwilling to give credit for them.

Table 4.27 Satisfaction with Option, by whether really wanted to do the Option

| | <i>Yes</i> | <i>No</i> | <i>Not sure</i> |
|---------------------------------------|-------------|------------|-----------------|
| | % | % | % |
| Completely satisfied | 36 | 15 | 11 |
| Very satisfied | 34 | 26 | 37 |
| Fairly satisfied | 21 | 30 | 1 |
| Neither satisfied nor Dissatisfied | 2 | 9 | 5 |
| Fairly dissatisfied | 2 | 9 | 4 |
| Very dissatisfied | 2 | 6 | 1 |
| Completely dissatisfied | 1 | 4 | 0 |
| Too early to say | 1 | 1 | 1 |
| No opinion | * | * | 2 |
| <i>Weighted base</i> | <i>1182</i> | <i>395</i> | <i>105</i> |
| <i>Unweighted base</i> | <i>1198</i> | <i>423</i> | <i>98</i> |

Base: those currently on a New Deal Option

It is of some interest to examine the relationship between the question about satisfaction and the question about getting the Option one really wanted to do. As would be expected, those not doing what they really wanted were more likely to be dissatisfied with their Option (19 per cent expressing dissatisfaction, against 5 per cent among those doing what they really wanted, Table 4.27). There was also a smaller proportion among them who stated that they were completely or very satisfied (41 per cent, against 70 per cent among those doing what they really wanted).

Chapter Four

4.11 Attitudes towards Options that have ended

As explained above, about one-in-five of the respondents had been through an Option prior to their present activity, and it seems likely that these were Options that had terminated early. One possible reason for early termination is a lack of fit between individual expectations and the Option placement. To the extent that this has occurred, one would find a relatively high level of dissatisfaction with Options that ended early.

Table 4 28 Satisfaction with Past New Deal Option, by Past Option

| | <i>Past Employment Option</i> | <i>Past Voluntary sector Option</i> | <i>Past ETF</i> | <i>Past FT education and training</i> | <i>Past Self- employment Option</i> |
|---------------------------------------|---------------------------------------|---|---------------------|---|---|
| | % | % | % | % | % |
| Completely satisfied | 16 | 24 | 14 | 19 | (48) |
| Very satisfied | 19 | 20 | 24 | 18 | (24) |
| Fairly satisfied | 21 | 21 | 18 | 26 | (12) |
| Neither satisfied nor Dissatisfied | 7 | 8 | 7 | 8 | (4) |
| Fairly dissatisfied | 12 | 13 | 21 | 12 | (0) |
| Very dissatisfied | 12 | 2 | 8 | 8 | (0) |
| Completely dissatisfied | 10 | 12 | 8 | 9 | (8) |
| Too early to say | 1 | 0 | 1 | * | (4) |
| No opinion | 1 | 1 | 0 | 1 | 0 |
| <i>Weighted base</i> | <i>354</i> | <i>94</i> | <i>81</i> | <i>471</i> | <i>14</i> |
| <i>Unweighted base</i> | <i>354</i> | <i>103</i> | <i>74</i> | <i>469</i> | <i>17</i> |

Base those with a Past New Deal Option

Table 4.28 examines this by looking at satisfaction ratings for Options which had come to an end by the time of the survey. The number of people with a previous self-employment Option was too small for analysis

For the subsidised employment Option, 34 per cent expressed some degree of dissatisfaction, for voluntary work the proportion was 27 per cent, for ETF it was 37 per cent, and for full-time education and training, it was 29 per cent. These were much higher levels of dissatisfaction than the corresponding figures for current Options. These findings are consistent with the notion that dissatisfaction may result from a lack of fit between the individual's expectations and the Option placement. However, the fact that an individual has had an unsatisfactory placement does not indicate that an alternative placement would have been more successful. One has to take into account how difficult or easy it would be to find an effective placement for a person of a particular type.

As might be expected, people who had left Options by the time of the survey interview were relatively unlikely to say that that former Option was what they really wanted to do. The proportions were in the range 42-46 per cent for the three work-based Options, rising to 67 per cent for full-time education and training. These figures are around 15 percentage points lower than in the case of current Options.

Chapter Four

It was shown above, for current Options, that those not reporting receipt of training were more likely to be dissatisfied or disappointed. In the case of Options which had ended early, receipt of training was reported considerably less often than in the case of current Options

- In the employment Option, 38 per cent of 'early leavers' reported receipt of training (against 71 per cent of current placements);
- among ETF 'early leavers', 43 per cent reported training, against 73 per cent currently;
- in the voluntary work Option, the corresponding results were 40 per cent and 53 per cent respectively

This evidence may suggest that a perceived lack of training was one of the reasons for Options ending early. But there are also several other possible interpretations. For example, where there was an obvious mismatch between the participant and the placement, training may not have been initiated because of the other problems. Or again, someone with an unsuccessful placement may not wish to give credit for the training provided. Interpretations such as these can be more reliably disentangled when results from the follow-up survey are available.

4.12 *Subsidised employment Option*

This section provides additional information about subsidised jobs, which were held by just over 10 per cent of the respondents at the time of the survey interview. To provide a context in considering this information, parallel information is also provided concerning unsubsidised employment, which was held by 15 per cent of the respondents at the time of the survey interview. It should be emphasised, however, that differences between the attributes of subsidised and unsubsidised jobs only give a partial picture. The people entering the two kinds of employment may themselves have different characteristics or needs.

4.12.1 *Earnings*

The distribution of net (take-home) hourly earnings in the subsidised jobs are shown in Table 4.29. These hourly earnings are calculated from questions about pay received in a week or other pay period, and actual weekly hours during the pay period.

Those in subsidised jobs tended to earn less than those in unsubsidised jobs. About one in four (26 per cent) of those in subsidised jobs had take-home rates of pay of less than £2.50 per hour in the reference pay period, whereas the corresponding proportion for those in unsubsidised jobs was 8 per cent. It is possible that some of the lowest hourly earnings figures (e.g., below £1 per hour) are unreliable, resulting from confusions in reporting pay periods or weekly hours, and these occur more in the reports from the subsidised jobs. But the differences in earnings distributions between the subsidised and unsubsidised jobs are too large to be attributed to reporting errors.

Chapter Four

Table 4 29 Hourly take-home pay, by current job status

| | <i>New Deal employment Option</i> | <i>unsubsidised job</i> |
|----------------------------------|-----------------------------------|-------------------------|
| | % | % |
| less than £2 50 | 26 | 8 |
| £2 50-£3 49 | 32 | 32 |
| £3 50-£4 49 | 18 | 31 |
| £4 50-£5 49 | 3 | 8 |
| £5 50-£9 49 | 1 | 5 |
| £9 50+ | 1 | 1 |
| Gets training allowance/not sure | * | 0 |
| Missing data | 20 | 14 |
| <i>Weighted base</i> | <i>620</i> | <i>916</i> |
| <i>Unweighted base</i> | <i>605</i> | <i>843</i> |

Base all respondents currently in a subsidised New Deal employment Option or an unsubsidised job

The largest proportion of hourly earnings, for both groups of jobs, was in the band £2.50-£3 49. This is the band containing the national minimum wage (£3.60 per hour, gross) and the youth and training equivalent (£3.20 per hour gross), which were introduced in April 1999. The next largest proportion was in the band £3.50-4.49. Thirteen per cent of unsubsidised jobs yielded earnings of £4 50 per hour or more, while the corresponding figure for subsidised jobs was 5 per cent.

The chief practical interest of these findings is in what they suggest about the importance of wage costs to employers who offer subsidised employment places. Wage costs may be particularly important for these employers because of the requirement to provide significant amounts of training.⁵ As was shown earlier, about seven in 10 of the participants in the employment Option reported receiving training.

4 12.2: Weekly hours

The median of hours worked (the hours with 50 per cent above and 50 per cent below) was 37 for those in subsidised jobs, and virtually the same (38) for those in unsubsidised jobs. The lower and upper quartiles (containing the middle 50 per cent of the distribution) for those in subsidised jobs were 30 and 40 hours respectively, and this was the same for the unsubsidised jobs. From these results, it also appears that one quarter of the subsidised jobs (and also of the unsubsidised jobs) were part-time, where part-time is defined as less than 30 hours per week.

4 12.3. Occupations

Table 4 30 shows the proportions of jobs in various broad occupational groups (defined by the Standard Occupational Classification). There were five occupational groups with more than 10 per cent of the respondents who were in subsidised jobs. In descending order of magnitude, these were:

- Craft and related (skilled manual jobs) (23 per cent)
- Other (unskilled jobs, mostly in service industries) (19 per cent)

⁵ It is noteworthy that the training subsidy is widely viewed by employers as insufficient compensation for training costs (Elam and Snape, 1999)

Chapter Four

- Clerical and secretarial (17 per cent)
- Personal and protective services (11 per cent)
- Sales (which includes many kinds of retail work) (11 per cent)

Table 4 30 Major Occupation, by job status

| | <i>New Deal employment Option</i> | <i>unsubsidised job</i> |
|--------------------------------|-----------------------------------|-------------------------|
| | % | % |
| Managers & administrators | 4 | 2 |
| Professionals | 1 | 1 |
| Associate prof & technical | 6 | 2 |
| Clerical & secretarial | 17 | 13 |
| Craft & related | 23 | 10 |
| Personal & protective services | 11 | 14 |
| Sales | 11 | 14 |
| Plant & machine operators | 9 | 19 |
| Other n e.c. | 19 | 24 |
| Missing | * | 1 |
| <i>Weighted base</i> | <i>620</i> | <i>916</i> |
| <i>Unweighted base</i> | <i>605</i> | <i>843</i> |

Base all respondents currently in a subsidised New Deal employment Option or an unsubsidised job
 Note Standard Occupational Classification

The unsubsidised jobs differed from the subsidised in having a higher proportion in 'other' (which was the largest category) and in 'plant and machine operators' (semi-skilled manual jobs), but a considerably lower proportion in 'craft and related'. There were also small but fairly consistent differences in the white-collar occupations, with higher proportions in the subsidised jobs.

Overall, the unsubsidised jobs appeared to be at rather a lower level of skill than the subsidised jobs. Further confirmation of this point is made difficult because there is no direct means of converting occupational categories into levels of skill (for example, sales jobs include both skilled and semi-skilled work). However, a visual inspection of the job frequencies by 3-digit occupational codes revealed little indication that the broad impression given in the table is misleading. Taking the 'craft and related' category, for instance, there was only one large group of subsidised jobs which may have been semi-skilled rather than skilled (gardeners and groundsmen; 23 of the subsidised placements were in this category). Most of the remaining jobs were spread across a wide range of manual skills in the building, motor repair, and maintenance crafts. Of course, New Deal participants would probably be helping skilled workers rather than having direct responsibility for skilled work. Yet this situation could well provide opportunities for learning and skill development.

While substantial numbers of the subsidised placements were found in routine types of work, they were under-represented there relative to those taking unsubsidised jobs. In particular, far lower proportions of subsidised jobs were found in semi-skilled factory work such as assembly and packing, or as kitchen porters, cleaners, and general labourers.

Chapter Four

Some of the other jobs where subsidised placements were under-represented included cooks, waiters/waitresses, and bar staff; and check-out operators and sales assistants.

4.12.4. Industries

The distribution of subsidised jobs by industrial group (Standard Industrial Classification) is shown in Table 4.31. These jobs were widely distributed across all types of industries, with only one industry group – Group G, wholesale and retail distribution, and motor repair – having a particularly high proportion (19 per cent). Unsubsidised jobs were also widely distributed across industries, and again Group G had the highest proportion (22 per cent).

Table 4.31 Major Industry Group, by job status

| | <i>New Deal employment Option</i> | <i>unsubsidised job</i> |
|--|-----------------------------------|-------------------------|
| | <i>%</i> | <i>%</i> |
| Agriculture, hunting, & forestry | 2 | 1 |
| Fishing | 0 | * |
| Mining & quarrying | * | * |
| Manufacturing | 11 | 17 |
| Electricity, gas & water supply | 1 | * |
| Construction | 10 | 7 |
| Wholesale & retail trade; repair of motor vehicles | 19 | 22 |
| Hotels & restaurants | 6 | 10 |
| Transport, storage & communication | 5 | 5 |
| Financial intermediation | 1 | 2 |
| Real estate, renting & business activities | 8 | 7 |
| Public admin & defence, compulsory social security | 5 | 3 |
| Education | 3 | 2 |
| Health & social work | 7 | 6 |
| Other community & personal service activities | 9 | 6 |
| Private households with employed persons | 1 | 1 |
| Other n e c or missing | 13 | 10 |
| <i>Weighted base</i> | <i>620</i> | <i>916</i> |
| <i>Unweighted base</i> | <i>605</i> | <i>843</i> |

Base: all respondents currently in a subsidised New Deal employment Option or an unsubsidised job
 Note: Standard Industrial Classification

4.12.5 Size of workplace

It is known that many attributes of jobs, such as pay, are associated with the size of the establishment or workplace. Those in employment were asked to place their workplace into one of several size bands, and the results are shown in Table 4.32. Nearly one half of those in subsidised jobs described themselves as in workplaces with under 11 employees (47 per cent; this becomes 58 per cent if those unable to answer are excluded). A further 15 per cent placed their workplaces in the 11-24 size band. So the great majority of subsidised jobs were in small workplaces.

Chapter Four

Table 4 32 Workplace size, by job status

| | <i>New Deal employment Option</i> | <i>unsubsidised job</i> |
|------------------------|-----------------------------------|-------------------------|
| | % | % |
| <11 | 47 | 27 |
| 11-24 | 15 | 13 |
| 25-49 | 7 | 12 |
| 50-99 | 5 | 9 |
| 100-499 | 5 | 12 |
| 500+ | 3 | 7 |
| Don't know | 19 | 21 |
| <i>Weighted base</i> | 620 | 916 |
| <i>Unweighted base</i> | 605 | 843 |

Base all respondents currently in a subsidised New Deal employment Option or an unsubsidised job

A large proportion of unsubsidised jobs was also in small workplaces but higher proportions were in medium-sized workplaces (100-499 employees) or large workplaces (500-plus employees).

4.12 6 Contractual status

Table 4 33 Work contract, by job status

| | <i>New Deal employment Option</i> | <i>unsubsidised job</i> |
|---|-----------------------------------|-------------------------|
| | % | % |
| Permanent | 48 | 67 |
| Seasonal/temporary or casual | 14 | 17 |
| Under contract for a limited period of time | 21 | 9 |
| Some other way it is not permanent | 14 | 6 |
| Don't know | 2 | 1 |
| <i>Weighted base</i> | 617 | 916 |
| <i>Unweighted base</i> | 603 | 843 |

Base all respondents currently in a subsidised New Deal employment Option or an unsubsidised job

Those in jobs were asked a question from the *Labour Force Survey* concerning their perception of the permanent or temporary nature of their employment contract. Under the subsidised employment Option, subsidy to the employer terminates after six months. The medium-term impact of the employment Option may be much affected by the proportion of participants who are afterwards kept on by employers on an unsubsidised employment contract. Although participants' perceptions may not be accurate, they give some indication of the prospects for continuing employment. Nearly one half (48 per cent) of those in subsidised jobs regarded these as permanent, while virtually the same proportion (49 per cent) saw their placements as being temporary or impermanent in some way (Table 4.33). The split in the case of unsubsidised jobs was two-thirds permanent, and one-third non-permanent.

4 12 7 Training for the job

As noted earlier, 71 per cent of those in subsidised jobs regarded themselves as getting training while 29 per cent did not. It is notable that of those in unsubsidised jobs, the corresponding proportions were 49 per cent and 51 per cent. Thus, entry to a subsidised job appeared to increase the chances of receiving training quite

Chapter Four

substantially. This might result in part from the nature of the occupations being entered, which was discussed earlier in this section, as well as from the requirements on employers who take part in NDYP.

4.13. *The voluntary sector and ETF Options*

Two per cent of the respondents were in a voluntary sector Option at the time of the survey interview, and 3 per cent were on the ETF Option. Characteristics of people taking these Options are given in Section 4.3

4.13.1. *Training allowance or earnings?*

Most of the participants in these Options saw themselves as getting a training allowance rather than a wage (80 per cent for voluntary work and 86 per cent for ETF). In the case of voluntary work, a further 11 per cent did not provide information about earnings, and those few who did report earnings in most cases indicated that take-home pay rates were below £2.50 per hour. In the case of ETF, the minority reporting take-home pay gave figures between £1.50 and £4.50 per hour (Table 4.34).

Table 4.34. Hourly take-home pay, by ETF/voluntary work Options

| | <i>ETF option</i> | <i>Voluntary sector Option</i> |
|----------------------------------|-------------------|--------------------------------|
| | <i>%</i> | <i>%</i> |
| less than £2.50 | 5 | 9 |
| £2.50-£3.49 | 5 | * |
| £3.50-£4.49 | 3 | * |
| Gets training allowance/not sure | 86 | 80 |
| Missing data | 1 | 11 |
| <i>Weighted base</i> | <i>127</i> | <i>168</i> |
| <i>Unweighted base</i> | <i>133</i> | <i>170</i> |

Base: all respondents currently in an Environment Task Force or a voluntary work Option

Participants were also asked if they received any additional allowances to cover the expenses of work such as travel. Nearly one half (49 per cent for voluntary work, 46 per cent for ETF) said that they did, while – with the exception of a few who were unsure – the remainder said that they did not.

4.13.2. *Hours of work*

Nearly all those on ETF worked between 30-39 hours per week, with the largest proportion (40 per cent) working for 30 hours. All ETF work was, therefore, full-time. Twenty-one per cent of voluntary sector Option participants reported that they worked for less than 30 hours and the usual figure given in these cases was 24 hours. However the majority (65 per cent of those on voluntary work) worked for 30 hours, and the longest weekly hours in this Option were 40.

It is not obvious why there was this difference in hours worked on the voluntary and ETF Options. One thought is that participants may not regard hours spent in training as part of the working week, but in that case one would expect shorter hours to be

Chapter Four

reported from ETF rather than voluntary work, since considerably more of the ETF participants regarded themselves as receiving training

4.13.3 Occupations

As in the case of those on the subsidised employment Option, those in the voluntary and ETF Options were asked details of their work and classified to a broad occupational group. The results of this are shown in Table 4.35. Voluntary sector Option participants were quite widely spread across the occupational groups, with the largest number in sales occupations (26 per cent) and 'other' occupations (most of which is unskilled work in services) (20 per cent). The picture for ETF was different, with most participants being classified to one of two occupational groups 'craft and related', a skilled manual category (49 per cent), or 'other' occupations, a largely unskilled category (41 per cent). The large proportion of ETF participants in activities related to skilled manual work may be connected with the earlier finding of relatively high levels of training reported from this Option.

Table 4.35. Major Occupation, by ETF/voluntary work Options

| | <i>ETF option</i> | Voluntary sector Option |
|--------------------------------|-------------------|----------------------------|
| | % | % |
| Managers & administrators | 0 | 1 |
| Professionals | 2 | 2 |
| Associate prof & technical | 1 | 9 |
| Clerical & secretarial | 5 | 15 |
| Craft & related | 49 | 12 |
| Personal & protective services | 1 | 12 |
| Sales | * | 26 |
| Plant & machine operators | * | 1 |
| Other n e c | 41 | 20 |
| Missing | * | 1 |
| <i>Weighted base</i> | <i>127</i> | <i>170</i> |
| <i>Unweighted base</i> | <i>133</i> | <i>173</i> |

Base: all respondents currently in an Environment Task Force or a voluntary sector Option

Note: Standard Occupational classification

4.13.4 Industries

The jobs in these occupations were also coded to the industrial classification (Table 4.36). Voluntary sector Option participants were concentrated in two industry groups, health and social work (43 per cent), and wholesale, retail and motor repair (20 per cent). ETF was somewhat more widely distributed by type of industrial activity, with 29 per cent in 'other community and personal service activities', and 21 per cent in each of agriculture and construction. These headings are not very informative, but the numbers in these Options are not large enough to permit a more detailed breakdown of industry.

Chapter Four

Table 4.36 Major Industry, by ETF/voluntary work Options

| | <i>ETF option</i> | Voluntary sector Option |
|--|-------------------|----------------------------|
| | % | % |
| Agriculture, hunting & forestry | 21 | 8 |
| Fishing | 0 | 0 |
| Mining & quarrying | 0 | 0 |
| Manufacturing | 1 | * |
| Electricity, gas & water supply | | |
| Construction | 21 | 3 |
| Wholesale & retail trade; repair of motor vehicles | * | 20 |
| Hotels & restaurants | 0 | 0 |
| Transport, storage & communication | 1 | 1 |
| Financial intermediation | | |
| Real estate, renting & business activities | 5 | 1 |
| Public admin & defence, compulsory social security | 8 | 2 |
| Education | * | 7 |
| Health & social work | 1 | 43 |
| Other community & personal service activities | 29 | 10 |
| Private households with employed persons | 0 | 2 |
| Other n.e.c. or missing | 12 | 3 |
| <i>Weighted base</i> | <i>118</i> | <i>156</i> |
| <i>Unweighted base</i> | <i>116</i> | <i>158</i> |

Base all respondents currently in an Environment Task Force or a voluntary sector Option

Note Standard Industrial Classification

4.13.5 Size of workplace

Table 4.37 Workplace size, by ETF/voluntary work Options

| | ETF option | Voluntary sector Option |
|------------------------|------------|----------------------------|
| | % | % |
| <11 | 46 | 53 |
| 11-24 | 16 | 21 |
| 25-49 | 7 | 9 |
| 50-99 | 1 | 2 |
| 100-499 | 7 | 0 |
| 500+ | * | 0 |
| Don't know | 23 | 15 |
| <i>Weighted base</i> | <i>127</i> | <i>167</i> |
| <i>Unweighted base</i> | <i>133</i> | <i>169</i> |

Base. all respondents currently in an Environment Task Force or a voluntary work Option.

The majority of participants in both types of Options saw themselves as working in small workplaces (Table 4.37). Nearly three in four on the voluntary sector Option were in workplaces with less than 25 employees and the proportion was nearly two thirds in the case of ETF. However, some 7 per cent of ETF participants were in medium sized workplaces with 100-499 employees. Substantial proportions (15 per cent for voluntary sector Option, 23 per cent for ETF) did not know the size of their

Chapter Four

workplace and it is possible that these may have included some workplaces of relatively large size⁶

4.13.6 Training

It was reported earlier that 53 per cent on the voluntary sector Option and 73 per cent on the ETF Option saw themselves as receiving training for their work. The proportion in unsubsidised jobs who reported receiving training was 49 per cent, a proportion similar to that for voluntary work and lower than that for ETF

4.14 Full-time education and training Option

Thirteen per cent of respondents were participating in the full-time education and training Option at the time of the survey interview, making it the most common Option. Characteristics of people taking this Option are given in Section 4.3

4.14.1 Qualification aim

Those taking part were asked if their course would lead to a qualification. To this, 91 per cent answered 'yes', while 3 per cent said 'no' and 7 per cent were unsure or gave no answer.

Table 4.38 Qualification aim of New Deal full-time education and training Option

| <i>Qualification of the course</i> | <i>%</i> |
|--|------------|
| NVQ or SVQ Level 1, or GNVQ Foundation | 20 |
| City and Guilds Craft, or Intermediate, or Ordinary Part 1 | 6 |
| NVQ or SVQ Level 2, or GNVQ Intermediate | 34 |
| NVQ or SVQ Level 3, or GNVQ Advanced | 7 |
| RSA or Pitmans qualification - Level 1 | * |
| RSA or Pitmans qualification - Level 2/Intermediate | 1 |
| RSA or Pitmans qualification - Level 3/Advanced | * |
| Other technical or business qualification/certificate | 4 |
| Other recognised vocational qualification | 9 |
| GCSEs (General Certificate of Secondary Education) | 1 |
| SCE (Scottish Certificate of Education) Standard grade | |
| Other educational qualifications | 3 |
| Missing / not answered / don't know | 15 |
| <i>Weighted base</i> | <i>776</i> |
| <i>Unweighted base</i> | <i>825</i> |

Base: all respondents currently in New Deal full-time education and training Option where the course results in a qualification

From details of courses provided by the respondents, the qualification sought could be identified in 68 per cent of cases⁷. The breakdown is shown in Table 4.38. One third (34 per cent) of those taking this Option were aiming for NVQ/SVQ level 2, or GNVQ Intermediate, and a further 20 per cent were aiming for NVQ/SVQ level 1 or

⁶ Figures for contract status are not provided for voluntary sector Option and ETF Option participants because the question is only asked for a small subset of these cases

⁷ In 17 per cent of cases the information was too vague to be coded to a qualification level, and in 15 per cent of cases no answer was given at all

Chapter Four

GNVQ Foundation. The 6 per cent taking City & Guilds Craft, Intermediate or Ordinary might be grouped with the NVQ/SVQ level 2. There were 7 per cent who were clearly studying at a level higher than NVQ/SVQ level 2.

4.14.2: Subject of course

Table 4.39. Subject of New Deal full-time education & training Option

| | % |
|--|------------|
| Key skills/basic skills | 2 |
| Personal skills | * |
| Job search skills | 1 |
| For learning difficulties | * |
| Activity / survival | * |
| Sports / recreational | 2 |
| Medical Care | 1 |
| Childcare | 2 |
| Other care / social or community work | 3 |
| Catering / food / hospitality | 4 |
| Art / graphic design | 2 |
| Media / journalism | 1 |
| Travel / tourism | 1 |
| Teaching | * |
| Trade / general workmanship | 16 |
| Mechanics / car care | 4 |
| Driving | * |
| Fork lift truck operation / warehousing | 1 |
| Engineering | 7 |
| Business skills / accountancy / clerical / word-processing / admin / secretarial / law | 13 |
| IT / computer skills | 21 |
| Retail / sales | 2 |
| Customer services | 2 |
| Beauty /cosmetics / hairdressing | 1 |
| Music / music technology / dance / performing arts | 3 |
| Arts / humanities / literature | 5 |
| Science / maths | 3 |
| Army pre-selection | 1 |
| Environmental taskforce | 1 |
| Other | 6 |
| Don't know / missing | 3 |
| Weighted base | 776 |
| <i>Unweighted base</i> | <i>825</i> |

Base all respondents currently in New Deal full-time education and training Option

The descriptions of their course subjects given by participants were coded to 30 headings.⁸ There were three subject groups with more than 10 per cent of the education and training participants:

- IT and computer (21 per cent)
- Trade and general workmanship (16 per cent)

⁸ All but 3 per cent of course subjects were codable, though 6 per cent fell into a miscellaneous 'other' category

Chapter Four

- Business and administrative (13 per cent)

No other subject accounted for more than 7 per cent of the participants (Table 4.39)

4.14.3 Weekly hours on the course

Nearly one half (48 per cent) of the education and training participants reported that they spent 30 hours a week on their courses. One in five (20 per cent) reported spending less than 30 hours, and one in four (25 per cent) reported spending more than 30 hours. Seven per cent did not provide information about hours.

4.14.4: Purpose of course

Participants were also asked whether their course was related to a future job they hoped to do. Seventy per cent saw it in these terms, while 23 per cent did not have a particular job in view (Table 4.40).

Table 4.40 Is full-time education and training Option job-related?

| | % |
|--|-----|
| Relates to current job | 1 |
| Relates to a future job which respondent hopes to do | 70 |
| Not leading to a particular job | 23 |
| Don't know | 2 |
| Missing | 3 |
| <i>Weighted base</i> | 776 |
| <i>Unweighted base</i> | 825 |

Base: those currently on full-time education and training Option

4.14.5 Reasons for dissatisfaction with course

Almost six-in-ten (58 per cent) of those on the full-time education and training Option were 'completely' or 'very' satisfied with their Option (Table 4.17). Nine per cent of those on the full-time education and training Option expressed some degree of dissatisfaction with their course, and in these cases, they were asked to give reasons for their dissatisfaction. Some participants gave more than one reason, while one-in-five gave no specific reason or could not explain their dissatisfaction. The comments were quite varied but there were three specific headings under each of which more than 10 per cent of the dissatisfied respondents were placed:

- The course is not what I wanted, or is inappropriate for me or my job needs (18 per cent)

- The course is inappropriate for my age, or is at the wrong level, or there are students of different standards being trained together (13 per cent)

- The course offers poor quality training, or I am not learning from the course (12 per cent).

Chapter Four

In addition, nine per cent were dissatisfied with the course because of their own learning difficulties, and eight per cent were critical of the disruptive behaviour of others in their class.

4.15 Overview of Options

This section gives an overview of each Option, drawing on results reported earlier to compare experiences of Options.

4.15 1: Subsidised employment Option

The subsidised employment Option appeared to be on balance the most attractive to NDYP participants. Those on this Option recorded the highest levels of satisfaction, and a large proportion of those who felt that they were not doing what they really wanted specified employment as their preference, which suggests unsatisfied demand for places on the Option. However, a substantial minority of those on the employment Option would have liked a different kind of work, and there had been significant numbers of 'early leavers' from employment placements. There may therefore have been some difficulties in matching individuals to subsidised jobs, as well as some shortage of places.

Many of the jobs in the employment Option located in small establishments. A possible interpretation is that the employment Option has been attractive to some small businesses, which are in a position to offer learning opportunities and training alongside skilled employees, in return for low labour costs. Conversely, the employment Option appears to have been less attractive (at this stage) to larger establishments and those employers requiring semi-skilled labour, who are more likely to take on young unemployed people in unsubsidised jobs.

Many of the wage subsidy jobs were in occupations involving craft, clerical or administrative skills. Four fifths offered continuous training provision which would support personal development. Also, one half of the participants expected their employment to continue beyond the short-term, a factor which will be crucial for the eventual employment impact. These appear to be encouraging features.

On the other hand, wages were on average lower than in unsubsidised jobs. Both subsidised and unsubsidised jobs were widely spread across industries so differences cannot be attributed to that factor. The medium-term effect of this Option is likely to depend, not only on whether participants are able to continue in employment, but also on whether they are able to get pay increases as a result of the training and experience which they have gained.

There will be some concern that both ethnic minority participants, and those with work-limiting health problems, had below-average chances of entry to the Option. However, it was too early in the research to reach any conclusions as to whether this represented discrimination.

Chapter Four

4 15.2 The voluntary sector and ETF Options

Apart from subsidised employment, two other Options were based upon work experience: the voluntary sector Option and the Environment Task Force. Entrants to ETF and voluntary sector Options contrasted in their qualification level. The majority of ETF participants were without educational qualifications, whereas there was some slight tendency for voluntary work to attract the better-qualified. This may in part reflect the different nature of the work experience on offer in the two Options, with ETF chiefly focusing on manual work (of varying skill levels), whereas voluntary work constituted a wider mix with substantial retail and service elements. These differences may also explain the low participation of women in the ETF Option.

For both these Options, and somewhat more so for the latter, the levels of satisfaction were lower than in the case of the employment Option, and smaller proportions felt that they were getting the chance to do what they wanted.

However, as many ETF participants reported receiving training as in the case of the employment Option, and the proportion exceeded one half in the voluntary work Option as well. These appear quite high levels of training compared with previous work experience programmes. Also, the period of training did not appear inferior in ETF and voluntary work by comparison with the employment Option.

Jobs in the voluntary work Option were widely spread across different occupational groups, but tended to be concentrated by industry in 'health and social work' and 'wholesale, retail and repair'. Jobs in the Environment Task Force were highly concentrated in two occupational groups: 'craft and related' (largely a skilled manual group), and 'other' (mainly unskilled). They were concentrated by industry in 'other community and personal services', construction, and agriculture.

4 15.3 The full-time education and training Option

In 91 per cent of cases, participants in the full-time education and training Option reported that their course led to a qualification. In about six-in-ten cases, the qualification aim was at NVQ/SVQ levels 1 or 2, or equivalents. In 7 per cent of cases, it was at a level higher than NVQ/SVQ level 2. One third of the respondents working for a qualification provided insufficient information for its level to be determined.

The subjects of the courses were varied, and the one major cluster concerned IT and computer skills (21 per cent of courses).

The full-time education and training Option was the largest. It was similar to the employment Option in its participants' levels of satisfaction, and it was least affected of any Option by participants who felt that they were not doing what they wanted. However, although current participants appeared contented, the Option had experienced a substantial degree of 'early leaving'. This was associated to some extent with a large intake of young people with low educational qualifications, or with literacy and numeracy problems.

Chapter Four

4.16: Reflections on training and the expectations of choice

Overall, there are two practical issues highlighted by the findings of this chapter. One is clients' expectations of training, and the other is their expectations of choice.

NDYP appears to have provided training for the majority of the participants on the work-based Options. But where respondents felt that training was absent, there also tended to be disappointment with the programme, and a feeling that this was not what was wanted. It may be relevant that the full-time education and training Option was least affected by these adverse perceptions. The results could be interpreted in a variety of ways. One of the possible interpretations is that New Deal has raised expectations of training, or that such expectations have been raised generally among young workers by other means, including media attention to the issue. Accordingly, clients may be more ready to be critical if training is absent or is provided at a level which falls below their expectations. This of course is not an easy issue to address since the delivery of training depends on large numbers of providers of varied types. It seems likely none the less that it will have an important bearing on how clients judge New Deal.

The issue of client choice in New Deal is a complex one. NDYP offers a wider range of Options than in any previous British labour market programme, and in that sense choice (and probably the expectation of choice) has been increased. In practice, however, large proportions of the participants in Options perceive constraint rather than choice. This applies to about one third of those on work-based Options, when they consider what they are currently doing, and to about one third on all Options, when they consider New Deal as a whole. This may also have adverse repercussions on clients' commitment to the Options they enter, and hence to retention in and completion of their placements.

5. Employability

Summary

- Six months after entering New Deal, perhaps the acid test of whether the programme has improved the employability of those who remain on the programme and those who have already left for unemployment, is whether they thought it had improved their chances of getting a good job. Half (52 per cent) agreed that it had, but the percentage varied markedly with different experiences of the programme. Positive perceptions of New Deal's impact on the prospects of getting a good job were linked to more active participation and positive perceptions of NDPA advice. Views were least positive where respondents had already left the programme for unemployment, highlighting the problem of early drop out. Employment Option participants and those on the FTET Option were most likely to say their prospects had improved.
- Not surprisingly so early on in the programme, respondents perceived NDYP as most beneficial in improving their employability through help with job search skills and confidence building, rather than through the acquisition of qualifications, work skills and work experience. However, ETF and voluntary sector Option participants thought NDYP had been most helpful in obtaining work experience. Those on the full time education and training Option emphasised improving and acquiring skills. Even at this early stage, sizeable minorities said New Deal had helped them get work experience, improve skills or learn new skills.
- One-quarter of participants and ex-New Deal unemployed said New Deal had not helped them with look for work, increase confidence, improve skills, learn new skills, or get work experience. It is therefore unlikely that programme participation has done much to improve the employability of this sizeable minority of participants. New Deal appeared least effective in reaching participants from certain disadvantaged groups. Ex-offenders, lone parents, the unqualified, those with drug or alcohol problems, and the multiply disadvantaged were among those least likely to say New Deal had helped increase employability in any of these ways. These were also among the participants least likely to agree that New Deal had improved their prospects of getting a good job. However, it would be wrong to conclude that disadvantaged participants were less likely to benefit from participation. In the first place, some disadvantaged participants, such as those with very long unemployment spells, were among the most likely to agree that New Deal had improved their chances of getting a good job. Secondly, one must take account of differing job and personal expectations when interpreting responses to such questions.
- Low job search intensity is associated with participation on Options, particularly the employment and full-time education and training Options. However, in other respects, Option participants exhibit attitudes and behaviour consistent with high employability. For example, job search efficacy is higher among Option participants, and highest of all among employment Option participants. With the exception of those on the full-time education and training Option, Option participants also exhibit the greatest wage flexibility, in terms of the extent to which they would drop their target wages.

Chapter Five

Summary (continued)

- The chapter analyses six aspects of employability: job search intensity; search efficacy; non-financial employment commitment; feelings about being out of work; wage flexibility; and non-wage flexibility. Some of these measures are positively correlated, but each measures a distinct facet of employability, and there is no simple relationship between respondents' scores on one measure and scores on other measures. Consequently, it is not possible to generalise about the low employability of certain groups unless one is prepared to simplify by overlooking divergent scores across different items. That said, some characteristics emerged as being associated with poor employability. Those with low search intensity and search efficacy scores are likely to be among those with the furthest distance to travel to obtain employment. They included the poorly qualified, the very long-term unemployed, those with basic skill problems, drug or alcohol problems, no job experience before New Deal, work-limiting health problems, and the multiply disadvantaged.
- Wage and non-wage job search flexibility are more ambiguous measures of employability in the sense that, although flexibility may improve immediate job chances, it may not effect a good job match leading to better longer-term employment prospects. Furthermore, some groups trade off wage flexibility and non-wage flexibility. In addition, those with high expectations often score highly on job search efficacy and have relatively high earning potential, both factors that can improve job chances

Chapter Five

New Deal for Young People has two broad aims

- (i) moving participants into employment as quickly as possible
- (ii) improving the longer-term 'employability' of those who are not job ready by removing barriers to employment and enhancing job search and work skills

NDYP shares the first aim with a number of labour market programmes which have been devised in the last two decades. However, the emphasis on improving 'employability', while not unique to the NDYP, is what distinguishes it from earlier programmes. Indeed, at the inception of the programme, the Department for Education and Employment maintained that 'quality, continuity and an emphasis on employability are the hallmarks of New Deal which set it apart' (*Department for Education and Employment Operational Vision*, paragraph 2.11)

The precise meaning of 'employability' is contested, and its usage differs among commentators and organisations.¹ The concept of employability used in this study is two-fold. The first component is concerned with the objective of 'client job readiness'. 'Job readiness' is indicated by individuals' motivation and self-esteem, and their level of search intensity over time, as well as their professed or actual labour market flexibility (in terms of occupation, hours and pay). Labour market flexibility implies an ability to adjust expectations in the light of labour market conditions, a determining factor in individuals' job prospects when job expectations do not match available jobs. The second component of employability covers the qualities required to face labour market uncertainty and future job loss: again flexibility and search skills may be important, but the more significant factor is likely to be the acquisition of 'human capital' which enhances earnings potential. This human capital, which may be job-specific, or more generally applicable, arises through work experience and training and qualifications acquisition.²

Thus, improving employability means removing barriers to job entry and, over the longer-term, to retaining employment. In practical terms, the NDYP seeks to achieve this by.

- (a) providing job search assistance. New Deal participants are subject to the job search requirements that apply to all claimants of the Jobseeker's Allowance. As shown in Chapter Three, ways to find jobs, making job applications and responsibilities to seek work were important features of discussions with New Deal Personal Advisers. Participants had also attended 'tasters' to assist them with their job search, and some had been referred to job search skills courses by their Advisers.
- (b) offering work experience: work experience is offered to participants through the employment, voluntary sector and ETF Options. In addition, participants can sample jobs in 'tasters' before deciding on whether to take an Option.

¹ For recent contributions on the meaning and relevance of employability see CBI (1999), Hillage and Pollard (1998)

² One of the practical advantages of conceiving employability in this way is that it is not difficult to measure using responses to the standard sorts of questions asked in programme evaluations

Chapter Five

- (c) improving qualifications: as well as the full-time education and training Option, which offers courses leading to recognised vocational qualifications, participation on other Options is dependent upon the provider or employer offering formal training leading to recognised vocational qualifications through the equivalent of a day a week's training.
- (d) tackling other barriers to employment: throughout the programme, but especially during the Gateway, participants are able to obtain help in tackling barriers to employment as diverse as literacy or numeracy problems, through to homelessness and alcohol or drugs problems. This often entails referral to specialist agencies following initial assessment by a NDPA.

Ultimately, NDYP's success will be judged, in large part, by the extent to which it has contributed to improved job prospects among its participants³. The most direct measure of this success will be movement into jobs. But a second measure of success is the extent to which those who remain out of work have, nevertheless, been moved 'closer' to work, as measured by their work motivation, self-esteem, job search effectiveness, labour market flexibility and so on. This is what has been termed 'distance travelled' towards work by the unemployed. The quantitative survey of individuals participating in the programme is the only component of the evaluation which can map 'distance travelled' and the role played by the programme. It can do so by comparing individuals' employability at the first and second survey interviews using identical measures at both points in time. With these 'change' variables as the dependent variables, analyses will then establish whether elements in the programme have contributed to that change and, if so, how.

No attempt has been made at this stage to devise a definitive measure of employability. This would be premature. Instead, a range of job search and attitudinal data is presented which bears on participants' employability. It is reasonable to assume from previous evaluation research that these measures will predict movement into work, but it will only be apparent whether and, if so, how, they do so once the second wave data are available.

Analyses in this chapter exclude programme leavers who were in paid work by the time of interview, since their employability is self-evident, and leavers who were economically inactive at the time of the survey interview.⁴ It focuses on those still participating in New Deal, and leavers who were either unemployed or on a government programme.

At present, only the first wave data are available⁵, so it is not possible to link elements of programme participation with changes in employability. The purpose of this chapter is

³ It is the purpose of the macro-evaluation to establish if any such improvement is at the expense of others in the labour market and, if so, what the overall net impact of NDYP has been.

⁴ The characteristics of those leaving the programme for different labour market destinations are discussed in Chapter Six. Those classifying themselves as economically inactive may have the furthest distance to travel, and include groups such as those on the margins of work who are of particular policy interest. Analysis of movements in and out of economic inactivity will form part of the wave two analysis. Movements from inactivity to activity would clearly represent a gain in employability.

⁵ Analysis of the second wave data will begin in Summer 2000, with findings available in Autumn 2000.

Chapter Five

simply to introduce the measures which go to make up employability and consider which participants seem to have the furthest distance to travel to get into jobs, and who is most 'employable'? The chapter begins with an account of job search activity, including job search intensity. This is followed by a section on individuals' perceptions of their ability to find jobs and become good employees. The third section covers work commitment and feelings about being out of work. Then the chapter turns to job search flexibility, including wage expectations. The final section assesses the contribution participants thought New Deal had already made to aspects of their employability.

5.1. Job search activity

British evaluations have identified positive impacts of job search assistance on job outcomes (Auspos *et al.*, 1999). However, it is as yet unclear *how* job search assistance improves job prospects in Britain (White and Bryson, 1996). For example, the Restart programme increased transition rates to employment, but with no discernible effect on job search patterns (White and Lakey, 1992). Furthermore, the effects of some job search assistance programmes have been variable between sub-groups of participants, and the reasons for this are not yet understood (White *et al.*, 1997).

There is evidence from the Netherlands that job search assistance akin to that offered under Gateway can lead to more rapid transitions to employment than would otherwise be the case, via an increased intensity of search by participants (Auspos *et al.*, 1999: 67). Although research in Britain suggests that the returns to intensifying job search were small in the British labour market of the 1980s and early 1990s (White and Bryson, 1996; Dawes, 1993), these studies did not focus specifically on young people.

This section presents three measures of job search intensity: whether respondents were seeking work at the time of the survey interview, the number of job search methods they were using, and the number of applications they made.

5.1.1: Whether currently searching for work

For those out of work, some degree of job search is necessary if they are to enter paid work – unless, that is, they are approached by an employer, or waiting to take up a job. In fact, two-thirds (65 per cent) of those on New Deal at the time of the survey said they were currently looking for a job at the time of the survey interview. A further 29 per cent had searched at some time during the previous nine months. The remaining 5 per cent recalled no job search in the last nine months. The figures for the unemployed that had left New Deal were only a little bit different, at 73, 21 and 5 per cent respectively.⁶

⁶ In this Chapter, unemployed New Deal leavers includes all who gave their current main activity as 'unemployed, claiming unemployment benefits', 'unemployed, not claiming unemployment benefits', and 'on a government/TEC/LEC programme'. Respondents were asked 'Are you actively looking for a job, or for a change of job, at present?' Some of those identifying their main activity as unemployment nevertheless answered 'no' to the job search question.

Chapter Five

Although New Deal participants are subject to requirements to seek work, there has been concern that Options participation results in lower job search effort. Qualitative research suggests that job search effort falls early on in Option participation when participants are focussed on the acquisition of work experience, skills and qualifications, but that it sometimes rises towards the end of Options placement (O'Connor *et al*, 1999: 35). Table 5.1 confirms that job search effort was lower among Option participants, particularly those on the employment and full-time education and training Options. However, Gateway and post-Option advice participants were more likely to be seeking work than New Deal leavers who were unemployed

Table 5.1 Current New Deal status, by job search status

| | Gateway | Emp Op | Vol Op | ETF | FT ed/tr | Post-Option advice | Ex-ND, unemployed |
|------------------------|-------------|------------|------------|------------|------------|--------------------|-------------------|
| | % | % | % | % | % | % | % |
| Currently searching | 83 | 30 | 68 | 68 | 49 | 86 | 73 |
| In last 9 months | 15 | 64 | 27 | 27 | 14 | 13 | 21 |
| No recent search | 2 | 5 | 5 | 6 | 37 | 1 | 5 |
| <i>Weighted base</i> | <i>1423</i> | <i>621</i> | <i>170</i> | <i>127</i> | <i>776</i> | <i>418</i> | <i>1107</i> |
| <i>Unweighted base</i> | <i>1485</i> | <i>606</i> | <i>173</i> | <i>133</i> | <i>133</i> | <i>429</i> | <i>1070</i> |

Base: all still on New Deal at interview, plus New Deal leavers who were unemployed or on a government programme at interview

Eleven per cent of unemployed New Deal leavers who were not seeking work at the time of the survey interview, and 7 per cent of those on the programme who were not searching for work said they were either waiting to start a job or waiting to hear about a job application after interview (Table 5.2). Waiting for New Deal placements was not a major contributor to job search inactivity, accounting for 12 per cent of New Deal participants who were not searching, and 9 per cent of those who had left the programme and were unemployed but not searching.⁷

⁷ This finding points to the difficulties in categorically defining ex-New Deal participants as leavers, since some were expecting to return to the programme shortly. It is likely that in some cases, they were officially participating in the programme, but because they were awaiting placement, they viewed themselves as unemployed, but not on the programme.

Chapter Five

Table 5 2 New Deal status, by reasons for not searching for work

| | <i>On New Deal</i> | <i>Ex-New Deal, unemployed</i> |
|--|--------------------|--------------------------------|
| <i>Waiting to</i> | % | % |
| Start a job already offered | 3 | 8 |
| Hear about an application post-interview | 4 | 3 |
| Start a ND employer placement | 2 | 1 |
| Start a ND self-employed placement | 2 | 4 |
| Start a ND voluntary sector Option placement | 1 | 1 |
| Start a ND ETF placement | 1 | 0 |
| Start a ND FT ed/training placement | 6 | 3 |
| None of these | 80 | 79 |
| Don't know | * | 2 |
| <i>Weighted base</i> | <i>1231</i> | <i>293</i> |
| <i>Unweighted base</i> | <i>1294</i> | <i>288</i> |

Base New Deal participants and unemployed New Deal leavers not seeking work at time of survey interview

5.1 2: Job search methods

The number of job search methods used by unemployed people over a four-week period is a common measure of job search intensity in programme evaluations. Out of a maximum of seven methods, the average (mean) number of methods used by New Deal participants at the time of the survey interview was 2.2. This compared with 2.5 among the ex-New Deal unemployed (Table 5.3) Those on Gateway and post-Option advice searched more intensively than other programme participants and the ex-New Deal unemployed (Table 5 4).

Table 5 3 New Deal status, by number of job search methods used at time of survey interview

| | <i>On New Deal</i> | <i>Ex-New Deal, unemployed</i> |
|---------------------------|--------------------|--------------------------------|
| | % | % |
| Number of search methods. | | |
| 0 | 35 | 27 |
| 1 | 6 | 6 |
| 2 | 12 | 12 |
| 3 | 18 | 20 |
| 4 | 16 | 20 |
| 5-7 | 14 | 15 |
| Mean number of methods | 2 2 | 2 5 |
| <i>Weighted base</i> | <i>3542</i> | <i>1107</i> |
| <i>Unweighted base</i> | <i>3657</i> | <i>1070</i> |

Base all New Deal participants and ex-New Deal unemployed at time of survey interview

The mix of job search methods used by respondents reveals patterns of job search. It is striking that the rank order of job search methods used is similar regardless of respondents' current New Deal status (Table 5 5) Looking in papers and magazines always ranked first and contacting the Jobcentre second, except in the case of those on

Chapter Five

post-Option advice where contacting the Jobcentre was the most used method. Using friends and relatives, shop windows, and employer contacts usually ranked 3, 4, or 5, and private agencies always came last. This ranking applied across different delivery types.

Table 5.4 Mean number of job search methods used at time of survey interview, by New Deal status

| | Mean number of methods | Weighted base |
|----------------------------------|------------------------|---------------|
| Gateway | 2.9 | 1423 |
| Employment Option | 0.9 | 621 |
| Voluntary sector Option | 2.1 | 170 |
| ETF | 2.2 | 127 |
| Full-time education and training | 1.4 | 776 |
| Post-Option advice | 3.1 | 418 |
| Ex-New Deal unemployed | 2.5 | 1107 |

Base: all New Deal participants and ex-New Deal unemployed at time of survey interview

Table 5.5 New Deal status, by type of job search methods used

| | Gateway | Emp Option | Vol Option | ETF | FT ed/tr Option | Post-Option Advice | Ex-ND unemp |
|----------------------------|-------------|------------|------------|------------|-----------------|--------------------|-------------|
| | % | % | % | % | % | % | % |
| Papers | 73 | 26 | 63 | 59 | 42 | 72 | 65 |
| Jobcentre or ES office | 67 | 18 | 49 | 45 | 29 | 73 | 51 |
| Friends etc | 56 | 17 | 33 | 41 | 23 | 60 | 50 |
| Contacted employers direct | 38 | 10 | 22 | 33 | 17 | 40 | 31 |
| Shops or noticeboards | 36 | 10 | 35 | 25 | 17 | 37 | 32 |
| Job agency | 18 | 3 | 8 | 15 | 9 | 20 | 18 |
| Other | 3 | 2 | * | 5 | 3 | 4 | 2 |
| None | 18 | 70 | 33 | 33 | 51 | 14 | 27 |
| <i>Weighted base</i> | <i>1423</i> | <i>621</i> | <i>170</i> | <i>127</i> | <i>776</i> | <i>418</i> | <i>1107</i> |
| <i>Unweighted base</i> | <i>1485</i> | <i>606</i> | <i>173</i> | <i>133</i> | <i>825</i> | <i>429</i> | <i>1070</i> |

Base: all New Deal participants and ex-New Deal unemployed at time of survey interview

Chapter Five

Table 5.6 Mean number of job search methods used

| | Mean number of search methods | Weighted total |
|--|-------------------------------|----------------|
| Men | 2.3 | 3382 |
| Women | 2.0 | 4267 |
| Ethnicity | | |
| White | 2.2 | 3873 |
| Black Caribbean | 2.3 | 183 |
| Black African | 2.4 | 81 |
| Black Other | 2.7 | 53 |
| Indian | 2.4 | 79 |
| Pakistani | 2.2 | 207 |
| Bangladeshi | 2.6 | 55 |
| Children | | |
| Children | 2.0 | 432 |
| No children | 2.1 | 4217 |
| Lone parent | 1.3 | 75 |
| Not lone parent | 2.3 | 4574 |
| Married/living as married | | |
| Married/living as married | 2.1 | 608 |
| Single, divorced or separated | 2.2 | 4041 |
| Qualifications | | |
| None | 2.2 | 1211 |
| NVQ Level 1-2 | 2.2 | 2628 |
| NVQ Level 3 | 2.4 | 337 |
| NVQ Level 4-5 | 2.4 | 174 |
| Other qualifications | 2.1 | 229 |
| Reading, writing or numerical problems since age 16 | | |
| No problems | 2.1 | 4110 |
| Drug or alcohol problems | 1.9 | 138 |
| No drug or alcohol problems | 2.3 | 4511 |
| Ex-offender | | |
| Ex-offender | 2.0 | 424 |
| Not ex-offender | 2.2 | 4225 |
| Benefit stopped/reduced since ND entry | 2.6 | 971 |
| No benefit stop/reduction | 2.1 | 3678 |
| Job search problems in last year | | |
| Job search problems in last year | 2.4 | 3264 |
| No job search problems | 2.0 | 1385 |
| Job before New Deal | 2.4 | 3176 |
| No job before New Deal | 2.0 | 1473 |
| Work during long-term health problem | | |
| Work during long-term health problem | 2.1 | 538 |
| Long-term health problem, not working during | 2.0 | 259 |
| No long-term health problem | 2.3 | 3852 |
| Number of social disadvantages | | |
| 0 | 2.4 | 902 |
| 1 | 2.2 | 1739 |
| 2 | 2.2 | 1307 |
| 3 | 2.2 | 585 |
| 4 | 1.7 | 73 |
| Length of qualifying spell of unemployment | | |
| < 6 months | 2.7 | 909 |
| 6-11 months | 2.7 | 1366 |
| 12-17 months | 2.4 | 478 |
| 18-23 months | 2.2 | 252 |
| 24-29 months | 2.2 | 219 |
| 30 months+ | 2.1 | 317 |

Base: all New Deal participants and ex-New Deal unemployed at time of survey interview

Chapter Five

Table 5.6 shows the mean number of job search methods used in the four week period up to the survey interview by a range of individual characteristics.

- There are some indications that search intensity was higher among those who might be able to command higher wages (those with previous work experience and higher qualifications), but the differences were not large⁸
- The number of search methods used fell with multiple disadvantage, but not all disadvantages were associated with the use of fewer search methods. Lone parents and those with drug or alcohol problems used the lowest number of search methods.
- There was no evidence of lower job search method usage among the longer-term unemployed respondents.
- Those who had experienced benefit stoppages or reductions since entering New Deal were using more search methods than those without benefit stops or reductions

5.1.3 Number of job applications

The third measure of job search intensity is the number of job applications respondents made in the four weeks before the survey interview.⁹ Half (49 per cent) of those on New Deal at the survey interview had made no job applications in the previous four weeks, a quarter (25 per cent) had made between one and four, and the remaining 25 per cent had made five or more. The ex-New Deal unemployed were a little more likely to have applied for jobs, the figures being 41, 30 and 29 per cent respectively. Again, search effort varied by New Deal status: those on the Gateway and post-Option advice were more likely to have made job applications than others (Table 5.7). Once again, there was an association between Option participation and lower search activity. Those on post-Option advice were the most active job applicants.

Table 5.7 Number of job applications in four weeks before survey interview

| | <i>Gateway</i> | <i>Emp Op</i> | <i>Vol Op</i> | <i>ETF</i> | <i>FT ed/train</i> | <i>Post-Op advice</i> | <i>Ex-ND unemp</i> |
|----------------------|----------------|---------------|---------------|------------|--------------------|-----------------------|--------------------|
| | % | % | % | % | % | % | % |
| 0 | 31 | 80 | 48 | 47 | 67 | 29 | 41 |
| 1-4 | 33 | 10 | 32 | 25 | 18 | 36 | 30 |
| 5+ | 36 | 10 | 20 | 27 | 15 | 35 | 29 |
| <i>Weighted base</i> | 1423 | 621 | 170 | 127 | 776 | 418 | 1107 |
| <i>Unwtd base</i> | 1485 | 606 | 173 | 133 | 825 | 429 | 1070 |

Base all New Deal participants and ex-New Deal unemployed at time of survey interview

⁸ Previous research shows that job search intensity increases with the expected financial returns to working (White *et al.*, 1994).

⁹ The question stated that applications included 'filling in application forms, telephoning, writing or visiting a potential employer'

Chapter Five

Table 5.8 Percentage of New Deal participants and ex-New Deal unemployed making job applications in the four weeks before survey interview

| | | <i>Weighted base</i> |
|---|----|----------------------|
| Men | 55 | 3383 |
| Women | 48 | 3267 |
| Ethnicity | | |
| White | 52 | 3873 |
| Black Caribbean | 58 | 183 |
| Black African | 61 | 81 |
| Black Other | 61 | 53 |
| Indian | 65 | 79 |
| Pakistani | 52 | 207 |
| Bangladeshi | 73 | 55 |
| Children | | |
| Children | 7 | 432 |
| No children | 53 | 4217 |
| Lone parent | | |
| Lone parent | 39 | 75 |
| Not lone parent | 53 | 4574 |
| Married/living as married | | |
| Married/living as married | 48 | 608 |
| Single, divorced or separated | 54 | 4043 |
| Qualifications | | |
| None | 48 | 1211 |
| NVQ Level 1-2 | 53 | 2628 |
| NVQ Level 3 | 61 | 337 |
| NVQ Level 4-5 | 65 | 174 |
| Other qualifications | 55 | 229 |
| Reading, writing or numeracy problems since age 16 | | |
| No problems | 54 | 3539 |
| Drug or alcohol problems | 41 | 138 |
| No drug or alcohol problems | 53 | 4511 |
| Ex-offender | | |
| Ex-offender | 7 | 221 |
| Not ex-offender | 52 | 4025 |
| Benefit stopped/reduced since ND entry | | |
| Benefit stopped/reduced since ND entry | 62 | 971 |
| No benefit stop/reduction | 51 | 3678 |
| Job search problems in last year | | |
| Job search problems in last year | 55 | 3264 |
| No job search problems | 49 | 3385 |
| Job before New Deal | | |
| Job before New Deal | 56 | 3176 |
| No job before New Deal | 47 | 1473 |
| Work limiting long-term health problem | | |
| Work limiting long-term health problem | 6 | 588 |
| Long-term health problem not work limiting | 50 | 259 |
| No long-term health problem | 54 | 3852 |
| Number of social disadvantages: | | |
| 0 | 59 | 902 |
| 1 | 55 | 1739 |
| 2 | 50 | 1307 |
| 3 | 50 | 585 |
| 4 | 41 | 73 |
| Length of qualifying spell of unemployment | | |
| < 6 months | 50 | 4292 |
| 6-11 months | 51 | 1166 |
| 12-17 months | 53 | 475 |
| 18-23 months | 55 | 252 |
| 24-35 months | 55 | 249 |
| 36 months+ | 45 | 31 |

Base: all New Deal participants and ex-New Deal unemployed at time of survey interview

Chapter Five

Table 5.8 shows the percentage of respondents making one or more job applications in the four weeks before the survey interview.

- Many of those groups with low job search intensity on the search methods indicator also had low search intensity according to the applications measure. These included those with children, literacy or numeracy problems, drug or alcohol problems, no job prior to New Deal, work-limiting long-term illness, women, whites and lone parents.
- The relationship between higher qualifications and higher search intensity, although detectable with the search methods measure, was more apparent when using the job application measure
- Similarly, the relationship between multiple disadvantage and low search intensity, detectable with the search methods measure, was more apparent when using the job application measure.
- As well as using more search methods, those who had experienced benefit stoppages or reductions since entering New Deal were making more job applications than those without benefit stops or reductions
- The job application measure of search intensity indicates lower search effort among those with qualifying unemployment spells of three years or more, although there was no evidence of a reduction in the number of search methods used. These findings are reminiscent of White *et al.*'s (1994: 173-176) finding that some of the long-term unemployed often 'go through the motions...but [their] activities tend to fall short of producing job applications' (White *et al.*, 1994: 173). Alternatively, they may have high job expectations which means they rarely encounter vacancies they wish to apply for

5.2. Job search efficacy

The questionnaire contains a batch of attitudinal statements relating to individuals' perceptions of their own ability to search for jobs, their feelings about being unemployed, and their perceptions about the qualities they had to offer employers. Responses were coded along a six-point scale identifying how strongly each respondent agreed or disagreed with fourteen statements.¹⁰ These questions are replicated in the wave two questionnaire, permitting analyses of attitudinal change between the sixth and fifteenth month after New Deal entry. Analysis of participants' changing orientation towards work and their own ability to obtain it will be fundamental to understanding 'distance travelled' towards employability. This section and the following section describe orientations to job search and work motivation respectively using the wave one attitudinal data.

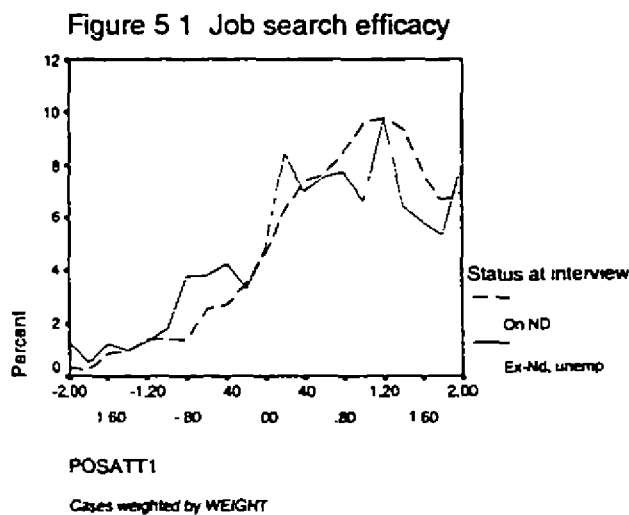
¹⁰ The frequency distributions for these statements are given in the appendix of tables. Responses ranged from 'strongly agree' to 'strongly disagree', with the sixth code being 'no opinion'

Chapter Five

A single index representing 'job search efficacy scale' emerged from analyses of responses to the fourteen attitudinal statements.¹¹ The scale comprises responses to the following five statements:

- I know the best way(s) to apply for the kind of work I want
- I know how to write a good application letter
- I do well at job interviews when I get them
- I have lots of experience relevant to work
- I have many work related skills that would make me a good employee.

How strongly respondents agreed with these statements establishes the degree to which they felt capable of finding a job themselves and performing well in a job. Figure 5.1 plots the job search efficacy scores of those on the programme at the time of the survey interview (the broken line) and the ex-New Deal unemployed. Respondents were clustered towards the positive end of the scale, with those on the programme scoring more positively than the ex-New Deal unemployed.



Those with low job search efficacy tended to make fewer job applications and use fewer search methods, although there was no difference in the search intensity of those with medium and high search efficacy (Table 5.9)¹² However, this relationship did not always hold. In particular, despite searching more intensively, those on Gateway were more likely to score 'low' on the job search efficacy measure than those on Options (30 per cent and 23 per cent respectively).¹³ Search efficacy was highest among those with

¹¹ Items for the scale were selected using factor analysis. Principal components analysis initially identified it as the single factor with an Eigen value of above 2. It accounted for 25 per cent of the variance in the scores for the fourteen statements. The Cronbach alpha for the selected items is 0.77. The scale presented runs from -2, low job search efficacy, to +2, high job search efficacy. The scale was constructed by taking the mean of the five attitudes referred to in the text. The scale was then centred around zero and multiplied by -1.

¹² Scores of -2.0 to 0.3 denote low job search efficacy, scores between 0.4 and 1.2 denote medium job search efficacy, and scores between 1.3 and 2.0 denote high job search efficacy.

¹³ The corresponding figures for those on post-Option advice and the ex-New Deal unemployed were 26 and 35 per cent respectively.

Chapter Five

the lowest search intensity, namely employment Option participants: 18 per cent scored 'low' on the search efficacy measure.¹⁴

Table 5.9 Association between job search efficacy and job search intensity among New Deal participants and ex-New Deal unemployed

| | <i>Low search efficacy</i> | <i>Medium search efficacy</i> | <i>High search efficacy</i> |
|--|----------------------------|-------------------------------|-----------------------------|
| | % | % | % |
| Number of job applications in last 4 weeks | | | |
| 0 | 56 | 44 | 43 |
| 1-4 | 26 | 27 | 25 |
| 5+ | 18 | 29 | 31 |
| Mean number of search methods used in last 4 weeks | 2.0 | 2.4 | 2.4 |
| <i>Weighted base</i> | 1319 | 1954 | 1375 |
| <i>Unweighted base</i> | 1412 | 1998 | 1317 |

Base: all New Deal participants and ex-New Deal unemployed at time of survey interview

It is likely that those with low job search efficacy will be among those with the furthest distance to travel to obtain employment. Table 5.10 identifies who had low job search efficacy.

- The following characteristics were associated with low search efficacy *and* low job search intensity scores. no or low qualifications, literacy or numeracy problems, drug or alcohol problems, work-limiting long-term health problems, no job before New Deal entry, lone parenthood. Being a woman and having children were also associated with low search efficacy and low search intensity
- Job search intensity was lower among those with multiple social disadvantages, but the link between multiple disadvantage and low search efficacy was even more marked.
- Long-term unemployment was linked to lower job search intensity, but only for those who had been unemployed for three years or more before entering New Deal. However, the link between long-term unemployment and low job search efficacy became apparent earlier in participants' unemployment spells. Those with qualifying spells of 18 months or more had lower job search efficacy than those with shorter unemployment spells.
- Some groups had low job search efficacy, even though they did not have low job search intensity. These included: younger participants, Black Africans, single people, ex-offenders, and those with job search problems in the last year.
- Job search efficacy was marginally lower among those who had been subject to benefit penalties since entering New Deal, although they searched more intensively than those who had not had benefit stops or reductions.

¹⁴ The corresponding figures for other Options participants were: voluntary sector Option 27 per cent, ETF 29 per cent and full-time education and training Option 25 per cent

Chapter Five

Table 5 10 Percentage of New Deal participants and ex-New Deal unemployed with low search efficacy

| | Percentage | Weighted base |
|---|------------|---------------|
| Men | 51 | 338 |
| Women | 32 | 207 |
| Age | | |
| 18-20 years | 32 | 2027 |
| 21-22 years | 27 | 1279 |
| 23+ years | 24 | 1337 |
| Ethnicity | | |
| White | 78 | 507 |
| Black Caribbean | 24 | 16 |
| Black African | 1 | 1 |
| Black Other | 1 | 5 |
| Indian | 26 | 17 |
| Pakistani | 26 | 207 |
| Bangladeshi | 27 | 55 |
| Children | | |
| Children | 29 | 432 |
| No children | 25 | 4217 |
| Parental status | | |
| One parent | 27 | 177 |
| Not one parent | 28 | 577 |
| Marital status | | |
| Married/living as married | 23 | 608 |
| Single, divorced or separated | 29 | 4041 |
| Qualifications | | |
| None | 49 | 3218 |
| NVO Level 1-2 | 24 | 2622 |
| NVO Level 3 | 1 | 5 |
| NVO Level 4 | 1 | 5 |
| Other qualifications | 9 | 599 |
| Reading, writing or numeracy problems since age 16 | | |
| Reading, writing or numeracy problems since age 16 | 49 | 1110 |
| No problems | 22 | 3539 |
| Drug or alcohol problems | | |
| Drug or alcohol problems | 15 | 138 |
| No drug or alcohol problems | 28 | 451 |
| Ex-offender | | |
| Ex-offender | 37 | 424 |
| Not ex-offender | 28 | 4225 |
| Benefit stopped/reduced since ND entry | | |
| Benefit stopped/reduced since ND entry | 31 | 971 |
| No benefit stop/reduction | 28 | 3678 |
| Job search problems in last year | | |
| Job search problems in last year | 31 | 3264 |
| No job search problems | 23 | 1385 |
| Job before New Deal | | |
| Job before New Deal | 23 | 3176 |
| No job before New Deal | 40 | 145 |
| Work-limiting long-term health problem | | |
| Work-limiting long-term health problem | 34 | 538 |
| Long-term health problem, not work limiting | 30 | 259 |
| No long-term health problem | 27 | 3852 |
| Number of social disadvantages | | |
| 0 | 16 | 302 |
| 1 | 23 | 1639 |
| 2 | 24 | 1307 |
| 3 | 16 | 585 |
| 4 | 65 | 12 |
| Length of qualifying spell of unemployment | | |
| < 6 months | 24 | 1209 |
| 6-11 months | 24 | 1166 |
| 12-17 months | 24 | 473 |
| 18-23 months | 29 | 252 |
| 24-35 months | 37 | 249 |
| 36 months + | 37 | 317 |

Base: all New Deal participants and ex-New Deal unemployed at time of survey interview

Chapter Five

5.3 Non-financial work commitment

Some argue that 'employment commitment is likely to be one of the major factors that determine long-term employability' (Gallie *et al.*, 1994: 179).¹⁵ The authors argue that this is because people interested in work for work's sake, rather than for the pecuniary rewards it offers, are more likely to make satisfactory employees for employers. They may also be more willing to put in work effort beyond what is formally required. Using the standard measure of non-financial employment commitment contained in the NDYP survey¹⁶, earlier surveys have found a higher proportion of the unemployed would wish to continue work even if there were no financial necessity than is the case for people in work (Gallie *et al.*, 1994: 179)

Strong employment commitment was associated with higher search intensity among those participating on New Deal at the time of the survey and the ex-New Deal unemployed, but the associations were not especially strong. Fifty-six per cent of those who strongly agreed that they would still want to work even if they could live comfortably without the income had applied for jobs in the four weeks before the survey interview, compared to 51 per cent of those who strongly disagreed. Eighteen per cent of those strongly agreeing had used five or more search methods in that period, compared to nine per cent of those strongly disagreeing. Employment commitment was also associated with job search efficacy: 39 per cent of those who strongly agreed they would still work had high job search efficacy, compared with 27 per cent of those strongly disagreeing.

Non-financial employment commitment was strongest among New Deal participants on post-Option advice, 46 per cent of whom strongly agreed that they would still want to work even if they had enough money to live comfortably. There were no great differences in employment commitment between those on Gateway, Options or the ex-New Deal unemployed, where the figures were 36, 39 and 38 per cent respectively. Table 5.11 identifies those most strongly committed to employment for non-financial reasons

- Women have higher employment commitment than men. Earlier studies have identified increasing employment commitment among women since the early 1980s (Gallie *et al.*, 1998: 189) such that, by the early 1990s, there was no significant difference in the commitment of men and women (Gallie *et al.*, 1994: 182)

¹⁵ The impact of employment commitment on job acquisition is, however, less clear. Evidence from the 1980s suggests that employment commitment had no significant effect on job acquisition among unemployed men and women, with the exception of unemployed claimants who were not seeking work (Gallie and Vogler, 1994). More recent evaluation research identified a significant negative association between job acquisition and employment commitment among samples of Work Trials, Jobclub and JIG participants and matched comparison groups (White *et al.*, 1997). However, this association in cross-sectional data is consistent with higher work commitment among the unemployed, discussed below

¹⁶ Respondents were asked how strongly they agreed or disagreed with the statement, 'Even if I had enough money to live comfortably for the rest of my life, I would still want to work'. This statement is identical to the one used in earlier studies such as the Social Change and Economic Life Initiative (Gallie and Vogler, 1994) and Employment in Britain (Gallie *et al.*, 1998)

Chapter Five

Table 5 11 Percentage of New Deal participants and ex-New Deal unemployed strongly agreeing with the statement 'Even if I have enough money to live comfortably for the rest of my life, I would still want to work'

| | | Weighted base |
|--|----|---------------|
| Men | 37 | 3382 |
| Women | 43 | 2204 |
| Age | | |
| 18-20 years | 37 | 2027 |
| 21-22 years | 37 | 1279 |
| 23+ years | 42 | 1337 |
| Ethnicity | | |
| White | 36 | 3175 |
| Black Caribbean | 41 | 163 |
| Black African | 35 | 27 |
| Black Other | 61 | 32 |
| Indian | 57 | 70 |
| Pakistani | 32 | 207 |
| Bangladeshi | 36 | 55 |
| Children | 41 | 432 |
| No children | 38 | 4217 |
| One parent | 35 | 75 |
| Not lone parent | 39 | 474 |
| Married/living as married | 43 | 608 |
| Single, divorced or separated | 38 | 4041 |
| Qualifications | | |
| None | 39 | 174 |
| NVQ level 2 | 37 | 202 |
| NVQ level 3 | 42 | 357 |
| NVQ level 4 | 35 | 324 |
| Other qualifications | 41 | 225 |
| Reading, writing or numeracy problems since age 16 | 45 | 1110 |
| No problems | 36 | 3539 |
| Drug or alcohol problems | 35 | 25 |
| No drug or alcohol problems | 39 | 451 |
| Ex-offender | 35 | 424 |
| Not ex-offender | 39 | 4225 |
| Benefits stopped/reduced since ND entry | 41 | 378 |
| No benefit stop/reduction | 38 | 4673 |
| Job search problems in last year | 38 | 3264 |
| No job search problems | 38 | 1385 |
| Job before New Deal | 39 | 175 |
| No job before New Deal | 38 | 455 |
| Work-limiting long-term health problem | 41 | 538 |
| Long-term health problem, not work limiting | 37 | 259 |
| No long-term health problem | 38 | 3852 |
| Number of social disadvantages | | |
| 0 | 37 | 902 |
| 1 | 36 | 1729 |
| 2 | 40 | 307 |
| 3 | 35 | 357 |
| 4 | 32 | 73 |
| Length of qualifying spell of unemployment | | |
| < 6 months | 39 | 1209 |
| 6-11 months | 35 | 1166 |
| 12-17 months | 40 | 473 |
| 18-23 months | 42 | 252 |
| 24-35 months | 39 | 249 |
| 36 months + | 35 | 317 |

Base: all New Deal participants and ex-New Deal unemployed at time of survey interview

Chapter Five

- Employment commitment increased with age, a finding consistent with the small amount of research on employment commitment among young unemployed people (Jackson, 1994: 112-117; Gallie *et al.*, 1994: 181). Initially this occurs in the transition to adulthood, whereupon young people acquire an adult economic and social identity. At that point, paid work offers the prospect of independent living. This is followed by movement into parenthood when supporting dependent children acts as a fillip to independent income generation. However, employment commitment falls after age 25 (Gallie *et al.*, 1998: 192-195). The table suggests that employment commitment was a little higher among those with children (with the exception of lone parents), and among those with partners
- Employment commitment was lower among the white majority than among non-white ethnic minorities (36 per cent against 49 per cent)
- Employment commitment was higher among those with higher qualifications, a finding consistent with previous research (Gallie *et al.*, 1998: 194)
- There was no simple association between measures of social and labour market disadvantage and levels of employment commitment. For example, there were no associations between high commitment and health problems or poor work histories, and employment commitment did not decline markedly with longer qualifying spells of unemployment or multiple social disadvantage. However, those with literacy or numeracy problems had high employment commitment, while those with drug or alcohol problems had particularly low employment commitment

5.4 *Feelings about being out of work*

The mirror image of employment commitment is the feeling the unemployed have about being out of work. All respondents were asked 'Some people do not really mind being out of work. Others feel it is just about the worst thing that ever happened to them. Would you look at this card and tell me which number shows your own feelings about being out of work?' Answers were scored on a nine point scale running from 'I do not really mind being out of work' to 'Being out of work is just about the worst thing that ever happened to me'

This 'anti-unemployment' measure was associated with the other components of employability referred to above. Respondents tending to the view that unemployment was the worst thing that had happened to them searched more intensively, had higher job search efficacy, and exhibited stronger employment commitment. However, the measure is worthy of consideration in its own right simply because it is a direct measure of how respondents were feeling about their unemployment at the time of the survey interview. The presumption is that those least comfortable with their unemployment were most likely to do whatever they could to get a job. Over a quarter (27 per cent) of those who, at the time of the survey interview, were either on New Deal or unemployed having left New Deal, said it was the worst thing that had happened to them. This figure was identical for those on Gateway, Options and post-Option advice. However, there were big differences across Option participants. Those on ETF and the voluntary sector Option were less likely than those on the employment and full-time education and training Options to say that being out of work was the worse thing that had ever happened to

Chapter Five

them. The figures were 18, 17, 33 and 26 per cent respectively. The percentage of respondents saying being out of work was the worst thing that had happened to them fell with longer qualifying spells of unemployment (29 per cent among those with spells of under 12 months, falling to 22 per cent among those with spells of three years or more) This is consistent with research by psychologists who have pointed to resigned adaptation to prolonged unemployment (Jackson, 1994: 113)

5.5 Job search flexibility

If the unemployed are flexible about the vacancies they will consider, they may increase their chances of employment by increasing the pool of vacancies they are prepared to apply for and by increasing the likelihood of accepting job offers. This flexibility may relate to pay, or non-pay features of a job such as hours, occupation, contract duration, and location

The nature of jobs available to the unemployed changed markedly in the 1990s, with part-time, self-employed and temporary work opportunities replacing full-time job offers, trends which have contributed to declining real wages in jobs first entered on leaving unemployment (Gregg and Wadsworth, 1997). Recent evaluation research indicates that these shifts in labour demand may have placed a premium on job search flexibility. In the mid-1990s, high wage expectations did not adversely affect claimants' job prospects. What did matter were the hours unemployed claimants expected to work. Job chances fell with increased hours expectations (White *et al.*, 1997: 72ff). This finding held for male entry to full-time and part-time jobs, and female entry to part-time jobs.

The following sections consider the wage and non-wage job search flexibility of NDYP participants in the period through to the first survey interview. The second wave data will permit analyses of changes in search flexibility over time, and an assessment of the value of search flexibility at wave one in entering jobs and remaining in employment subsequently.¹⁷

5.5.1: Wage expectations

Those who had sought work in the nine months before the survey interview were asked what wage they sought – referred to here as their 'target' wage – and the minimum wage they would accept.¹⁸ If job seekers maintain target and minimum acceptable wages that are above entry wages – the wages offered in jobs which seekers tend to enter on leaving

¹⁷ Claimants' ability to hold onto jobs in the longer-term depends on effecting a good job match. Failure to do so may increase the likelihood of voluntary quits through employee job dissatisfaction or involuntary quits through employer dissatisfaction with performance. So there may be a trade off between job search flexibility which leads to early job entry, and longer-term job prospects.

¹⁸ Respondents were asked to name wages net of tax and other deductions, and say how many hours per week they expected to work for the wage. Analyses presented in this section are confined to those still on the programme and the ex-New Deal unemployed who provided valid net wage and hours figures. Cases are excluded where the net hourly rate exceeds a value five standard deviations from the mean, namely £13.42 in the case of the target wage and £10.57 in the case of the minimum acceptable wage. Results are presented in terms of net hourly rates.

Chapter Five

unemployment – then they may impair their job prospects. On the other hand, job search theory suggests that search effort is higher where the rewards from working are greater, in which case there should be an association between job search intensity and target wages. In fact, those making no applications in the four weeks before the survey interview and those making 5 or more applications (Table 5.12) held the highest target and minimum wages. This suggests two groups of job seekers: those with high expectations who could not find vacancies worth applying for, and those who were highly driven, who wanted a good wage and were making every effort to get it. Target and minimum acceptable wages also rose with job search efficacy, so that those who felt best able to get a job were confident enough to command higher wages.

Table 5.12 Associations between job search measures and wage expectations

| | <i>Mean target wage</i> | <i>Weighted base</i> | <i>Mean minimum wage</i> | <i>Weighted base</i> |
|--|-------------------------|----------------------|--------------------------|----------------------|
| | <i>£s per hour</i> | | <i>£s per hour</i> | |
| Number of job applications in 4 weeks before interview | | | | |
| 0 | 4.35 | 1646 | 3.47 | 1596 |
| 1-4 | 4.19 | 1081 | 3.39 | 1061 |
| 5+ | 4.37 | 1102 | 3.48 | 1085 |
| Job search efficacy | | | | |
| Low | 4.18 | 1013 | 3.33 | 964 |
| Medium | 4.28 | 1653 | 3.44 | 1625 |
| High | 4.47 | 1165 | 3.57 | 1157 |

Base: New Deal participants and ex-New Deal unemployed at time of survey interview with valid wage and hours data. Excludes cases with mean wages over 5 standard deviations from the mean.

Those on New Deal at the time of the survey interview had slightly higher average hourly target wages than the unemployed who had left New Deal (£4.34 against £4.22), but their minimum hourly acceptable rates were virtually identical (£3.45 and £3.47 respectively). However, there was considerable variation in the target wages among New Deal participants (Table 5.13). Average target wages were highest among participants on Options, and lowest among those on post-Option advice (£4.46 and £4.15 respectively). Participants on the full-time education and training Option had the highest target wages, followed by those on the employment and voluntary sector Options. Those on ETF had target wages as low as Gateway participants' target wages.

A different story emerges from analysis of minimum acceptable wages. Options participants, with the exception of those on the full-time education and training Option, who had the highest minimum acceptable wages of all, held the lowest minimum acceptable wages. Participants on the employment and voluntary sector Options showed the greatest wage flexibility in terms of the amount they were prepared to drop from their target wages. Both groups set their minimum acceptable wages over £1 below their target wages.

Chapter Five

Table 5 13 Mean target and minimum acceptable net hourly rates among New Deal participants and ex-New Deal unemployed, by current New Deal status

| | <i>Mean target wage</i> | <i>Weighted base</i> | <i>Mean minimum wage</i> | <i>Weighted base</i> |
|----------------------------------|-------------------------|----------------------|--------------------------|----------------------|
| | <i>£s per hour</i> | | <i>£s per hour</i> | |
| Gateway | 4 28 | 1227 | 3 44 | 1204 |
| Employment Option | 4 42 | 515 | 3 35 | 504 |
| Voluntary sector Option | 4 38 | 132 | 3 36 | 131 |
| ETF | 4 27 | 110 | 3 34 | 108 |
| FT education and training Option | 4 54 | 547 | 3 62 | 535 |
| Post-Option advice | 4 15 | 377 | 3 43 | 370 |
| Ex-New Deal unemployed | 4 22 | 916 | 3 47 | 888 |

Base New Deal participants and ex-New Deal unemployed at time of survey interview with valid wage and hours data Excludes cases with mean wages over 5 standard deviations from the mean

Caution should be exercised in drawing inferences from this cross-sectional descriptive analysis. As shown below, wage expectations are an indicator of human capital, which itself may influence current New Deal status. However, current status may also influence wage expectations

Table 5 14 shows variations in average target and minimum acceptable wages by individual characteristics

- Hourly target and minimum acceptable wages varied with demographic characteristics and household circumstances Wage expectations were higher among men, older people, and non-whites (with the exception of Pakistanis) Target and minimum acceptable wages were higher where respondents had some responsibility for their housing costs and dependent children
- Target and minimum wages were higher among those with higher earning potential Those with qualifications at NVQ Level 3 or above had higher wage expectations than those with lower or no qualifications Driving licence holders sought higher wages than those without licences However, although those with work experience can usually be expected to command higher wages than those with no prior work experience, those with jobs before entering New Deal had similar target wages to those with no prior work experience Their minimum acceptable wages were only marginally higher
- Target wages fell among those with longer qualifying spells of unemployment The relatively low target wages among those with qualifying unemployment spells of under six months may be due to the fact that this group includes voluntary early entrants to the programme, many of whom had special needs. However, minimum acceptable wages did not fall with the length of the qualifying unemployment spell, although they did dip among those with unemployment spells of 2-3 years. These findings suggest that young unemployed claimants adjust their target wages

Chapter Five

downwards with lengthening unemployment, but are less inclined to lower their minimum acceptable wages.¹⁹

- Minimum acceptable wages fell with multiple social disadvantage, but there was no simple relationship between social disadvantage and wage expectations. Those with basic skill problems had higher target wages than those with no basic skill problems, although there was no difference in the minimum acceptable wages they sought. Ex-offenders had higher target and minimum wages than other respondents. On the other hand, those with drug or alcohol problems had lower target and minimum wages than those without such problems
- Target wages were lowest in Wales and the South West of England, and highest in London and the South East. Along with the North East of England, Wales and the South West also had the lowest minimum acceptable wages.
- There were sizeable differences in target and minimum wages across different New Deal delivery types.

Table 5 14 Target and minimum acceptable net hourly wages among participants and ex-ND unemployed

| | Target wage per hour | Weighted base per hour | Minimum wage per hour | Weighted base |
|--|----------------------------|------------------------------|-----------------------------|---------------|
| Men | 4 37 | 2845 | 3 50 | 2798 |
| Women | 4 14 | 986 | 3 32 | 948 |
| Age | | | | |
| 18-20 years | 3 44 | 168 | 3 24 | 160 |
| 21-27 years | 3 51 | 1090 | 3 52 | 1056 |
| 28-34 years | 4 57 | 1105 | 3 69 | 1084 |
| Ethnicity | | | | |
| White | 4 20 | 3192 | 3 37 | 3121 |
| Black Caribbean | 5 20 | 150 | 3 93 | 147 |
| Black African | 5 54 | 66 | 4 35 | 67 |
| Black Other | 4 90 | 43 | 4 00 | 43 |
| Indian | 4 66 | 66 | 3 71 | 66 |
| Pakistani | 4 18 | 175 | 3 45 | 169 |
| Bangladeshi | 4 77 | 46 | 3 80 | 44 |
| Children | 4 55 | 361 | 3 92 | 356 |
| Not children | 4 26 | 346 | 3 40 | 330 |
| Lone parent | 4 36 | 51 | 3 67 | 47 |
| Not lone parent | 4 31 | 3780 | 3 45 | 3698 |
| Married/living as married | 4 63 | 503 | 3 77 | 49 |
| Single/divorced/or separated | 4 26 | 3326 | 3 40 | 3249 |
| Qualifications | | | | |
| None | 4 24 | 979 | 3 39 | 952 |
| NVQ Level 1-2 | 4 23 | 2177 | 3 40 | 2126 |
| NVQ Level 3 | 4 68 | 278 | 3 72 | 277 |
| NVQ Level 4-5 | 4 79 | 147 | 3 81 | 144 |
| Other qualifications | 4 55 | 250 | 3 66 | 247 |
| Reading/writing/or numeracy problem since age 16 | 4 42 | 392 | 3 26 | 361 |
| No reading/writing/or numeracy problems | 4 28 | 2939 | 3 45 | 2900 |
| Drug or alcohol problems | 4 13 | 113 | 3 38 | 113 |
| No drug or alcohol problems | 4 32 | 3718 | 3 45 | 3632 |
| Ex-offender | 4 36 | 355 | 3 60 | 349 |
| Not ex-offender | 4 31 | 3416 | 3 44 | 3396 |

¹⁹ However, without the wave two longitudinal data one can not discount the possibility of a compositional effect, whereby the longer-term unemployed are observed as having lower target wages than the shorter-term unemployed because they are different sorts of people

Chapter Five

| cont | Target wage | Weighted base | Minimum wage | Weighted base |
|---|-------------|---------------|--------------|---------------|
| | £ per hour | | £ per hour | |
| Job before New Deal | 4.31 | 2705 | 3.47 | 2651 |
| No job before New Deal | 4.30 | 1127 | 3.41 | 1094 |
| Work limiting long-term health problem | 3.84 | 433 | 3.37 | 418 |
| Long-term health problem, not work limiting | 4.21 | 217 | 3.30 | 211 |
| No long-term health problem | 4.31 | 5181 | 3.45 | 5116 |
| Number of social disadvantages | | | | |
| 0 | 4.37 | 777 | 3.51 | 770 |
| 1 | 4.34 | 1416 | 3.48 | 1387 |
| 2 | 4.23 | 1091 | 3.41 | 1057 |
| 3 | 4.28 | 461 | 3.37 | 448 |
| 4 | 4.47 | 55 | 3.33 | 53 |
| Length of qualifying spell of unemployment | | | | |
| < 6 months | 4.27 | 1017 | 3.45 | 1002 |
| 6-11 months | 4.37 | 953 | 3.47 | 938 |
| 12-17 months | 4.3 | 418 | 3.44 | 408 |
| 18-23 months | 4.26 | 211 | 3.4 | 211 |
| 24-35 months | 4.23 | 212 | 3.30 | 205 |
| 36+ months | 4.20 | 237 | 3.31 | 234 |
| Driving licence, access to vehicle | 4.55 | 538 | 3.65 | 527 |
| Driving licence, no access to vehicle | 4.59 | 325 | 3.72 | 307 |
| No driving licence | 4.24 | 2968 | 3.39 | 2912 |
| Responsibility for housing costs | | | | |
| Self | 4.37 | 726 | 3.68 | 711 |
| Partner | 4.47 | 60 | 3.65 | 59 |
| Shared with others | 4.33 | 300 | 3.32 | 296 |
| Parents/relatives | 4.16 | 185 | 3.29 | 181 |
| Others responsibility | 4.27 | 235 | 3.37 | 230 |
| No housing costs | 4.37 | 54 | 3.41 | 53 |
| Not living in private residence | 4.63 | 98 | 3.66 | 97 |
| Delivery type | | | | |
| ES individual contract | 4.37 | 2648 | 3.47 | 2591 |
| ES joint partnership | 4.14 | 676 | 3.34 | 658 |
| Consortium | 4.44 | 194 | 3.74 | 187 |
| Private sector | 4.13 | 313 | 3.37 | 309 |
| Region | | | | |
| Scotland | 4.16 | 383 | 3.29 | 374 |
| North east | 4.04 | 338 | 3.18 | 328 |
| North west | 4.12 | 776 | 3.28 | 757 |
| Yorkshire and Humberside | 4.30 | 847 | 3.20 | 830 |
| Wales | 4.19 | 272 | 3.18 | 267 |
| West Midlands | 4.35 | 673 | 3.50 | 668 |
| East Midlands and East Anglia | 4.08 | 375 | 3.20 | 369 |
| South west | 4.32 | 582 | 3.35 | 577 |
| London and south east | 5.02 | 871 | 3.59 | 841 |

Base: New Deal participants and ex-New Deal unemployed at time of survey interview with valid wage and hours data. Excludes cases with mean wages over 5 standard deviations from the mean.

5.5.2: Non-wage flexibility

Programme evaluations have tended to focus on four aspects of non-wage flexibility: hours, contract duration, geographical location, and occupational. Respondents were

Chapter Five

asked about the first three of these items, irrespective of whether they had looked for a job recently²⁰ The measures are based on the following questions:

- (a) Hours flexibility: 'Are you prepared to accept only full-time work, or only part-time work, or are you prepared to work either full-time or part-time?'
- (b) Contract flexibility: 'Would you accept a short-term or temporary job?'
- (c) Geographical flexibility: 'Would you be prepared to move to a different area for the sake of a job?'

Table 5.15 shows the percentage of respondents showing non-wage flexibility by New Deal status at the time of the survey interview

New Deal participants and the ex-New Deal unemployed were most flexible with respect to taking a short-term or temporary job: 64 per cent were prepared to do so. Just over half (53 per cent) were flexible on hours, and a third (36 per cent) were geographically flexible. Those on post-Option advice exhibited the greatest non-wage flexibility, while those on Options showed the least non-wage flexibility.

Table 5.15. Non-wage flexibility among current New Deal participants and ex-New Deal unemployed

| | <i>Gateway</i> | <i>Options</i> | <i>Post-Option advice</i> | <i>Ex-ND unemployed</i> |
|---------------------------|----------------|----------------|---------------------------|-------------------------|
| % flexible on hours | 57 | 47 | 55 | 57 |
| % flexible on contract | 66 | 57 | 74 | 67 |
| % geographically flexible | 33 | 37 | 43 | 33 |
| Weighted base | 1423 | 1701 | 418 | 1107 |
| Unweighted base | 1485 | 1743 | 429 | 1070 |

Base: New Deal participants and ex-New Deal unemployed at time of survey interview. Note: flexible on hours if prepared to work full-time or part-time, flexible on contract if prepared to accept a short-term or temporary job, geographically flexible if prepared to move to a different area for a job.

Table 5.16. Non-wage flexibility among Options participants

| | <i>Employment Option</i> | <i>Voluntary sector Option</i> | <i>ETF</i> | <i>FT education and training Option</i> |
|---------------------------|--------------------------|--------------------------------|------------|---|
| % flexible on hours | 41 | 50 | 52 | 50 |
| % flexible on contract | 52 | 56 | 56 | 61 |
| % geographically flexible | 35 | 25 | 40 | 40 |
| Weighted base | 621 | 170 | 127 | 776 |
| Unweighted base | 606 | 173 | 133 | 825 |

Base: Options participants at time of survey interview. Note: flexible on hours if prepared to work full-time or part-time, flexible on contract if prepared to accept a short-term or temporary job, geographically flexible if prepared to move to a different area for a job.

Employment Option participants were less likely than other Option participants to be flexible over hours or contract duration (Table 5.16). Those on the full-time education

²⁰ A measure of occupational flexibility can be constructed from the question 'Can you describe the kinds of job you would accept?' However, this question was only asked of those who had searched for work in the previous nine months, so it is not included in this analysis.

Chapter Five

and training Option were most likely to consider short-term or temporary contracts, perhaps because these would fit in with their studies. Voluntary sector Option participants were the least geographically mobile.

An index of non-wage flexibility was constructed with respondents scoring 1 for each item on which they were flexible. A score of zero means they were not flexible on any of the three items, while a score of 3 means they were flexible on all three items²¹. The non-wage flexibility index was not associated with target or minimum acceptable wage levels. However, there was a positive relationship between non-wage flexibility and wage flexibility, as measured by the extent to which respondents were prepared to drop below their target wage when stating their minimum acceptable wage. Those scoring zero on the non-wage flexibility index were prepared to drop 17.6 per cent, compared to 19.7 per cent among those scoring 3 on the index.

Non-wage flexibility was also positively associated with greater job search intensity and job search efficacy (Table 5.17)

Table 5.17 Non-wage flexibility and job search intensity and efficacy among New Deal participants and ex-New Deal unemployed at time of survey interview

| | <i>Index of non-wage labour market flexibility</i> | | | |
|--|--|----------|----------|----------|
| | <i>0</i> | <i>1</i> | <i>2</i> | <i>3</i> |
| % making 5+ job applications in 4 weeks before survey interview | 23 | 25 | 27 | 35 |
| % using 3+ job search methods in 4 weeks before survey interview | 43 | 48 | 51 | 57 |
| % with high job search efficacy | 25 | 28 | 30 | 43 |
| Weighted base | 493 | 2148 | 1590 | 418 |
| Unweighted base | 529 | 2144 | 1638 | 416 |

Base: New Deal participants and ex-New Deal unemployed at time of survey interview. Note: figures are cell percentages, not column percentages.

Table 5.18 shows how non-wage flexibility varied across respondents.

- There is evidence that some groups traded off non-wage flexibility and wage flexibility. For instance, men were more flexible than women on the non-wage flexibility index, but their wage expectations were higher. Older respondents were more likely to be flexible than younger people on non-wage issues, but their wage

²¹ Although this index is a convenient way to rank respondents according to their non-wage flexibility, it is important to bear in mind that the three items measure very distinct aspects of job search flexibility. Further analysis not presented here found that geographical flexibility was not correlated with hours flexibility, and was only poorly correlated with contract flexibility. Hours and contract flexibility were strongly positively correlated.

Chapter Five

expectations were higher. Similarly, although they sought higher wages, those with higher qualifications also exhibited greater non-wage flexibility²²

- Thirty-eight per cent of non-white ethnic minorities had high non-wage flexibility, compared to 44 per cent of whites. But a closer look at different non-white ethnic groups reveals that Black Caribbeans, Black Africans and Indians were just as flexible as whites. Pakistanis and Bangladeshis who had low non-wage flexibility.
- Non-wage flexibility was lower among those with qualifying unemployment spells of two years or more.
- Those with experience of jobs before entering New Deal had higher non-wage flexibility than those without work experience. If non-wage flexibility is a fixed characteristic, this may explain why those with higher flexibility scores were more likely to have had jobs in the past
- The most severely disadvantaged – those with all four social disadvantages – had lower non-wage flexibility scores than others, but there was no simple relationship between non-wage flexibility and markers of social disadvantage.
- There were marked differences in non-wage flexibility across regions. Flexibility was highest in Scotland, and lowest in the Midlands and East Anglia.

Table 5 18: Percentage of New Deal participants and ex-New Deal unemployed with high non-wage flexibility

| | % with high non-wage flexibility | Weighted base ²² |
|---|----------------------------------|-----------------------------|
| Men | 46 | 3382 |
| Women | 34 | 1267 |
| Age | | |
| 18-20 years | 42 | 2027 |
| 21-22 years | 42 | 1279 |
| 23+ years | 47 | 1337 |
| Ethnicity | | |
| White | 44 | 3872 |
| Black Caribbean | 43 | 185 |
| Black African | 48 | 31 |
| Black Other | 43 | 53 |
| Indian | 47 | 79 |
| Pakistani | 20 | 20 |
| Bangladeshi | 26 | 55 |
| Children | 44 | 432 |
| No children | 43 | 4217 |
| Home parent | 30 | 75 |
| Not home parent | 43 | 4574 |
| Married/living as married | 45 | 608 |
| Single, divorced, or separated | 43 | 4041 |
| Qualifications | | |
| None | 30 | 1211 |
| NVQ Level 1 | 43 | 2628 |
| NVQ Level 2 | 46 | 437 |
| NVQ Level 3 | 54 | 174 |
| Other qualifications | 52 | 292 |
| Reading, writing or numeracy problem since age 16 | 38 | 1110 |
| No reading, writing or numeracy problems | 45 | 3539 |
| Drug or alcohol problems | 46 | 138 |
| No drug or alcohol problems | 43 | 4511 |

²² Earlier studies suggest that occupational flexibility falls among those with higher qualifications. Occupational flexibility is not covered in this index

Chapter Five

| | <i>% with high non-wage flexibility</i> | <i>Weighted base</i> |
|---|---|----------------------|
| Cont | | |
| Ex-offender | 47 | 424 |
| Not ex-offender | 43 | 4225 |
| Benefits stopped/reduced since ND entry | 45 | 931 |
| No benefit stopped/reduced | 43 | 3078 |
| Job search problem in last year | 44 | 3264 |
| No job search problems | 42 | 1385 |
| Job before New Deal | 45 | 1176 |
| No job before New Deal | 40 | 1473 |
| Work-limiting long-term health problem | 39 | 538 |
| Long-term health problem, not work limiting | 42 | 259 |
| No long-term health problem | 44 | 3852 |
| Number of social disadvantages | | |
| 0 | 46 | 902 |
| 1 | 44 | 1339 |
| 2 | 43 | 1307 |
| 3 | 41 | 355 |
| 4 | 28 | 73 |
| Driving licence, access to vehicle | 45 | 623 |
| Driving licence, no access to vehicle | 43 | 385 |
| No driving licence | 43 | 3641 |
| Length of qualifying spell of unemployment | | |
| < 6 months | 45 | 1209 |
| 6-11 months | 44 | 1166 |
| 12-17 months | 45 | 473 |
| 18-23 months | 47 | 252 |
| 24-35 months | 38 | 249 |
| 36+ months | 37 | 317 |
| Driving licence, access to vehicle | 45 | 623 |
| Driving licence, no access to vehicle | 43 | 385 |
| No driving licence | 43 | 3641 |
| Responsibility for housing costs | | |
| Self | 49 | 856 |
| Partner | 52 | 74 |
| Shared with others | 44 | 366 |
| Parents/relatives | 42 | 2250 |
| Others responsibility | 41 | 284 |
| No housing costs | 38 | 692 |
| Not living in private residence | 42 | 119 |
| Delivery type | | |
| ES individual contract | 44 | 326 |
| ES joint partnership | 39 | 322 |
| Consortium | 41 | 322 |
| Private sector | 44 | 335 |
| Region | | |
| Scotland | 56 | 560 |
| North east | 45 | 443 |
| North west | 41 | 707 |
| Yorkshire and Humberside | 44 | 773 |
| Wales | 43 | 204 |
| West Midlands | 34 | 313 |
| East Midlands and East Anglia | 35 | 499 |
| South west | 43 | 65 |
| London and south east | 42 | 1086 |

Base New Deal participants and ex-New Deal unemployed at time of survey interview Note high non-wage flexibility is a score of 2 or 3 on the non-wage flexibility index

Chapter Five

5.6: Perceived impact of New Deal on improving employability

A rigorous appraisal of New Deal's impact on participants' employability must await the second wave data which will permit analysis of change on the measures discussed above. However, respondents were asked how helpful New Deal had been in increasing their confidence, improving skills, learning new skills, getting work experience, and looking for work. Where participants viewed New Deal as helpful in these respects, one may argue that participation has improved employability. The section begins with perhaps the most direct measure of New Deal's impact on employability, namely the extent to which respondents thought it had improved their chances of getting a good job. Again, analyses are confined to those on the programme at the time of the survey interview and the ex-New Deal unemployed.

If participants believe a programme has improved their chances of getting a good job, even if they have yet to enter work, it is arguable that the programme has assisted in improving their employability. However, there are difficulties in interpreting this measure as an indicator of New Deal's success. First, without some comparison with another programme with similar aims and participant profile, it is difficult to interpret percentages agreeing that the programme had improved their chances of a good job as either good or bad. Secondly, differences across groups of participants may reflect genuine differences of opinion about the impact of the programme. However, they may also reflect differences in expectations about what constitutes a 'good job' and the chances of getting one, regardless of the help offered by the programme. In fact, there is a strong negative correlation between individuals' target wages and whether they thought New Deal had improved their chances of getting a job²³. This suggests that responses to this question were influenced by job expectations. Thirdly, although it seems self-evident that a successful programme should assist all participants, those programmes of most benefit to the labour market as a whole are those that disproportionately assist those least able to get a job without assistance.²⁴ Therefore, it is important to consider what sorts of people thought New Deal had improved their job prospects.

Not surprisingly, the extent to which participants thought New Deal had improved their chances of getting a good job varied a great deal according to their experience on the programme. Overall, sixty per cent of those still on the programme at the time of the survey interview agreed that New Deal had improved their chances of getting a good job, compared to only a quarter (26 per cent) of those who had left the programme for unemployment (Table 5.19). Employment Option participants were the most likely to think that New Deal had increased their chances of getting a good job, followed by those on the full-time education and training Option. Gateway participants were less positive about the job impact of New Deal than other participants, perhaps because their involvement with the programme was less advanced.

²³ Those who 'strongly agreed' that New Deal had improved their chances of getting a good job had mean hourly net target wages of £4.25, compared to £4.49 among those who 'strongly disagreed'.

²⁴ This is because those least well placed to compete in the labour market are less likely to substitute for other workers when entering work. Of course, assisting the least well placed also makes for a more efficient programme, by minimising 'deadweight', that is, resources going to those who were most likely to have got a job in any case.

Chapter Five

Table 5.19 Percentage 'strongly' or 'slightly' agreeing that New Deal had improved their chances of getting a good job among New Deal participants and ex-New Deal unemployed

| | % | <i>Weighted base</i> |
|---|---------|----------------------|
| Gateway | 52 (19) | 1423 |
| Employment Option | 73 (40) | 621 |
| Voluntary sector Option | 61 (28) | 170 |
| ETF | 62 (16) | 127 |
| Full-time education and training Option | 65 (30) | 776 |
| Post-Option advice | 60 (25) | 418 |
| Ex-New Deal unemployed | 26 (9) | 1107 |

Base New Deal participants and ex-New Deal unemployed at time of survey interview Note figures in parentheses are percentages strongly agreeing New Deal improved their chances of getting a good job

There was a strong positive association between satisfaction with help offered by NDPAs and perceptions that the programme had improved chances of getting a good job. Almost half (47 per cent) of those completely satisfied with NDPA help strongly agreed that the programme had improved their chances of getting a good job. This figure fell to 34 per cent among those 'very satisfied' with NDPA help, 11 per cent among those 'fairly satisfied', and under 5 per cent among the remainder.

The view that New Deal improved chances of getting a good job was also associated with the recollection of more intensive assistance. Those strongly agreeing that New Deal had improved their chances of getting a good job were more likely to recall referrals than other participants, and recalled more topics being discussed with NDPAs. Almost two-thirds (64 per cent) of those strongly agreeing that New Deal had improved their chances of getting a good job recalled referrals by their NDPA to other agencies or individuals for help, compared to 46 per cent of those who strongly disagreed.²⁵ Those strongly agreeing recalled a mean of 4.9 items discussed with the NDPAs, compared to 3.5 among those strongly disagreeing.

Table 5.20 shows the percentage of participants agreeing 'strongly' or 'slightly' with the statement 'New Deal has improved my chances of getting a good job'. The figures in parentheses are the percentages strongly agreeing with the statement.

- Perceptions of New Deal's impact on job prospects varied markedly across ethnic groups. Those least likely to agree that it would benefit them were Indians, Black Caribbeans, and 'Other Blacks', respondents classifying themselves as Black, excluding Caribbeans and Africans.
- Some disadvantaged groups were least likely to agree that New Deal had improved their chances of getting a good job. These included those with drug or alcohol problems, ex-offenders, lone parents, those with no qualifications, and those with all four social disadvantages used to construct the multiple disadvantage scale.
- However, judging by this criterion, the programme appears to be reaching some disadvantaged groups. For instance, the perceived job impact of New Deal did not

²⁵ There was a positive association between the mean number of referrals made and perceptions of a positive impact of New Deal on job prospects

Chapter Five

differ across those with and without literacy and numeracy problems. Those with longer qualifying spells of unemployment were more likely to agree that New Deal had improved their chances of getting a good job.

- There are further indications that experiences on the programme influenced perceptions of the impact of the programme on job prospects. Perceptions were more positive in delivery areas in which the Employment Service was the sole or joint contractor. Where benefits had been stopped or reduced perceptions of New Deal's job impact was more negative.

Table 5.20 Percentage of New Deal participants and ex-New Deal unemployed agreeing that New Deal had improved their chances of getting a good job

| | Agreeing ND improved chances of getting a good job (%) | Weighted base |
|--|--|---------------|
| Men | 52 (21) | 3382 |
| Women | 51 (24) | 2677 |
| Age | | |
| 18-20 years | 54 (21) | 2027 |
| 21-22 years | 51 (22) | 1279 |
| 23+ years | 52 (24) | 1337 |
| Ethnicity | | |
| White | 53 (23) | 3876 |
| Black Caribbean | 52 (14) | 182 |
| Black African | 51 (24) | 181 |
| Black Other | 47 (25) | 52 |
| Indian | 51 (17) | 79 |
| Pakistani | 51 (22) | 207 |
| Bangladeshi | 50 (20) | 75 |
| Children | 49 (24) | 432 |
| No children | 53 (22) | 4217 |
| One parent | 51 (21) | 75 |
| Not one parent | 52 (22) | 4574 |
| Married/living as married | 50 (23) | 608 |
| Single, divorced, or separated | 53 (22) | 4041 |
| Qualifications | | |
| None | 51 (18) | 1244 |
| NO levels | 50 (21) | 2628 |
| NO levels | 53 (23) | 3877 |
| NO levels+ | 49 (19) | 1741 |
| Other qualifications | 51 (22) | 307 |
| Reading writing or numeracy problem since age 16 | 52 (22) | 1110 |
| No reading, writing or numeracy problems | 52 (22) | 3539 |
| Drug or alcohol problems | 47 (18) | 131 |
| No drug or alcohol problems | 52 (22) | 456 |
| Ex-offenders | 41 (17) | 424 |
| Not ex-offenders | 53 (22) | 4225 |
| Benefit stopped/reduced since ND start | 42 (16) | 271 |
| No benefit stopped/reduced | 53 (24) | 3678 |
| Job search problem in last year | 51 (21) | 3264 |
| No job search problems | 52 (25) | 1385 |
| Job before New Deal | 51 (22) | 3176 |
| No job before New Deal | 56 (22) | 1478 |
| Number of social disadvantages | | |
| 0 | 52 (23) | 902 |
| 1 | 51 (23) | 1739 |
| 2 | 55 (22) | 1307 |
| 3 | 53 (20) | 585 |
| 4 | 40 (19) | 73 |

Chapter Five

| Cont. | % agreeing ND improved chances of getting a good job | Weighted base |
|---|--|---------------|
| Work-limiting long-term health problem | 49 (17) | 538 |
| Long-term health problem, not work limiting | 54 (24) | 259 |
| No long-term health problem | 53 (23) | 3852 |
| Length of qualifying spell of unemployment | | |
| < 6 months | 51 (20) | 126 |
| 6-11 months | 51 (23) | 1166 |
| 12-17 months | 53 (24) | 773 |
| 18-23 months | 55 (20) | 52 |
| 24-35 months | 57 (22) | 219 |
| 36+ months | 56 (22) | 317 |
| Delivery type | | |
| ES individual contract | 53 (22) | 3216 |
| ES joint partnership | 54 (24) | 832 |
| Consortium | 43 (21) | 228 |
| Private sector | 49 (18) | 373 |
| Region | | |
| Scotland | 52 (19) | 50 |
| North-east | 58 (29) | 68 |
| North-west | 57 (26) | 707 |
| Yorkshire and Humber | 57 (23) | 76 |
| Wales | 51 (15) | 204 |
| West Midlands | 57 (24) | 313 |
| East Midlands and East Anglia | 49 (22) | 199 |
| South-west | 57 (23) | 65 |
| London and South-east | 46 (18) | 1086 |

Base New Deal participants and ex-New Deal unemployed at time of survey interview. Note figures in parentheses are percentages 'strongly agreeing' that New Deal increased their chances of getting a good job.

Participants viewed New Deal as improving their chances of getting a good job where the programme was helping with their confidence, skills improvement and acquisition, and job search. Table 5.21 shows the link between the overall perception that New Deal had improved job chances and the help the programme offered with these specific 'distance travelled' measures.²⁶ For each of the five measures, the percentage citing New Deal as helpful rose with the likelihood of viewing New Deal as beneficial in getting a good job.

Table 5.22 shows that, of the five ways in which New Deal could have improved employability, it was its effect on looking for work which was cited most frequently, followed by improving confidence, then improving or learning new skills, and finally getting work experience. This rank order applied across most demographic characteristics.²⁷

²⁶ Respondents were asked 'Has New Deal been helpful to you in any of the following ways: increasing your confidence, improving your skills, learning new skills, getting work experience, looking for work?'

²⁷ There was no association between saying 'yes' to the question 'Has New Deal increased your confidence?' and mean job search efficacy scores (those answering 'yes' scoring 0.77, and those answering 'no' scoring 0.78). This suggests those answering 'yes' tended to have lower confidence levels in the first place. Those saying New Deal had helped with looking for work were searching more intensively than other groups, with the exception of those who said New Deal had helped them with nothing.

Chapter Five

Table 5 21. New Deal impact on 'distance travelled' by perceived job impact among those on New Deal at time of survey interview and ex-New Deal unemployed

| ND helpful in | New Deal has improved my chances of getting a good job | | | | | | |
|-------------------------|--|----------------|----------------------------|-------------------|-------------------|------------|----------------|
| | Strongly agree | Slightly agree | Neither agree nor disagree | Slightly disagree | Strongly disagree | No opinion | Not applicable |
| | % | % | % | % | % | % | % |
| Increasing confidence | 74 | 54 | 31 | 21 | 8 | 17 | 1 |
| Improving skills | 67 | 49 | 29 | 17 | 9 | 20 | 2 |
| Learning skills | 63 | 47 | 31 | 22 | 10 | 17 | 2 |
| Getting work experience | 49 | 39 | 21 | 16 | 9 | 8 | 2 |
| Looking for work | 80 | 70 | 51 | 42 | 21 | 25 | 3 |
| None of these | 4 | 9 | 26 | 37 | 65 | 66 | 96 |
| Weighted base | 1020 | 1408 | 712 | 520 | 761 | 116 | 111 |
| Unweighted base | 1030 | 1461 | 695 | 552 | 758 | 123 | 108 |

Base New Deal participants and ex-New Deal unemployed at time of survey interview Note: percentages add to more than 100 because respondents could give more than one answer The 'not applicable' column relates to those who said they had not been on New Deal or could not recall it

Table 5 22 Ways New Deal has been helpful for those participating in New Deal at time of survey interview and ex-New Deal unemployed

| | Count of responses | Per cent of responses | Per cent of cases |
|-------------------------|--------------------|-----------------------|-------------------|
| Increasing confidence | 1932 | 18 | 42 |
| Improving skills | 1758 | 17 | 38 |
| Learning new skills | 1735 | 16 | 37 |
| Getting work experience | 1360 | 13 | 29 |
| Looking for work | 2573 | 24 | 55 |
| None of these | 1213 | 12 | 26 |
| Total | 10572 | 100 | 227 |

Base 4,649 respondents on New Deal at time of survey interview and ex-New Deal unemployed

What differed was the extent to which respondents found New Deal helpful with any of these five items Table 5.23 shows the percentage of respondents in each group who viewed New Deal as helpful with at least one of the five items.

- Disadvantaged groups including those with drug or alcohol problems, ex-offenders, lone parents, the unqualified, and those with all four social disadvantages, were least likely to say New Deal had helped with any of the five items.
- Black Caribbeans were less likely than other ethnic groups to say that New Deal had helped with these employability items
- Where participants had experienced benefit stops or reductions they were less likely to say New Deal had helped in these ways.

Chapter Five

- Participants with children or partners were less likely to say they New Deal had helped improve their employability
- Consortium delivery areas were the least likely to have helped with employability.

Table 5 23 Percentage of New Deal participants and ex-New Deal unemployed saying New Deal had been helpful in increasing confidence, improving skills, learning skills, getting work experience or looking for work

| | Believing New Deal helped with employability problems | Weighted Base |
|---|---|---------------|
| Men | 74 | 3382 |
| Women | 74 | 1267 |
| Age | | |
| 18-20 years | 76 | 2027 |
| 21-22 years | 74 | 1279 |
| 23+ years | 71 | 1337 |
| Ethnicity | | |
| White | 74 | 357 |
| Black Caribbean | 69 | 183 |
| Black African | 80 | 81 |
| Black Other | 70 | 53 |
| Indian | 72 | 79 |
| Pakistani | 72 | 207 |
| Bangladeshi | 72 | 55 |
| Children | 67 | 432 |
| No children | 75 | 4217 |
| Living with partner | 67 | 75 |
| No living partner | 74 | 574 |
| Married/living as married | 68 | 608 |
| Single divorced, or separated | 75 | 4041 |
| Qualifications | | |
| None | 69 | 1211 |
| NVQ Level 2 | 76 | 2628 |
| NVQ Level 3 | 74 | 357 |
| NVQ Level 4 | 71 | 174 |
| Other qualifications | 75 | 299 |
| Reading, writing or numeracy problem since age 16 | 76 | 1110 |
| No reading, writing or numeracy problems | 73 | 3539 |
| Drug or alcohol problems | 52 | 18 |
| No drug or alcohol problems | 75 | 453 |
| Ex-offenders | 62 | 424 |
| Not ex-offenders | 75 | 4225 |
| Benefit stopped/reduced since ND entry | 66 | 971 |
| No benefit stopped/reduced | 76 | 3678 |
| Job search problem in last year | 73 | 3264 |
| No job search problems | 77 | 1385 |
| Job before New Deal | 73 | 3176 |
| No job before New Deal | 76 | 1473 |
| Work-limiting long-term health problem | 74 | 538 |
| Long-term health problem, not work limiting | 79 | 259 |
| No long-term health problem | 74 | 3852 |
| Length of qualifying spell of unemployment | | |
| < 6 months | 75 | 1209 |
| 6-11 months | 75 | 1166 |
| 12-17 months | 72 | 173 |
| 18-23 months | 76 | 257 |
| 24-35 months | 74 | 249 |
| 36+ months | 76 | 317 |

Chapter Five

| Cont. | % believing New Deal helped with employability items | Weighted base |
|--------------------------------|--|---------------|
| Number of social disadvantages | | |
| 0 | 72 | 902 |
| 1 | 73 | 1739 |
| 2 | 78 | 1307 |
| 3 | 74 | 585 |
| 4 | 64 | 73 |
| Delivery type | | |
| ES individual contract | 74 | 3216 |
| ES joint partnership | 74 | 637 |
| Consortium | 66 | 228 |
| Private sector | 77 | 75 |
| Region | | |
| Scotland | 77 | 560 |
| North east | 79 | 443 |
| North west | 79 | 707 |
| Yorkshire and Humberside | 75 | 773 |
| Wales | 73 | 204 |
| West Midlands | 76 | 313 |
| East Midlands and East Anglia | 71 | 499 |
| South west | 80 | 65 |
| London and south east | 67 | 1086 |

Base New Deal participants and ex-New Deal unemployed at time of survey interview

Respondents' New Deal status at the time of the survey interview was strongly associated with what they viewed as helpful in New Deal (Table 5.24). Those participating in the voluntary and ETF Options viewed New Deal as being most helpful in getting work experience, while those on the full-time education and training Option thought it most helpful in learning new skills. Participants on Gateway and post-Option advice were most likely to cite looking for work as the way in which New Deal had helped them. Perhaps surprisingly, this was also the case for participants on the employment Option, although work experience was cited second most frequently. Fifty-five per cent of the ex-New Deal unemployed said New Deal had not been helpful to them in any of these ways. Among participants, this figure was roughly one-in-ten, but it rose to 27 per cent among Gateway participants, perhaps because they were at a relatively early stage in their programme participation.

Table 5.24 Helpfulness of New Deal among participants at survey interview and ex-New Deal unemployed

| | Gateway | Emp Op | Vol Op | ETF | FT ed/tr Op | Post-Op advice | Ex-ND unemp |
|-------------------------|---------|--------|--------|-----|-------------|----------------|-------------|
| ND helpful in | % | % | % | % | % | % | % |
| Increasing confidence | 39 | 54 | 69 | 62 | 54 | 48 | 20 |
| Improving skills | 22 | 57 | 64 | 54 | 71 | 46 | 15 |
| Learning new skills | 18 | 58 | 64 | 61 | 75 | 47 | 13 |
| Getting work experience | 11 | 66 | 74 | 69 | 37 | 40 | 12 |
| Looking for work | 64 | 72 | 56 | 57 | 47 | 68 | 36 |
| None of these | 27 | 8 | 9 | 9 | 12 | 12 | 55 |
| Weighted base | 1423 | 621 | 170 | 127 | 776 | 418 | 1107 |
| Unweighted base | 1485 | 606 | 173 | 133 | 825 | 429 | 1070 |

Base New Deal participants and ex-New Deal unemployed at time of survey interview

6 New Deal leavers

Summary

- Forty-one per cent of respondents had left New Deal by the time of the survey interview, roughly six months after they began the programme. These early leavers are unlikely to be representative of all leavers in their characteristics or destinations
- Thirty-eight per cent of leavers were in paid work by the time of the interview, 30 per cent were claiming unemployment benefits, 14 per cent were unemployed but not claiming unemployment benefits, and 8 per cent described themselves as long-term sick or disabled. Most of the remaining 10 per cent were looking after the home or in education or training
- Half the leavers were leavers from Gateway, a fifth were Option leavers, and the remainder recalled little or nothing of New Deal. Option leavers had lower employment rates than Gateway leavers and those recalling little or nothing of New Deal. By wave two, Option completers will be counted among Option leavers, and it is likely that their post-programme destinations will be different
- A relatively small minority of leavers (8 per cent) cited problems with claiming or dissatisfaction with New Deal as reasons for stopping New Deal. However, 87 per cent of this group were unemployed at the time of the survey interview
- Employment rates were highest among those viewing New Deal as 'very useful', and lowest among those viewing it as 'not at all useful' and those who were unsure. Employment rates were positively associated with getting along with NDPAs and satisfaction with NDPA help. Employment rates were also high among participants viewing careers guidance under New Deal as helpful. They were particularly low among participants who found work experience or basic skill assistance most helpful, suggesting that these participants did not necessarily expect the help to lead directly to a job
- Women were more likely than men to have left New Deal early, and to have entered part-time employment. Men were more likely than women to leave for full-time employment or unemployment.
- Non-white ethnic minority participants were more likely than whites to have left New Deal, and were more likely to recall little or nothing of the programme. Differences across non-white minority groups were greater than the difference between non-whites and whites. Respondents from the Indian sub-continent were more likely than any other group to have left New Deal, while Black Caribbeans were more likely to be stayers than any other group, including whites. Although white leavers had higher employment rates than non-whites, differences in labour market destinations were greater among non-white ethnic minorities than they were between the white majority and non-white minorities. Black Caribbeans had the lowest employment rate and highest unemployment rate.

Chapter Six

Summary (cont)

- Having longer unemployment spells and no job before the programme were associated with lower chances of leaving New Deal early and leaving for paid work. Employment rates were particularly high among those who had been in a full-time job before the unemployment spell leading to NDYP eligibility. However, having a part-time job before entering unemployment did not improve subsequent employment prospects. There was evidence of 'churning' or 'cycling' through unemployment among those on government programmes before entering their qualifying spell of unemployment. Their rate of claimant unemployment on leaving NDYP was higher than for any other group.
- Work-limiting health problems were associated with an increased likelihood of leaving New Deal, and with leaving with no job to go to.
- The most highly qualified were three times more likely to be in paid work at the time of the survey interview than leavers with no qualifications. Given the NDYP's objective of improving employability, it is of concern that a quarter of those leaving the programme in the first six months had left with no qualifications, and that 80 per cent of this group had left without a job to go to.
- Having basic skill problems was associated with staying on the programme, and with lower employment rates on leaving NDYP. It may be that participants with basic skill problems were persevering with New Deal participation in the hope that the programme would improve their labour market prospects.
- Participants with working partners were more likely than others to leave the programme, and more likely to enter jobs on leaving. Those with unemployed partners were no more likely than single people to have left the programme, or to have entered paid work on leaving. Those with children were more likely than those without to have left NDYP, but relatively few had entered jobs, perhaps raising questions about young people's ability to maintain participation in New Deal when they had care responsibilities.
- Employment rates fell and unemployment and inactivity rates rose with the number of social disadvantages leavers faced.

Chapter Six

Four in ten respondents had left New Deal by the time of the survey interview. This chapter focuses on this group of participants and tackles three issues: reasons for leaving the programme, who left, and where they went. It is important to bear in mind that little can be learned about the effectiveness of the programme from a descriptive analysis of leavers' destinations six months into the programme. This is for two reasons.

First, those who left within the first six months had done so relatively early in their programme participation. They are not representative of all those who will eventually leave the programme. Because they are a select group, it is not possible to extrapolate from their experiences to generalise about the likely impact of programme participation for participants in general.

Secondly, without constructing a counterfactual as to where leavers may have gone in the absence of New Deal, we have no information with which to compare leavers' destinations. The second wave analysis during 2000 will construct counterfactual scenarios using multivariate analyses which take account of selection into various parts of the programme. This is not possible at this stage because this selection process is incomplete, since many are still at a relatively early stage in their New Deal participation.

Nevertheless, the descriptive analysis presented here is valuable in shedding light on who leaves early on, and where they go. It serves as a foundation on which to build for the second stage of the research.

The first section of the chapter analyses the reasons respondents gave for leaving New Deal. In fact, many citing reasons for leaving were on New Deal at the time of interview, indicating that some were referring to short interruptions to their programme participation, so these data are not analysed in detail. The second section identifies the first destinations of New Deal leavers based on the work history information collected in the survey. The more detailed analysis of leavers is contained in the third and fourth sections of the chapter, which focus on those who had left the programme by the time of the survey interview. The third section compares the characteristics of leavers and those remaining on the programme ('stayers') to establish whether there is anything distinctive about those who left the programme early. Some comparisons are made according to the stage the participants had reached in the programme before leaving. The fourth section focuses on the destinations of leavers and the characteristics of those leaving to different labour market states.

6.1 Reasons for leaving New Deal

Respondents recalling time in New Deal activities were asked: 'Since the time you started any of these New Deal activities in (a date is then given to cue them) have you stopped taking part in New Deal for any of the reasons shown on this card?' Respondents were able to identify as many reasons as they liked, and reasons that did not appear on the showcard were recorded and have subsequently been added to the coding frame. In fact, around four in ten (38 per cent) reported reasons why they had left New Deal, including 2 per cent citing more than one reason.

Chapter Six

One-third (32 per cent) of those reporting reasons for leaving New Deal were actually on the programme at the time they were interviewed, indicating that many were reporting reasons for a temporary interruption to their programme participation.

Among those participating in the programme at the time of interview, those on the employment Option, and those on post-Option advice were the most likely to report having left New Deal at some point (Table 6 1).

Table 6 1 Percentage of respondents who had stopped New Deal at some point, by current New Deal status

| | % | Unweighted base |
|----------------------------------|----|-----------------|
| Gateway | 19 | 1485 |
| Employment Option | 39 | 606 |
| Voluntary sector Option | 4 | 173 |
| Environment Task Force | 10 | 133 |
| Full-time education and training | 12 | 825 |
| Post-Option advice | 28 | 429 |
| No longer on New Deal | 87 | 1787 |

Base: those recalling one or more activities on New Deal

Table 6 2 lists the reasons given for leaving New Deal. Over half (55 per cent) had left to start a job. Of these, seventy-one per cent were in paid work at the time of the interview. Eighteen per cent leaving for a job were on the employment Option at the time of the survey interview: this group may have been referring to interruptions to their New Deal as they transferred onto the employment Option.

Ten per cent of current Gateway participants and 13 per cent of those on post-Option advice reported leaving New Deal for a job at some point. This indicates that they had left the programme for jobs that had not lasted long.

Only 1 per cent reported leaving New Deal to claim other benefits, yet 14 per cent left the programme due to sickness, injury or disability, and a further 2 per cent left due to pregnancy. These reasons for leaving may have involved benefit claims, although not reported as such.

Seven per cent of those citing reasons for leaving New Deal had stopped the programme to go into full-time education and training. However, 44 per cent of these respondents were currently on full-time education and training under New Deal. This indicates that the 'stoppage' they were referring to arose from delays in transferring to the full-time education and training Option.

In 4 per cent of all cases, respondents said they had stopped New Deal due to problems with claiming or dissatisfaction with New Deal as reasons. These reasons were given by 12 per cent of all respondents recording a reason for stopping New Deal. The reasons given included:

- dissatisfaction with Options they had done, or the Options offered to them;

Chapter Six

- not getting on with New Deal Personal Adviser;
- opting to sign off or missing appointments, either because they actively disliked New Deal or simply felt it was not worthwhile;
- having benefit stopped or reduced

In 3 per cent of cases where respondents reported reasons for leaving New Deal they said they had been taken off New Deal or signed off by Employment Service staff.

Table 6 2 Reasons for leaving New Deal

| | % |
|--|------|
| To start a job | 55 |
| To start work as self-employed | 2 |
| To look after the home | 6 |
| To go into full-time education/training | 7 |
| Became long-term sick, injured, disabled | 13 |
| Sickness, injury but not long-term | 1 |
| Became pregnant | 2 |
| Prison/remand/criminal proceedings | 1 |
| Moved onto other benefits/partner claiming | 1 |
| Went abroad/moved away | 2 |
| I decided to sign off/leave ND | 2 |
| I was signed off/taken off ND | 3 |
| Benefit stopped/reduced/suspended | 1 |
| Missed appointment/didn't sign on | 1 |
| New Deal came to an end, Option/activity ended | 1 |
| Break between stages of New Deal | * |
| Didn't like Options offered | 3 |
| Didn't get on with NDPA/no help from NDPA | 1 |
| Left ND, just didn't like it | 1 |
| Other reasons | 2 |
| Weighted base | 2266 |
| Unweighted base | 2167 |

Base all those with New Deal experience recalling dated activities who had stopped taking part in New Deal, at least temporarily Respondents could give multiple responses to this question so the percentages add to more than 100

6 2 First destinations on leaving New Deal

Reasons given for leaving New Deal do not equate directly with destinations on leaving New Deal for two reasons. First, some gave reasons for leaving or stopping New Deal which were not related to where they were going on leaving the programme. Secondly, many were reporting reasons for a temporary interruption to their participation on the programme However, respondents' first labour market destinations on leaving New Deal were identified by matching data collected on work histories and New Deal

Chapter Six

histories. First destinations are defined as what the respondent was doing in the weeks following the last date which the respondent recalled doing a New Deal activity.¹

Table 6.3 First destinations on leaving New Deal

| | <i>Gateway leavers</i> | <i>Option leavers</i> | <i>All</i> |
|---|------------------------|-----------------------|-------------|
| | % | % | % |
| Full-time job (30+ hours per week) | 33 | 21 | 30 |
| Part-time job (under 30 hours per week) | 10 | 10 | 10 |
| Self-employed | 1 | 3 | 2 |
| Government/TEC/LEC programme | 1 | 2 | 2 |
| Full-time education or training | 2 | 7 | 4 |
| Unemployed claiming benefits | 20 | 30 | 23 |
| Unemployed, not claiming benefits | 15 | 16 | 15 |
| Long-term sick, injured or disabled | 10 | 7 | 9 |
| Looking after family or home | 5 | 3 | 4 |
| Other | 2 | 1 | 2 |
| <i>Weighted base</i> | <i>1233</i> | <i>468</i> | <i>1701</i> |
| <i>Unweighted base</i> | <i>1196</i> | <i>447</i> | <i>1643</i> |

Base: all New Deal leavers recalling periods on New Deal

Four in ten leavers (40 per cent) went into paid work on leaving New Deal (Table 6.3).² Three-quarters of those going into paid work entered full-time jobs. Thirty-eight per cent of leavers said they were unemployed on leaving New Deal, including 23 per cent who said they were unemployed and claiming unemployment-related benefits. A tenth (9 per cent) had become long-term sick, injured or disabled.

The destinations of leavers differed depending on the stage they had reached in New Deal. Gateway leavers were more likely than Options leavers to have entered a job (43 per cent against 31 per cent) and they were less likely to have become unemployed (35 per cent against 46 per cent). This finding may reflect the timing of the interview about six months after starting New Deal, so that many of those who had left Options were likely to have been non-completers.³

6.3 Characteristics of leavers and stayers

This section compares the characteristics of those who were on New Deal at the time of the survey interview ('stayers') with those who had left the programme by that point ('leavers'). An understanding of which participants remained on the programme gives an insight into how the programme is operating. Often, the more 'able' participants in a programme leave before the end because they have moved into jobs or taken up other

¹ Therefore, this analysis is conducted on the respondents leaving on or after Gateway or an Option. It does not include leavers with little or no recall of New Deal, since they did not provide date information on their participation in New Deal. The analysis in Sections 3 and 4 of the chapter is based on all leavers.

² In 25 per cent of cases, the respondent's labour market destination was an activity that had actually begun before their entry to New Deal. In the majority of cases, this was a spell of unemployment. In these instances, respondents did not view participation in New Deal as affecting their labour market status.

³ The experience of participants entering post-Option advice will be covered in the second wave analysis.

Chapter Six

attractive alternatives to the programme. At the same time, participants may be unable or unwilling to 'stay the course' if the programme is too demanding or not to their liking. These are among the issues explored below

In what follows, distinctions are made between three categories of leaver.

- those with little or no recall of New Deal, including those with no recall of New Deal at all, those recalling a letter to attend a New Deal interview, and those who recalled interviews with a New Deal Personal Adviser, but could not recall anything about when they had taken place,
- those who left New Deal during the Gateway;
- those who left while on an Option, or at the end of an Option

Forty-one per cent of respondents had left New Deal by the time of interview, including 12 per cent with little or no recall of the programme, 21 per cent who were Gateway leavers, and 8 per cent who were Options leavers (Table 6.4).

The comparison of leavers' and stayers' characteristics covers a range of factors known to affect chances of leaving unemployment and finding a job. These attributes are often correlated, so that differences between leavers and stayers may become smaller or larger when adjusted to take account of intercorrelations. This will form part of the multivariate statistical analysis at stage two of the research

Table 6.4 New Deal leavers

| | % |
|------------------------------------|------|
| Leavers | |
| Little or no New Deal recall | 13 |
| Left New Deal during Gateway | 21 |
| Left New Deal on leaving an Option | 8 |
| All leavers | 41 |
| Currently on New Deal | 59 |
| Weighted base | 6010 |
| Unweighted base | 6010 |
| Base all respondents | |

The characteristics covered are: gender; age; ethnicity; period of unemployment on entry to New Deal, activity prior to entering unemployment, whether the individual had ever been in paid work prior to New Deal, health problem or disability, problems of numeracy and literacy; qualifications; car licence holding and vehicle access; partners, children and lone parenthood; housing tenure; responsibility for housing costs; multiple disadvantage, job search problems. In addition, analyses are presented by local New Deal delivery type and region.

Chapter Six

Results are reported where there is an indication of a difference between stayers and leavers that could be of practical significance. Where there is no comment on a characteristic noted in the above list, this indicates that there is no apparent association between the characteristic and leaver status

6.3.1. Gender

Women were less likely than men to be on New Deal by the time of the survey interview (55 per cent against 61 per cent, Table 6.5) Women were also more likely to have left with little or no recall of New Deal (16 per cent against 11 per cent), indicating a more fleeting experience of the programme

Table 6.5 Gender, by leaver status

| | Male | Female |
|---------------------------------|------|--------|
| | % | % |
| Left, little or no recall of ND | 11 | 16 |
| Gateway leaver | 21 | 21 |
| Option leaver | 8 | 8 |
| Stayer | 61 | 55 |
| Weighted base | 4281 | 1729 |
| Unweighted base | 4252 | 1758 |

Base all respondents

6.3.2. Ethnicity

Table 6.6 Ethnicity, by leaver status

| | White | Non-white ethnic | No answer |
|---------------------------------|-------|------------------|-----------|
| | % | % | % |
| Left, little or no recall of ND | 12 | 16 | (22) |
| Gateway leaver | 20 | 23 | (6) |
| Option leaver | 8 | 5 | (22) |
| Stayer | 60 | 56 | (50) |
| Weighted base | 5002 | 998 | (10) |
| Unweighted base | 4635 | 1357 | (18) |

Base all respondents

A slightly smaller proportion of the ethnic minorities was on New Deal at the time of the survey interview than in the case of the white majority (56 per cent against 60 per cent; Table 6.6) Thirty-six per cent of leavers from ethnic minorities recalled little or nothing of New Deal, compared to 30 per cent of whites, suggesting that ethnic minority leavers had had a more fleeting experience of New Deal.

As mentioned in Chapter Four, previous research shows that variations between ethnic minority groups in terms of labour market experiences are at least as great as between the ethnic minorities and the white majority (Modood et al., 1997). In contrast to most

Chapter Six

surveys of the unemployed, there are sufficient respondents to make comparisons across non-white ethnic groups statistically reliable in some cases. In this case, differences across non-white minorities are indeed greater than the difference between ethnic minorities and whites. Respondents from the Indian sub-continent were more likely than other non-white minorities and the white majority to have left the programme by the time of the survey interview. This was due, in large part, to their increased likelihood of leaving the programme while on the Gateway (Table 6.7). Indians were more likely than any other group to have left the programme. Black Caribbeans, on the other hand, were more likely to be stayers than any other group, including whites.

These results confirm the importance of going beyond white – non-white comparisons in analysing the ethnic dimension of NDYP, and raises questions about how the programme is working for different non-white ethnic groups.

Table 6.7 Ethnic group, by leaver status

| | White | Black Caribbean | Black African | Black, other | Indian | Pakistan i | Banglades hi | Chinese | Other |
|------------------------|-------|-----------------|---------------|--------------|--------|------------|--------------|---------|-------|
| | % | % | % | % | % | % | % | % | % |
| Left, little/no recall | 12 | 13 | 14 | 11 | 20 | 15 | 16 | (19) | 23 |
| Gateway leaver | 20 | 15 | 22 | 20 | 31 | 25 | 29 | (0) | 22 |
| Option leaver | 8 | 5 | 1 | 7 | 7 | 6 | 4 | (0) | 5 |
| Stayer | 60 | 67 | 62 | 61 | 42 | 54 | 51 | (81) | 51 |
| Weighted base | 5002 | 203 | 106 | 69 | 119 | 282 | 78 | (9) | 132 |
| Unweighted base | 4635 | 258 | 143 | 100 | 158 | 392 | 130 | (12) | 164 |

Base: all respondents except do not know on ethnicity

6.3.3: Qualifying spell of unemployment

Table 6.8 Qualifying spell of unemployment, by leaver status

| | < 6 mths | 6 - < 12 mths | 12 - < 18 mths | 18 - < 24 mths | 24 - < 36 mths | 36mths + |
|------------------------|----------|---------------|----------------|----------------|----------------|----------|
| | % | % | % | % | % | % |
| Left, little/no recall | 12 | 13 | 12 | 12 | 11 | 11 |
| Gateway leaver | 23 | 19 | 22 | 22 | 18 | 13 |
| Option leaver | 8 | 8 | 7 | 7 | 8 | 8 |
| Stayer | 57 | 60 | 60 | 60 | 63 | 68 |
| Weighted base | 1589 | 1527 | 627 | 312 | 309 | 377 |
| Unwtd base | 1583 | 1448 | 631 | 306 | 334 | 379 |

Base: the 79 per cent of cases with reliable and precise date information.

Chapter Six

The qualifying spell of unemployment is the time spent unemployed up to entry to New Deal, as recalled by the respondent. Twenty-one per cent of respondents did not give precise information, so results with this variable should be treated cautiously. The likelihood of being on the programme by the time of the survey interview was greater among those with qualifying spells of unemployment of three years or more (Table 6.8). This is primarily because the very long-term unemployed were much less likely to have left the programme during the Gateway. This finding is not very surprising, since the probability of leaving unemployment declines with unemployment duration (e.g. White, Lissenburgh and Bryson, 1997)

6.3.4 Activity prior to the qualifying spell of unemployment

Table 6.9 Labour market status before qualifying spell of unemployment, by leaver status

| | <i>FT job</i> | <i>PT job</i> | <i>SE</i> | <i>Govt prog</i> | <i>FT educ, train</i> | <i>Unemp claiming</i> | <i>Unemp, not claiming</i> | <i>LT sick</i> | <i>Home</i> | <i>Other</i> | <i>Missing</i> |
|------------------------|---------------|---------------|-------------|------------------|-----------------------|-----------------------|----------------------------|----------------|-------------|--------------|----------------|
| | % | % | % | % | % | % | % | % | % | % | % |
| Left, little/no recall | 12 | 15 | (21) | 10 | 11 | 12 | 14 | 11 | 17 | 13 | 19 |
| Gateway leaver | 22 | 23 | (34) | 16 | 16 | 26 | 24 | 21 | 18 | 21 | 19 |
| Option leaver | 8 | 6 | (2) | 6 | 8 | 8 | 7 | 10 | 8 | 10 | 8 |
| Stayer | 58 | 56 | (44) | 68 | 65 | 54 | 55 | 58 | 57 | 57 | 54 |
| <i>Weighted base</i> | <i>2134</i> | <i>387</i> | <i>(45)</i> | <i>315</i> | <i>1306</i> | <i>429</i> | <i>328</i> | <i>89</i> | <i>49</i> | <i>248</i> | <i>680</i> |
| <i>Unweighted base</i> | <i>2017</i> | <i>380</i> | <i>(40)</i> | <i>306</i> | <i>1395</i> | <i>441</i> | <i>357</i> | <i>84</i> | <i>51</i> | <i>247</i> | <i>691</i> |

Base all respondents Note those unemployed and claiming benefits prior to the qualifying spell of unemployment were those whose qualifying spell was not an unemployment spell

As mentioned in Chapter One, research has established that what people were doing before becoming unemployed is an important determinant of where they go on leaving programmes (Walker *et al.*, 1999). Indications from this descriptive analysis are that labour market status before entering unemployment is a predictor of whether participants were likely to have left the programme early. Those who had been on a government programme before entering unemployment were the most likely to still be on New Deal at the time of the survey interview (68 per cent, Table 6.9). This may reflect a degree of 'churning' or 'cycling' in and out of government programmes among a minority of participants, a phenomenon identified in previous research. Those who had previously been in full-time education and training also stood out as more likely to be stayers than

Chapter Six

other respondents. This was not because they were on the full-time education and training Option: they were no more likely than other participants to be doing this⁴

Those most likely to have left New Deal were those who had previously been self-employed. 56 per cent had left the programme, most of them before they had tried an Option.

6.3.5. No previous job

One might have expected that those with experience of full- and part-time jobs would have been in a better position than others to leave the programme early, because their work experience might improve their chances of employment. Having a full- or part-time job immediately before the qualifying spell of unemployment did not seem to increase the likelihood of being an early leaver (Table 6.9). However, those with any previous job were more likely than those without previous job experience to have left New Deal by the time of the survey interview (43 per cent against 37 per cent; Table 6.10). This is because they were more likely to have left the programme during Gateway.

Table 6.10 Previous job experience, by leaver status

| | <i>Previous job</i> | <i>No previous job</i> |
|------------------------|---------------------|------------------------|
| | % | % |
| Left, little/no recall | 13 | 12 |
| Gateway leaver | 22 | 18 |
| Option leaver | 8 | 8 |
| Stayer | 57 | 63 |
| <i>Weighted base</i> | <i>4173</i> | <i>1837</i> |
| <i>Unweighted base</i> | <i>4050</i> | <i>1960</i> |

Base. all respondents

⁴ Twenty-two per cent of those previously in full-time education and training were on the education and training Option at the time of the survey interview, as were 22 per cent of those previously in a part-time job and 22 per cent of those unemployed and not claiming benefits

Chapter Six

6.3.6 Health problem or disability

Table 6.11 Health problems or disabilities, by leaver status

| | <i>No problems</i> | <i>Health problem lasting 1+ yrs.</i> | <i>Health affecting kind/amount of work</i> | <i>Health affecting kind of work</i> | <i>Health affecting amount of work</i> | <i>Health prob not affecting kind/amount of work</i> |
|------------------------|--------------------|---------------------------------------|---|--------------------------------------|--|--|
| | % | % | % | % | % | % |
| Left, little/no recall | 13 | 13 | 17 | 8 | 15 | 10 |
| Gateway leaver | 20 | 23 | 27 | 20 | 14 | 20 |
| Option leaver | 7 | 10 | 9 | 11 | 0 | 11 |
| Stayer | 60 | 54 | 47 | 61 | 71 | 59 |
| <i>Weighted base</i> | <i>4868</i> | <i>1077</i> | <i>496</i> | <i>235</i> | <i>18</i> | <i>328</i> |
| <i>Unwtd base</i> | <i>4885</i> | <i>1048</i> | <i>466</i> | <i>254</i> | <i>21</i> | <i>307</i> |

Base all respondents

6.3.7. Qualifications

Table 6.12 presents the leaver status for respondents by their highest qualification, combining information on academic and vocational qualifications

Table 6.12 Highest qualification, by leaver status

| | <i>No qualifications</i> | <i>NVQ level 1 or 2</i> | <i>NVQ level 3</i> | <i>NVQ level 4 or 5</i> | <i>Other qualifications</i> |
|------------------------|--------------------------|-------------------------|--------------------|-------------------------|-----------------------------|
| | % | % | % | % | % |
| Left, little/no recall | 14 | 11 | 15 | 14 | 15 |
| Gateway leaver | 21 | 20 | 22 | 25 | 18 |
| Option leaver | 7 | 8 | 6 | 8 | 9 |
| Stayer | 58 | 60 | 57 | 52 | 58 |
| <i>Weighted base</i> | <i>1463</i> | <i>3408</i> | <i>475</i> | <i>270</i> | <i>394</i> |
| <i>Unweighted base</i> | <i>1601</i> | <i>3332</i> | <i>459</i> | <i>257</i> | <i>361</i> |

Base all respondents

One might expect a higher leaver rate among the better qualified, if they can convert their qualifications into better employment chances. Although, as shown later, employment rates were higher among better qualified leavers, the only apparent difference in leaver

Chapter Six

rates was the higher leaver rate among the best qualified holding the equivalent of an NVQ Level 4 or 5. This might be explained by the opportunities under New Deal for participants with qualifications below NVQ Level 3 to improve their qualifications, an opportunity that might tie some of them to the programme.

6.3.8 Literacy and numeracy problems

Respondents with basic skill problems were more likely to remain on the programme than those without such problems. Sixty-four per cent of those who, since the age of 16, had experienced problems reading or writing English were on the programme at the time of the survey interview (Table 6.13). Similarly, 64 per cent of all those with problems with numbers or simple arithmetic were stayers. The stayer rate was highest for all with reading or writing problems, whether or not they had problems with numbers. However, the stayer rate did not differ much between respondents with no basic skill problems and those with numbers problems but no problems reading or writing English (the figures being 58 and 61 per cent respectively).

The next section shows that leavers with basic skill problems had much lower employment rates than other leavers. Together, these pieces of evidence suggest that participants with basic skill difficulties were persevering with New Deal participation in the hope that the programme would improve their labour market prospects.

Table 6.13 Basic skill problems, by leaver status

| | | <i>No basic skills problems</i> | <i>Problems with reading, writing and numbers</i> | <i>Problems with reading, writing only</i> | <i>Problems with numbers only</i> |
|------------------------|-------------|-------------------------------------|---|--|---------------------------------------|
| | <i>%</i> | <i>%</i> | <i>%</i> | <i>%</i> | <i>%</i> |
| Left, little/no recall | 13 | 12 | 13 | 9 | |
| Gateway leaver | 22 | 14 | 17 | 18 | |
| Option leaver | 7 | 9 | 7 | 12 | |
| Stayer | 58 | 64 | 64 | 61 | |
| <i>Weighted base</i> | <i>4672</i> | <i>477</i> | <i>595</i> | <i>266</i> | |
| <i>Unweighted base</i> | <i>4667</i> | <i>490</i> | <i>600</i> | <i>253</i> | |

Base: all respondents

6.3.9 Driving licence holding and vehicle access

Possession of a driving licence has been a competitive advantage in the youth labour market since at least the early 1980s, substantially increasing the job chances of the unemployed (White and McRae, 1989). It is an important entry qualification for many jobs and, when coupled with access to a vehicle, may provide the individual with a competitive advantage in looking for work further afield, and away from public transport.

Chapter Six

routes. On the other hand, licence holding and vehicle access are associated with social class, and may proxy access to other resources that may facilitate job entry. Either way, holders of driving licences were more likely than those without a licence to have left New Deal by the time of interview, and those with a licence and vehicle access were the most likely to have left (Table 6.14)

Table 6.14 Driving licence possession and vehicle access, by leaver status

| | <i>No driver's licence</i> | <i>Driver's licence, no vehicle access</i> | <i>Driver's licence and vehicle access</i> |
|------------------------|----------------------------|--|--|
| | % | % | % |
| Left, little/no recall | 12 | 12 | 16 |
| Gateway leaver | 19 | 23 | 27 |
| Option leaver | 8 | 10 | 8 |
| Stayer | 62 | 55 | 49 |
| <i>Weighted base</i> | <i>4516</i> | <i>513</i> | <i>981</i> |
| <i>Unweighted base</i> | <i>4623</i> | <i>508</i> | <i>879</i> |

Base: all respondents

6.3.10 Partners, children and lone parenthood

Respondents with partners were more likely than those without partners to have left New Deal by the survey interview (49 per cent compared to 40 per cent; Table 6.15). Further investigation reveals that this differential is accounted for by those with working partners. 70 per cent of those with partners working part-time and 73 per cent of those with partners working full-time had left the programme. Those with partners who were unemployed and claiming benefits were no more likely to have left the programme than single people – 53 per cent had done so. As shown in the next section, those with working partners were themselves more likely to leave the programme for jobs, a finding consistent with other evaluation research (for example White, Lissenburgh and Bryson, 1997).

Table 6.15 Partner status, by leaver status

| | <i>Single, divorced or separated</i> | <i>Married or living as married</i> |
|------------------------|--------------------------------------|-------------------------------------|
| | % | % |
| Left, little/no recall | 13 | 14 |
| Gateway leaver | 20 | 24 |
| Option leaver | 7 | 11 |
| Stayer | 60 | 51 |
| <i>Weighted base</i> | <i>5169</i> | <i>841</i> |
| <i>Unweighted base</i> | <i>5199</i> | <i>811</i> |

Base: all respondents

Those with partners were also more likely than single respondents to have children. Leaver rates were higher among those with children (49 per cent compared with 40 per cent among those without children), so this can also help to explain the difference

Chapter Six

between leaver rates by partner status. It is possible that having dependent children increases the pressure on participants to leave the programme in search of money to meet household needs, which will be greater than the needs of single people, other things being equal. Leaver rates were particularly high among the small number of lone parent respondents (62 per cent compared with 41 per cent for all other respondents)

6.3.11 Housing tenure and housing costs

Table 6 16 Housing tenure, by leaver status

| | <i>Not in priv res</i> | <i>Owned outright</i> | <i>Mortgage loan</i> | <i>Social rented</i> | <i>Private rented</i> | <i>Rent free, squatting</i> | <i>Other</i> | <i>Don't know</i> |
|------------------------|------------------------|-----------------------|----------------------|----------------------|-----------------------|-----------------------------|--------------|-------------------|
| | % | % | % | % | % | % | % | % |
| Left, little/no recall | 12 | 12 | 15 | 12 | 11 | (6) | 18 | 9 |
| Gateway leaver | 16 | 20 | 23 | 20 | 21 | (32) | 20 | 7 |
| Option leaver | 11 | 7 | 8 | 7 | 11 | (14) | 7 | 7 |
| Stayer | 61 | 61 | 54 | 61 | 57 | (48) | 55 | 78 |
| <i>Weighted base</i> | <i>142</i> | <i>669</i> | <i>1232</i> | <i>2888</i> | <i>859</i> | <i>(36)</i> | <i>95</i> | <i>91</i> |
| <i>Unweighted base</i> | <i>130</i> | <i>673</i> | <i>1100</i> | <i>3071</i> | <i>825</i> | <i>(41)</i> | <i>81</i> | <i>89</i> |

Base all respondents

Leaver rates differed by housing tenure (Table 6 16). The small number of those squatting and living in rent-free accommodation appeared to have the highest leaver rates. Those living in private residences being purchased through a loan or mortgage also had high leaver rates. The highest staying on rates were found among those living in social rented accommodation, private residences owned outright, and those living in places other than private residences. However, the differences are not large

Table 6 17 Responsibility for housing costs, by leaver status

| | <i>Sole responsibility</i> | <i>Partner</i> | <i>Shared with others</i> | <i>Parents, relatives</i> | <i>Others</i> | <i>Don't know</i> | <i>No costs</i> |
|------------------------|----------------------------|----------------|---------------------------|---------------------------|---------------|-------------------|-----------------|
| | % | % | % | % | % | % | % |
| Left, little/no recall | 13 | 19 | 14 | 13 | 9 | 5 | 12 |
| Gateway leaver | 19 | 29 | 23 | 21 | 17 | 26 | 19 |
| Option leaver | 10 | 12 | 12 | 7 | 6 | 5 | 7 |
| Stayer | 59 | 40 | 51 | 59 | 68 | 63 | 62 |
| <i>Weighted</i> | <i>1120</i> | <i>111</i> | <i>537</i> | <i>2865</i> | <i>335</i> | <i>10</i> | <i>890</i> |

Chapter Six

| | | | | | | | |
|-----------------------------|------|-----|-----|------|-----|----|-----|
| <i>base</i> | | | | | | | |
| <i>Unweighte d base</i> | 1177 | 105 | 496 | 2803 | 398 | 17 | 884 |

Base respondents living in private residences

Analysis of leavers and stayers among those living in private residences shows that those living in accommodation paid for by a partner were the most likely to have left New Deal by the time of the survey interview (60 per cent; Table 6.17). This group was also the most likely to have little or no recall of the programme. Leaver rates were identical among those solely responsible for their housing costs and those whose housing costs were met by parents or other relatives (59 per cent).

6.3.12 Multiple disadvantage

Table 1.14 in Chapter One showed the distribution of respondents along four dimensions of social disadvantage which previous research shows impair job chances: not having a job prior to programme participation; having no qualifications, having a long-term health problem, and living in social rented accommodation. An index of multiple disadvantage running from 0 (none of these disadvantages) to 4 (all four of them) can be constructed for each respondent.⁵ There are no significant differences in leaver rates for different levels of disadvantage measured in this way, with one exception. The 2 per cent of respondents with all four disadvantages were more likely than others to have little or no recall of the programme (19 per cent, compared with 14 per cent for those with 3 disadvantages, 12 per cent for those with 1 or 2 disadvantages, and 14 per cent for those with none of these disadvantages).

6.3.13 Region

Given the interest in regional variations in New Deal delivery, leaver status is presented for each region in Table 6.18. There are sizeable differences across regions. For instance, leaver rates were particularly high in London and the South East and Scotland (45 per cent), and particularly low in the North West and North East (35 and 36 per cent respectively). Leavers with little or no recall of the programme were most in evidence in Wales (18 per cent) and the South West (17 per cent). There were also differences in the percentage of respondents leaving New Deal as Options leavers, with East Midlands/East Anglia having the highest percentage of Options leavers and the South West the lowest (10 per cent and 5 per cent respectively).

There are no immediate or obvious explanations for these differences, and they may be confounded by other factors, such as local labour market conditions and differences in

⁵ This score has not been validated in any way. There are no theoretical grounds for confining the index to these variables. Nor does the scale take account of intercorrelation between the included items. It is not intended to measure multiple disadvantage in any rigorous way. Rather, the index is presented by way of an illustration of the relationship between leaver status and multiple disadvantages. The variable is ordinal, in that higher scores are deemed to represent greater socially disadvantage, but it is not an interval scale.

Chapter Six

New Deal delivery The stage two multivariate analyses will establish whether regional differences in leaver rates persist when controlling for other local factors.

Table 6 18 region, by leaver status

| | <i>Scotland</i> | <i>NE</i> | <i>NW</i> | <i>Yorks/Humber</i> | <i>Wales</i> | <i>W Mids</i> | <i>E Mids/EA</i> | <i>SW</i> | <i>Lon and SE</i> |
|------------------------|-----------------|------------|-------------|---------------------|--------------|---------------|------------------|------------|-------------------|
| | % | % | % | % | % | % | % | % | % |
| Left, little/no recall | 13 | 11 | 11 | 9 | 18 | 12 | 14 | 17 | 16 |
| Gateway leaver | 26 | 17 | 18 | 22 | 14 | 24 | 19 | 21 | 21 |
| Option leaver | 6 | 8 | 7 | 8 | 9 | 6 | 10 | 5 | 8 |
| Stayer | 55 | 65 | 64 | 61 | 59 | 58 | 57 | 58 | 55 |
| <i>Weighted base</i> | <i>742</i> | <i>558</i> | <i>893</i> | <i>1001</i> | <i>251</i> | <i>410</i> | <i>668</i> | <i>82</i> | <i>1404</i> |
| <i>Unweighted base</i> | <i>653</i> | <i>523</i> | <i>1006</i> | <i>890</i> | <i>331</i> | <i>452</i> | <i>609</i> | <i>109</i> | <i>1437</i> |

Base all respondents Note based on unit of delivery regions

6.3 14 Units of delivery

Table 6 19 presents leaver statuses among different types of New Deal delivery It breaks with the approach of presenting results only where significant differences are apparent because the lack of significant differences is, in itself, an interesting finding Leaver rates were remarkably constant across the four main types of contract delivery

Table 6 19 Units of delivery, by leaver status

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Consortium</i> | <i>Private sector led</i> |
|------------------------|-------------------------------|-----------------------------|-------------------|---------------------------|
| | % | % | % | % |
| Left, little/no recall | 12 | 12 | 16 | 15 |
| Gateway leaver | 21 | 20 | 19 | 18 |
| Option leaver | 8 | 8 | 7 | 8 |
| Stayer | 59 | 60 | 58 | 59 |
| <i>Weighted base</i> | <i>4174</i> | <i>1071</i> | <i>293</i> | <i>472</i> |
| <i>Unweighted base</i> | <i>4153</i> | <i>961</i> | <i>286</i> | <i>610</i> |

Base all respondents

6 4 Characteristics of those leaving to different labour market destinations

This section focuses solely on respondents who had left New Deal by the time of the

Chapter Six

survey interview, and presents associations between their characteristics and circumstances and the labour market status they were in at interview. One can not draw causal inferences about the impact of New Deal on labour market outcomes from these descriptive analyses for reasons outlined at the beginning of the chapter

The analysis covers the characteristics dealt with in the last section. Only results showing significant differences are presented. For the purposes of presentation, the ten-category labour market status variable has been collapsed into three statuses for most tables

- paid work, including full-time employment, part-time employment and self-employment,
- unemployment, including being unemployed and claiming benefits, being unemployed but not claiming benefits, and government programme participation,
- other, including full-time education and training, long-term sickness, injury or disability, family responsibilities and the catch-all 'other' code.

However, due to the interest in full-time employment, figures for full-time employment rates appear in brackets in the paid work rows of tables.

Table 6.20 shows the labour market statuses of leavers at the time of the survey interview. Almost four in ten were in paid work (38 per cent), which is roughly in line with the planning assumptions made by those designing the NDYP. Forty-five per cent of leavers were unemployed, and 17 per cent were doing something else

Two-thirds of those who were unemployed said they were unemployed and claiming benefits. They accounted for almost one-third (30 per cent) of all leavers. This figure raises the issue of the number of leavers who said they were still claiming the Jobseeker's Allowance – people one might have expected to be on the programme.⁶

Table 6 20 Labour market status of leavers at time of survey interview

| | % |
|-------------------------------------|----|
| Full-time job | 27 |
| Part-time job | 9 |
| Self-employed | 2 |
| Government programme | 1 |
| Full-time education/training | 3 |
| Unemployed, claiming benefits | 30 |
| Unemployed, not claiming benefits | 14 |
| Long-term sick, injured or disabled | 8 |
| Looking after home | 4 |
| Other | 1 |

⁶ One possibility is that the larger than expected caseloads of NDPAs require advisers to prioritise cases whose programme participation is at an early stage. Some who have recently completed or left an Option, or passed from Gateway onto an Option that has yet to start, may find that their contact with NDPAs and training providers is low or non-existent, whereupon they may conclude that they are no longer on the programme, but simply claiming unemployment benefits

Chapter Six

| | |
|------------------------|------|
| <i>Weighted base</i> | 2468 |
| <i>Unweighted base</i> | 2353 |

Base. all leavers

In all, 28 per cent of leavers said they or their partner was claiming the Jobseeker's Allowance at the time of the survey interview. A further 14 per cent said they were claiming Income Support, a benefit whose claimants in this age group are almost exclusively lone parents, suggesting that some may have confused Income Support with non-contributory Jobseeker's Allowance. Table 6.21 shows these results by marital status.

Table 6.21 JSA and Income Support receipt among leaver benefit units, by marital status

| | <i>Single, divorced or separated</i> | <i>Married or living as married</i> |
|------------------------|--------------------------------------|-------------------------------------|
| | % | % |
| JSA | 27 | 32 |
| Income Support | 13 | 17 |
| Neither | 60 | 51 |
| <i>Weighted base</i> | 2052 | 415 |
| <i>Unweighted base</i> | 1981 | 372 |

Base: all leavers

Among leavers who said they were unemployed and claiming benefits at the time of the survey interview, around three-quarters lived in a benefit unit claiming Jobseeker's Allowance, and a further 15 per cent said they were claiming Income Support (Table 6.22). Since this information is collected late on in the interview, well after the questions about labour market status, the benefit claiming questions act as a check on the labour market status 'unemployed and claiming benefits'. It seems likely that in all but around 10 per cent of cases, leavers saying they were unemployed and claiming benefits were indeed claiming Jobseeker's Allowance or Income Support.

Table 6.22 JSA and Income Support receipt among leaver benefit units, by whether respondent unemployed and claiming benefits at time of survey interview

| | <i>Unemployed and claiming benefits</i> | <i>Unemployed and not claiming benefits</i> |
|------------------------|---|---|
| | % | % |
| JSA | 73 | 8 |
| Income Support | 15 | 13 |
| Neither | 11 | 79 |
| <i>Weighted base</i> | 744 | 1724 |
| <i>Unweighted base</i> | 740 | 1613 |

Base. all leavers

The remainder of this section deals with the characteristics of leavers to different destinations.

Chapter Six

6.4.1. Gender

Women and men leaving New Deal had similar employment rates (37 and 39 per cent respectively; Table 6.23) but women were less likely to be in full-time employment at the survey interview (22 per cent against 29 per cent). Women were less likely than men to be unemployed but more likely to be in the 'other' category because 10 per cent were looking after the home, compared with only 2 per cent of men leaving New Deal

Table 6.23 Gender, by leaver destinations

| | Male | Female |
|------------------------|---------|---------|
| | % | % |
| Paid work | 39 (29) | 37 (22) |
| Unemployed | 47 | 40 |
| Other | 15 | 23 |
| <i>Weighted base</i> | 1690 | 777 |
| <i>Unweighted base</i> | 1608 | 745 |

Base all leavers. Note figures in parentheses are full-time employment rates

6.4.2 Age

Table 6.24 Age, by leaver destinations

| | 18-20 years | 21-22 years | Over 22 years |
|------------------------|-------------|-------------|---------------|
| | % | % | % |
| Paid work | 34 (24) | 37 (27) | 45 (31) |
| Unemployed | 48 | 49 | 37 |
| Other | 18 | 14 | 18 |
| <i>Weighted base</i> | 1010 | 664 | 792 |
| <i>Unweighted base</i> | 959 | 652 | 739 |

Base all leavers Note. figures in parentheses are full-time employment rates

Employment rates were higher and unemployment rates lower among older leavers (Table 6.24)

6.4.3. Ethnicity

Table 6.25 Ethnicity, by leaver destinations

| | White | Black Caribbean | Black African | Black Other | Indian | Pakistani | Bangladeshi | Other |
|----------------------|---------|-----------------|---------------|-------------|---------|-----------|-------------|---------|
| | % | % | % | % | % | % | % | % |
| Paid work | 39 (29) | 18 (11) | 30 (10) | 51 (27) | 36 (18) | 39 (22) | 43 (26) | 28 (22) |
| Unemployed | 44 | 70 | 37 | 38 | 43 | 43 | 40 | 52 |
| Other | 17 | 12 | 32 | 10 | 22 | 19 | 17 | 20 |
| <i>Weighted base</i> | 2025 | 67 | 40 | 27 | 69 | 131 | 38 | 65 |
| <i>Unweighted</i> | 1782 | 84 | 46 | 40 | 80 | 180 | 60 | 69 |

Chapter Six

ed base

Base all leavers except 2 Chinese cases and 5 'no answers' Note figures in parentheses are full-time employment rates

Whites had higher employment rates than non-white ethnic minorities on leaving New Deal (39 per cent against 34 per cent). However, differences in labour market destinations were greater among non-white ethnic minorities than they were between the white majority and ethnic minorities (Table 6.25). The employment rate among participants from the South Asian sub-Continent was 39 per cent. This was the same as the rate for whites, although a greater proportion of Whites was in full-time jobs. Black Caribbeans had the lowest employment rate and highest unemployment rate (18 per cent and 70 per cent respectively)

6.4.4 *Qualifying spell of unemployment*

Table 6.26 Qualifying spell of unemployment, by leaver destinations

| | < 6 mths | 6 - < 12 mths | 12 - < 18 mths | 18 - < 24 mths | 24 - < 36 mths | 36mths + |
|------------------------|----------|---------------|----------------|----------------|----------------|----------|
| | % | % | % | % | % | % |
| Paid work | 42 (32) | 41 (31) | 44 (29) | 33 (23) | 35 (23) | 34 (22) |
| Unemployed | 45 | 42 | 39 | 52 | 48 | 49 |
| Other | 13 | 17 | 17 | 15 | 17 | 17 |
| <i>Weighted base</i> | 688 | 618 | 250 | 125 | 115 | 119 |
| <i>Unweighted base</i> | 658 | 563 | 250 | 110 | 110 | 117 |

Base leavers with reliable and precise qualifying spells. Note figures in parentheses are full-time employment rates

Among those leaving New Deal within the first six months, job prospects continued to be affected by individuals' recent unemployment histories. Those with a qualifying spell of unemployment of eighteen months or more had lower employment rates on leaving New Deal than those with shorter duration qualifying spells. They had commensurately higher unemployment rates. The difference in employment rates was due entirely to lower full-time employment rates among those with a qualifying spell of eighteen months or more.

However, there were no differences between the employment and unemployment rates of those with qualifying spells of 18-24 months and those with longer qualifying spells

6.4.5 *Activity prior to the qualifying spell of unemployment*

Table 6.27 shows that where participants went on leaving the programme corresponded with where they were before entering the programme. For instance, employment rates were highest among those whose activity before becoming unemployed was a full-time job. Having a part-time job before entering unemployment did not improve subsequent employment prospects

Chapter Six

There is also evidence of some 'churning' or 'cycling' through unemployment among those who were on government programmes before entering their qualifying spell of unemployment. On leaving New Deal, 40 per cent of this group found themselves unemployed and claiming benefits, a higher percentage than for any other group.

Table 6 27 Labour market status before qualifying spell of unemployment, by leaver destinations

| | <i>FT job</i> | <i>PT job</i> | <i>SE</i> | <i>Govt prog</i> | <i>FT educ, train</i> | <i>Unemp claiming</i> | <i>Unemp not claiming</i> | <i>LT sick</i> | <i>Home</i> | <i>Other</i> | <i>Missing</i> |
|------------------------|---------------|---------------|------------|------------------|-----------------------|-----------------------|---------------------------|----------------|-------------|--------------|----------------|
| | % | % | % | % | % | % | % | % | % | % | % |
| <i>Paid work</i> | 44 (35) | 38 (22) | 43 (39) | 34 (25) | 39 (25) | 32 (18) | 19 (13) | 33 (32) | 13 (5) | 32 (24) | 39 (26) |
| <i>Unemployed</i> | 42 | 45 | 31 | 46 | 48 | 56 | 67 | 26 | 44 | 49 | 32 |
| <i>Other</i> | 14 | 17 | 26 | 20 | 14 | 12 | 14 | 40 | 42 | 19 | 29 |
| <i>Weighted base</i> | 892 | 172 | 25 | 99 | 456 | 199 | 148 | 38 | 21 | 107 | 311 |
| <i>Unweighted base</i> | 789 | 165 | 19 | 89 | 491 | 188 | 154 | 35 | 22 | 105 | 295 |

Base all leavers. Note those unemployed and claiming benefits prior to the qualifying spell of unemployment were those whose qualifying spell was not an unemployment spell. Note figures in parentheses are full-time employment rates.

6.4.6 No previous job

Those with a job at some point before entering New Deal were more likely to be employed on leaving the programme (40 per cent against 34 per cent for those without a previous job, Table 6 28). It was also more likely that the job would be full-time.

Table 6 28 Previous job experience, by leaver destinations

| | <i>Previous job</i> | <i>No previous job</i> |
|------------------------|---------------------|------------------------|
| | % | % |
| <i>Paid work</i> | 40 (29) | 34 (22) |
| <i>Unemployed</i> | 44 | 47 |
| <i>Other</i> | 16 | 19 |
| <i>Weighted base</i> | 1784 | 684 |
| <i>Unweighted base</i> | 1628 | 725 |

Base all leavers. Note figures in parentheses are full-time employment rates.

This appears to be further evidence that labour market disadvantages before New Deal entry persisted on leaving the programme, and affected participants' post-programme employment prospects.

Chapter Six

6.4.7. Health problem or disability

The last section showed that those with work-limiting health problems were more likely to have left New Deal than those without such problems. These problems also adversely affected respondents' employment prospects on leaving New Deal. Most of those with work-limiting health problems who had left New Deal had done so with no job to go to, suggesting that they had chosen to leave the programme because they did not find it worthwhile, or because they were unable to persevere on the programme.⁷ However, where a health problem or disability was expected to last a year or more, but was not work-limiting, employment prospects were not significantly different from those who had left the programme with no health problems (Table 6.29)

Table 6.29 Health problems or disabilities, by leaver destinations

| | <i>No problems</i> | <i>Health affects kind and amount of work</i> | <i>Health affects kind of work</i> | <i>Health affects amount of work</i> | <i>Health problem not affecting kind or amount of work</i> |
|------------------------|--------------------|---|------------------------------------|--------------------------------------|--|
| | % | % | % | % | % |
| Paid work | 41 (29) | 15 (13) | 31 (21) | 89 (21) | 38 (30) |
| Unemployment | 45 | 39 | 49 | 11 | 48 |
| Other | 13 | 47 | 19 | 0 | 14 |
| <i>Weighted base</i> | <i>1977</i> | <i>261</i> | <i>91</i> | <i>5</i> | <i>134</i> |
| <i>Unweighted base</i> | <i>1896</i> | <i>238</i> | <i>103</i> | <i>6</i> | <i>110</i> |

Base: all leavers. Note: figures in parentheses are full-time employment rates

Those with health problems that limited the kind and amount of work they could do had particularly low employment rates (15 per cent). Thirty-eight per cent with health problems limiting the kind and amount of work they could do classified themselves as long-term sick, injured or disabled at the survey interview.

6.4.8. Qualifications

There was a strong association between qualification levels and employment rates, on leaving New Deal. The most highly qualified were more than three times as likely to be in paid work at the time of the survey interview than leavers with no qualifications (69 per cent against 20 per cent, Table 6.30)

The value of qualifications at NVQ Levels 1 and 2 is illustrated by the fact that the employment and full-time employment rates were twice as high among leavers with these qualifications than they were for leavers with no qualifications

⁷ In fact, when asked 'Generally how useful have you found the New Deal?', leavers were less likely to say 'very useful' if they had a long-term work-limiting health problem (9 per cent said so, compared to 12 per cent of those with no long-term health problem, and 14 per cent of those with a long-term health problem that was not work-limiting)

Chapter Six

An explicit objective of New Deal is to improve participants' employability. One way in which it tries to achieve this is by enabling participants to engage in education or training leading to a recognised qualification. Yet a quarter (25 per cent) of those leaving the programme within the first six months (10 per cent of all respondents) had left with no qualifications, and 80 per cent of this group had left without a job to go to.

Table 6 30 Highest qualification, by leaver destinations

| | <i>No qualifications</i> | <i>NVQ level 1 or 2</i> | <i>NVQ level 3</i> | <i>NVQ level 4 or 5</i> | <i>Other qualifications</i> |
|------------------------|--------------------------|-------------------------|--------------------|-------------------------|-----------------------------|
| | % | % | % | % | % |
| Paid work | 20 (14) | 42 (29) | 49 (36) | 69 (56) | 37 (27) |
| Unemployed | 59 | 42 | 32 | 25 | 42 |
| Other | 20 | 16 | 19 | 6 | 21 |
| <i>Weighted base</i> | <i>616</i> | <i>1355</i> | <i>203</i> | <i>129</i> | <i>164</i> |
| <i>Unweighted base</i> | <i>626</i> | <i>1281</i> | <i>195</i> | <i>110</i> | <i>141</i> |

Base all leavers Note figures in parentheses are full-time employment rates

6 4 9 Literacy and numeracy problems

Leavers who had experienced literacy or numeracy problems since the age of 16 had lower employment rates than other leavers (27 per cent against 41 per cent, Table 6.31), primarily because they were less likely to have entered full-time jobs. Over half the leavers with basic skill problems had become unemployed. Their claimant unemployment rate was 11 percentage points higher than the rate for leavers with no basic skill problems (39 per cent against 28 per cent)

Leavers who had had basic skill problems since they were 16 accounted for 2 per cent of all respondents. Although a relatively small group of participants, they were certainly facing considerable labour market difficulties on leaving the programme

Table 6 31 Basic skill problems, by leaver destinations

| | <i>No basic skills problems</i> | <i>Problems with reading, writing and numbers</i> | <i>Problems with reading, writing only</i> | <i>Problems with numbers only</i> |
|------------------------|---------------------------------|---|--|-----------------------------------|
| | % | % | % | % |
| Paid work | 41 (29) | 26 (17) | 28 (20) | 24 (15) |
| Unemployed | 43 | 52 | 55 | 54 |
| Other | 16 | 22 | 17 | 22 |
| <i>Weighted base</i> | <i>1975</i> | <i>172</i> | <i>217</i> | <i>103</i> |
| <i>Unweighted base</i> | <i>1870</i> | <i>175</i> | <i>220</i> | <i>88</i> |

Base all leavers Note figures in parentheses are full-time employment rates

Chapter Six

6.4.10. Driving licence holding and vehicle access

Holding a driving licence substantially improved leavers' chances of getting a job, but the combination of a licence and vehicle access proved particularly advantageous (Table 6.32). The employment rate of those with a licence and vehicle access was nearly double that for leavers without a licence (60 per cent against 32 per cent). The difference in employment rates was primarily due to differences in the chances of entering full-time employment.

Table 6.32 Driving licence possession and vehicle access, by leaver destinations

| | <i>No driver's licence</i> | <i>Driver's licence, no vehicle access</i> | <i>Driver's licence and vehicle access</i> |
|------------------------|----------------------------|--|--|
| | % | % | % |
| Paid work | 32 (22) | 39 (27) | 60 (45) |
| Unemployed | 50 | 45 | 29 |
| Other | 19 | 16 | 11 |
| <i>Weighted base</i> | <i>1734</i> | <i>231</i> | <i>502</i> |
| <i>Unweighted base</i> | <i>1719</i> | <i>218</i> | <i>416</i> |

Base: all leavers. Note: figures in parentheses are full-time employment rates.

6.4.11. Partners, children and lone parenthood

Employment rates were similar among single leavers and those with partners (38 and 37 per cent respectively). However, those with working partners were more likely to leave the programme for a job than single leavers (Table 6.33). Leavers were most likely to enter a full-time job where they had a partner who was also in a full-time job. Employment rates were lowest, and unemployment rates highest, where respondents were living with unemployed partners. The link between claimants' job chances and the employment status of partners has been identified in many studies, but there are competing views as to why the link exists (Millar, 1994). Some point to 'complementarity' between partners, others to the possible financial disincentive effects of working when living with an unemployed partner, and others to the impact of household resources on claimants' ability to find and hold onto jobs.

Table 6.33 Labour market status of partner, by leaver destinations

| | <i>FT job</i> | <i>PT job</i> | <i>U, claiming</i> | <i>U, not claiming</i> | <i>Home</i> | <i>No partner</i> |
|------------------------|---------------|---------------|--------------------|------------------------|-------------|-------------------|
| | % | % | % | % | % | % |
| Paid work | 54 (40) | 53 (26) | 12 (8) | 26 (18) | 37 (22) | 38 (28) |
| Unemployed | 29 | 19 | 58 | 70 | 45 | 45 |
| Other | 17 | 28 | 30 | 4 | 17 | 17 |
| <i>Weighted base</i> | <i>107</i> | <i>31</i> | <i>71</i> | <i>28</i> | <i>132</i> | <i>2052</i> |
| <i>Unweighted base</i> | <i>75</i> | <i>30</i> | <i>57</i> | <i>31</i> | <i>129</i> | <i>1981</i> |

Base: all leavers but for presentation purposes partner status columns are excluded where they contain 20 unweighted cases or fewer. Note: figures in parentheses are full-time employment rates.

There are signs that care responsibilities played an important role in respondents'

Chapter Six

participation on the programme, and where they went on leaving the programme. The last section noted that those with children were more likely to have left New Deal by the time of the survey than those without children. However, relatively few were entering jobs. The employment rate for leavers with children was 26 per cent, compared with 40 per cent among leavers without children (Table 6.34). Furthermore, higher proportions of the jobs entered by those with children were part-time. Unemployment rates across the two groups were similar because those with children were twice as likely to be classified 'Other'. This is because a quarter (25 per cent) of leavers with children had left the programme to look after their children.

Among lone parent leavers, the employment rate was 6 per cent, with 3 per cent in full-time jobs. Forty-four per cent of lone parent leavers gave looking after their children as their main activity at the time of the survey interview.

These findings raise questions about the ability of young people to maintain their participation in New Deal when they have care responsibilities. It is possible that the figures are picking up the effects of recent childbirth, requiring women to leave the programme.

Table 6.34 If dependent children, by leaver destinations

| | <i>No children</i> | <i>Children</i> |
|------------------------|--------------------|-----------------|
| | % | % |
| Paid work | 40 (29) | 26 (13) |
| Unemployed | 45 | 43 |
| Other | 15 | 31 |
| <i>Weighted base</i> | 2177 | 290 |
| <i>Unweighted base</i> | 2095 | 258 |

Base: all respondents. Note: figures in parentheses are full-time employment rates.

There were 73 weighted cases (68 unweighted cases) of women who were pregnant at the time of the survey interview. In most cases (87 per cent) they were pregnant with their first child. In all but 11 per cent of these cases, the woman had left New Deal.

6.4.12 Housing tenure and housing costs

Employment rates were highest among leavers living in owner-occupied accommodation, and lowest among those in social rented accommodation, squats and other rent-free accommodation, and those living in institutions and other non-private residences (Table 6.35). The differences are large: employment rates among those in social rented accommodation were two-thirds those of respondents living in owner-occupied accommodation (30 per cent compared with 49 per cent). This housing tenure effect may be an indication of the degree to which young people from more socially disadvantaged backgrounds lose out to the more advantaged in competition for jobs. The numbers in rent-free accommodation and non-private residences are small, making interpretation of the results hazardous. However, it is possible that their high unemployment rates on leaving the programme may be explained in part by the difficulties of getting and holding onto a job when one's housing situation is unsettled or difficult.

Chapter Six

Respondents with sole responsibility for their housing costs had relatively low employment rates on leaving New Deal, but they were not much lower than employment rates among those whose housing costs were met by parents or other relatives (34 per cent against 38 per cent). Employment rates were highest where leavers were sharing housing costs with people other than relatives or partners: 47 per cent of respondents in this situation were working. It is possible that working becomes more feasible when housing costs are reduced through sharing the burden. On the other hand, young people may only move away from home to live with others once they have a job to go to.

Table 6.35 Housing tenure, by leaver destinations

| | <i>Not in priv res</i> | <i>Owned outright</i> | <i>Mortgage loan</i> | <i>Social rented</i> | <i>Private rented</i> | <i>Rent free, squatting</i> | <i>Other</i> | <i>Don't know</i> |
|------------------------|------------------------|-----------------------|----------------------|----------------------|-----------------------|-----------------------------|--------------|-------------------|
| | % | % | % | % | % | % | % | % |
| Paid work | 25 (23) | 47 (36) | 50 (38) | 30 (20) | 42 (26) | 32 (21) | 42 (32) | 30 (17) |
| Unemployed | 60 | 37 | 39 | 49 | 41 | 62 | 53 | 65 |
| Other leaver | 15 | 17 | 11 | 21 | 17 | 6 | 5 | 4 |
| <i>Weighted base</i> | 55 | 259 | 561 | 1138 | 372 | 19 | 42 | 20 |
| <i>Unweighted base</i> | 46 | 264 | 470 | 1150 | 342 | 18 | 35 | 28 |

Base: all leavers. Note: figures in parentheses are full-time employment rates.

Employment rates were particularly low (26 per cent) where housing costs were being met by a partner. Respondents in this situation were much more likely than in other cases to be unemployed and claiming benefits, or looking after the children.

6.4.13 Multiple disadvantage

Recent debates about social exclusion have brought into focus once again the problems associated with multiple disadvantage, first discussed in the 1960s and 1970s when Peter Townsend devised the concept of multiple deprivation (Townsend, 1979; Townsend, 1987). There has been concern that those facing multiple social disadvantages may suffer more than others in the labour market. Table 6.36 seems to support this contention by presenting leaver destinations for respondents with different degrees of multiple social disadvantages. The table indicates that employment rates fell and unemployment rates rose with the number of social disadvantages leavers faced.

Table 6.36 Multiple social disadvantage, by leaver destinations

| | <i>None</i> | <i>One</i> | <i>Two</i> | <i>Three</i> | <i>Four</i> |
|------------|-------------|------------|------------|--------------|-------------|
| | % | % | % | % | % |
| Paid work | 56 (43) | 41 (28) | 31 (22) | 18 (12) | 9 (6) |
| Unemployed | 35 | 45 | 48 | 55 | 58 |
| Other | 9 | 14 | 21 | 28 | 32 |

Chapter Six

| | | | | | |
|------------------------|-----|-----|-----|-----|----|
| <i>Weighted base</i> | 544 | 892 | 661 | 286 | 39 |
| <i>Unweighted base</i> | 456 | 855 | 653 | 290 | 48 |

Base all leavers with non-missing data on four data items in the index Note figures in parentheses are full-time employment rates

Before reading too much into this table, the reader should bear in mind that this indicator is not exhaustive and has not been rigorously validated (see footnote 4). Respondents score a point for each of the following four known markers of disadvantage

- Living in social rented accommodation,
- Having no qualifications,
- Suffering from a health problem or disability expected to last for more than a year;
- Having no job before the qualifying spell of unemployment

The percentage in the 'Other' category also rose with the degree of social disadvantage. This was due to the increasing incidence of long-term sickness, injury and disability among the most socially disadvantaged. Among those with a score of zero on the social disadvantage index, the rate of long-term sickness was 3 per cent. This rose to 19 per cent among those with a score of 3, and 23 per cent among those with a score of 4.

6.4.14 Job search problems

The employment rate at the time of the survey interview was 31 per cent among leavers reporting one or more job search difficulties over the previous year, compared to 54 per cent reporting no such difficulties. The full-time employment rate for those with problems was half that of those with no problems (21 per cent against 40 per cent). Those reporting problems were more likely to say they were unemployed and claiming benefits (33 per cent against 24 per cent) and long-term sick (12 per cent against 1 per cent).

6.4.15 Region

There were notable differences in labour market destinations for leavers in different regions of Britain. However, it is not possible to say whether the observed differences are true regional effects without controlling for other factors which vary with region, such as the composition of the unemployed, labour market conditions, and so on. The region with the lowest employment and full-time employment rates was the South West. London and the South East had the second lowest full-time employment rate

Table 6.37 region, by leaver destinations

| | <i>Scotland</i> | <i>NE</i> | <i>NW</i> | <i>Yorks/Humber</i> | <i>Wales</i> | <i>W Mids</i> | <i>E Mids/EA</i> | <i>SW</i> | <i>Lon and SE</i> |
|-----------|-----------------|------------|------------|---------------------|--------------|---------------|------------------|------------|-------------------|
| | % | % | % | % | % | % | % | % | % |
| Paid work | 35 (27) | 40 (29) | 38 (28) | 39 (28) | 35 (28) | 43 (30) | 41 (31) | 31 (20) | 36 (24) |
| Unemplo | 46 | 41 | 43 | 42 | 54 | 43 | 41 | 50 | 49 |

Chapter Six

| | | | | | | | | | |
|-----------------|-----|-----|-----|-----|-----|-----|-----|----|-----|
| Other | 20 | 19 | 19 | 19 | 11 | 14 | 18 | 19 | 14 |
| Weighted base | 335 | 197 | 324 | 390 | 103 | 171 | 285 | 35 | 627 |
| Unweighted base | 281 | 181 | 355 | 343 | 119 | 180 | 241 | 47 | 606 |

Base all leavers Note based on unit of delivery regions Figures in parentheses are full-time employment rates

6.4 16. Units of delivery

Table 6 38 Units of delivery, by leaver destinations

| | ES individual contract | ES joint partnership | Consortium | Private sector led |
|-----------------|------------------------|----------------------|------------|--------------------|
| | % | % | % | % |
| Paid work | 38 (28) | 40 (24) | 40 (28) | 38 (27) |
| Unemployed | 44 | 44 | 47 | 49 |
| Other | 18 | 17 | 13 | 13 |
| Weighted base | 1726 | 425 | 122 | 194 |
| Unweighted base | 1629 | 383 | 109 | 232 |

Base all leavers Note figures in parentheses are full-time employment rates

Leaver unemployment rates were higher in private-sector and consortium-led units of delivery than they were in other delivery areas, though the differences were not great (Table 6 38). Leavers in private sector areas were most likely to say that they were unemployed and claiming benefits (37 per cent said so, compared to 30 per cent in consortium and ES individual contract areas, and 27 per cent in ES joint partnership areas) However, employment rates were roughly similar across the four delivery types The difference in unemployment rates is explained instead by the percentages in the 'Other' category this was larger in delivery areas where the ES operated alone or in a joint partnership Here long-term sickness rates were a little higher (10 per cent in ES led areas, 7 per cent in ES joint partnership areas, and 4 per cent in both consortium and private sector-led areas).

6 5 Experiences of New Deal and subsequent labour market outcomes for leavers

This section analyses associations between respondents' experiences on New Deal and their subsequent labour market destinations. It is worth stressing that perceptions of New Deal may be influenced by subsequent labour market experiences, rather than the other way round, so that what respondents say about their New Deal experiences may say more about their satisfaction with their current circumstances than it does about New Deal Furthermore, as stated earlier, the survey came early on in respondents' New Deal participation, so associations identified here may not hold with data collected once most of the respondents have completed their programme participation

6 5.1. Point at which left New Deal

At the time of the survey interview, Options leavers had lower employment rates than

Chapter Six

Gateway leavers and those recalling little or nothing of New Deal (the figures are 31, 41 and 37 per cent respectively; Table 6.39) Over half of Option leavers were unemployed, compared to four-in-ten Gateway leavers

These findings are not surprising since those leaving Options in the six months after programme entry are mostly Option non-completers leaving through dissatisfaction with New Deal, or because of difficulties in maintaining their participation. By wave two of the survey, Option completers will be counted among Option leavers, and it may be that their post-programme destinations will be different.

Table 6 39 Point at which left New Deal, by leaver destinations

| | <i>Left, little/no recall</i> | <i>Gateway leaver</i> | <i>Option leaver</i> |
|-------------------|-------------------------------|-----------------------|----------------------|
| | % | % | % |
| Paid work | 37 (26) | 41 (31) | 31 (19) |
| Unemployed | 47 | 39 | 56 |
| Other | 16 | 19 | 13 |
| <i>Weighted</i> | <i>764</i> | <i>1235</i> | <i>468</i> |
| <i>Unweighted</i> | <i>709</i> | <i>1197</i> | <i>447</i> |

Base all leavers Note figures in parentheses are full-time employment rates

6.5.2. Breaks in New Deal participation

Leavers reporting breaks in their New Deal participation had higher employment rates than those reporting no breaks (41 per cent against 32 per cent). Conversely, their unemployment rates were lower (39 per cent against 54 per cent). It is not clear why this should be so

6.5.3. Negative experiences of New Deal or benefit claiming

As mentioned earlier in the chapter, 4 per cent of respondents said they had stopped New Deal due to problems with claiming or dissatisfaction with New Deal. In fact, this group made up 8 per cent of leavers. Almost nine-tenths of them (87 per cent; Table 6 40) were unemployed at the time of the survey interview, including 56 per cent who were unemployed but not claiming benefits.

Table 6 40 Negative perceptions of New Deal or benefit claiming given as reasons for leaving New Deal, by leaver destinations

| | <i>No negative reasons given</i> | <i>Negative perceptions as reasons for leaving</i> |
|------------------------|----------------------------------|--|
| | % | % |
| Paid work | 41 (29) | 8 (4) |
| Unemployed | 41 | 87 |
| Other | 18 | 5 |
| <i>Weighted base</i> | <i>2261</i> | <i>207</i> |
| <i>Unweighted base</i> | <i>2159</i> | <i>194</i> |

Base all leavers Note figures in parentheses are full-time employment rates

Chapter Six

All respondents were asked how much they agreed or disagreed with the statement: 'On New Deal people are pushed into things they don't want to do.' There was no association between responses to this question and destinations on leaving the programme.

6.5.4 Benefit reductions and hardship

Leavers who had been subject to benefit reductions or stoppages had lower employment rates and higher unemployment rates than participants who had left without any benefit sanctions (Table 6.41). Among those sanctioned, it was those who subsequently suffered hardship who were least likely to be in jobs by the time of the survey interview. It may be that the process of sanctioning claimants, and the experience of hardship in the face of benefit stops and reductions, may reduce participants' chances of subsequently getting jobs. Alternatively, the types of people who were sanctioned might be the sorts of people who are least likely to get and hold onto a job.

Table 6.41 Benefit penalties and hardship, by leaver destinations

| | <i>No stops/reductions</i> | <i>Benefit stopped/reduced, hardship</i> | <i>Benefit stopped/reduced, no hardship</i> |
|------------------------|----------------------------|--|---|
| | % | % | % |
| Paid work | 42 (30) | 18 (13) | 31 (17) |
| Unemployed | 40 | 67 | 53 |
| Other | 18 | 15 | 16 |
| <i>Weighted base</i> | 1980 | 356 | 132 |
| <i>Unweighted base</i> | 1858 | 343 | 152 |

Base: all leavers. Note: figures in parentheses are full-time employment rates

6.5.5 Overall usefulness of New Deal

Perhaps not surprisingly, leavers who viewed New Deal as most useful were also those most likely to be in paid work at the time of the survey interview (Table 6.42). Similarly, leavers who said it had not been at all useful were most likely to be unemployed.

Table 6.42 Usefulness of New Deal, by leaver destinations

| | <i>Very useful</i> | <i>Fairly useful</i> | <i>Not v useful</i> | <i>Not at all useful</i> | <i>Not sure</i> | <i>No recall of ND</i> |
|------------------------|--------------------|----------------------|---------------------|--------------------------|-----------------|------------------------|
| | % | % | % | % | % | % |
| Paid work | 47 (32) | 38 (29) | 39 (27) | 31 (21) | 28 (20) | 41 (31) |
| Unemployed | 36 | 43 | 41 | 56 | 44 | 44 |
| Other | 17 | 18 | 20 | 13 | 28 | 15 |
| <i>Weighted base</i> | 280 | 749 | 436 | 516 | 86 | 401 |
| <i>Unweighted base</i> | 262 | 738 | 428 | 477 | 83 | 365 |

Base: all leavers. Note: the question asked was 'Generally, how useful did you/have you found your time on New Deal?' Figures in parentheses are full-time employment rates

Chapter Six

6.5.6 Helpfulness of New Deal components

All respondents were asked to identify which element of New Deal they thought had helped them the most. Guidance with careers was most strongly associated with higher employment rates and higher full-time employment rates (Table 6.43).

Those saying they found the work experience or basic skill assistance most helpful had the lowest employment rates and highest unemployment rates. This indicates that they did not necessarily expect the help to lead directly to a job. However, these are the sorts of people one might have expected to find still on the programme.

Table 6.43 Helpfulness of New Deal components, by leaver destinations

| | Careers guidance | NDPA interviews | Help looking for jobs | Help getting job interviews | Work expe- rience | Further educ and training | Help with reading/ writing/ language | None |
|----------------------|---------------------|--------------------|-----------------------------|-----------------------------------|-------------------------|---------------------------------|---|------------|
| | % | % | % | % | % | % | % | % |
| Paid work | 45 (36) | 41 (30) | 41 (30) | 39 (30) | 30 (22) | 31 (27) | 26 (3) | 36 (24) |
| Unemp | 44 | 39 | 43 | 41 | 58 | 39 | 58 | 48 |
| Other | 11 | 20 | 17 | 20 | 12 | 29 | 17 | 16 |
| Weighted base | 83 | 399 | 391 | 124 | 62 | 91 | 40 | 847 |
| Unweight- ed base | 82 | 406 | 347 | 112 | 56 | 104 | 35 | 815 |

Base: all leavers except the 31 unweighted cases answering 'Don't know' or 'Something else'. Note figures in parentheses are full-time employment rates.

6.5.7 Satisfaction with NDPA help

Employment rates did not differ very much with satisfaction with the help offered by their New Deal Personal Adviser, apart from those who expressed themselves either very or completely dissatisfied. Among leavers who were 'completely satisfied', the employment rate was 44 per cent, compared to 42 per cent among those expressing themselves 'fairly dissatisfied'. However, the rates for the very and completely dissatisfied were 28 and 20 per cent respectively.

6.5.8 Getting along with the NDPA

Table 6.44 Getting along with the NDPA, by leaver destinations

| | Very well | Quite well | Not v well | Not at all well | Not sure | No NDPA advice recalled |
|---------------|-----------|------------|------------|-----------------|----------|-------------------------------|
| | % | % | % | % | % | % |
| Paid work | 43 (31) | 35 (25) | 28 (18) | 18 (13) | 29 (20) | 44 (30) |
| Unemployed | 39 | 49 | 57 | 64 | 48 | 39 |
| Other | 17 | 17 | 15 | 18 | 23 | 17 |
| Weighted base | 926 | 924 | 129 | 94 | 42 | 353 |

Chapter Six

| | | | | | | |
|------------------------|-----|-----|-----|----|----|-----|
| <i>Unweighted base</i> | 874 | 903 | 129 | 87 | 45 | 315 |
|------------------------|-----|-----|-----|----|----|-----|

Base all leavers Note figures in parentheses are full-time employment rates

The association between labour market destinations on leaving the programme and the NDPA was much clearer in responses to the question. 'how well do/did you get along with your Personal Adviser?' Those who had got along better had higher employment rates and lower unemployment rates than those reporting a poor relationship (Table 6.44). Again, it is worth bearing in mind that this does not necessarily imply a causal relationship running from getting along with an adviser to better labour market outcomes, although this is possible. Equally plausible is the suggestion that those in jobs at the time of the survey interview were wont to reflect more favourably on their time with their NDPA than those who were unemployed.

There were no significant differences in leaver destinations by whether or not the NDPA had referred participants to other advice or assistance.

6.5.9: *Delayed entry to the Gateway*

There was no association between elapsed time between entering the programme and the first NDPA interview and leaver destinations.

6.5.10 *Time spent on the Gateway*

There was no association between the time spent on Gateway and subsequent leaver employment rates (Table 6.45). However, those who had spent 5 months or more in Gateway were more likely to be unemployed and less likely to be 'Other' on leaving the programme than those who had spent less than 5 months on Gateway.

Table 6.45 Length of Gateway spell, by leaver destinations

| | <i>No Gateway</i> | <i>Gateway spell of less than 5 months</i> | <i>Gateway spell of 5 months or more</i> |
|------------------------|-------------------|--|--|
| | % | % | % |
| Paid work | 36 (26) | 41 (30) | 39 (27) |
| Unemployed | 48 | 39 | 47 |
| Other | 15 | 19 | 14 |
| <i>Weighted base</i> | 814 | 889 | 320 |
| <i>Unweighted base</i> | 757 | 844 | 308 |

Base all leavers except the 444 unweighted cases with Gateway spells but date problems Note figures in parentheses are full-time employment rates

7 Perceptions of the overall usefulness of New Deal

Summary

- Nearly two thirds believed New Deal was 'very' or 'fairly' useful while 30 per cent believed it was not. These findings compare favourably with the perceived helpfulness of Jobcentre services by those of similar age taken from the comparison group used in the Jobclub/JIG evaluation of 1994/95.
- NDYP was perceived as most useful by those with greater exposure to the programme, and positive perceptions of NDPAs and the help they offered. Conversely, those who thought New Deal 'pushed people into things they didn't want to do', and those with direct experience of benefit stops or reductions, were least likely to view NDYP as useful.
- New Deal was viewed most positively where it was perceived as increasing employability – a third of those who said it had improved confidence, improved skills, helped learn new skills, or acquire work experience, agreed New Deal had been 'very useful' and a further half 'fairly useful'. Those least likely to view the programme as useful were those who thought it had done little or nothing for their employability (see Chapter Five). These included participants from the most disadvantaged groups, such as the multiply disadvantaged, ex-offenders, and drug or alcohol abusers. These findings raise concerns about NDYP's ability to reach the most severely disadvantaged participants.

Chapter Six focused on ways in which New Deal was addressing participants' employability. This chapter considers respondents' general, overall impression of the New Deal by considering responses to the question: 'Generally, how useful have you found (did you find) the New Deal?'

7.1 Comparison of NDYP with Jobclub and Job Interview Guarantee (JIG) in 1994/5

Almost one-quarter (23 per cent) of respondents said they had found New Deal 'very useful', and another 38 per cent said they had found it 'fairly useful' (Table 7.1). Nearly a third (30 per cent) had not found it useful, half of who said it was 'not at all useful'.

Without some benchmark, or point of comparison, it is not possible to judge from these figures whether New Deal is scoring well or poorly. Therefore, as a point of comparison, Table 7.2 presents results from the evaluation of the Jobclub and JIG programmes conducted in 1994/95 (for details see White, Lissenburgh and Bryson, 1997). The

Chapter Seven

Jobclub/JIG survey asked how helpful the Jobcentre services had been. This is a similar question to the 'usefulness' question asked of NDYP participants¹

Table 7.1 Usefulness of New Deal

| | % |
|------------------------|------|
| Very useful | 23 |
| Fairly useful | 38 |
| Not very useful | 16 |
| Not at all useful | 14 |
| Not sure | 2 |
| Do not recall New Deal | 7 |
| | |
| Weighted base | 6010 |
| Unweighted base | 6010 |
| Base: all respondents | |

Possibly the most sensible comparison for NDYP is with the Jobclub/JIG comparison group, since the Jobclub and JIG participants are selected groups whereas the NDYP sample is not.² Taking 'very helpful' and 'fairly helpful' together, there is no evidence of any difference between NDYP (66 per cent) and the 1994/95 comparison group (65 per cent). However, NDYP comes out much higher on the 'very helpful' category and considerably lower on the 'fairly helpful' category.

Table 7.2 Comparison of NDYP usefulness with helpfulness of Jobcentre services in 1994/95

| | NDYP | Under-25s in Jobclub | JIG | Jobclub/JIG comparison group |
|---------------------------|-------------|-------------------------|------------|---------------------------------|
| Very helpful | 25 | 13 | 25 | 9 |
| Fairly helpful | 41 | 55 | 52 | 56 |
| Very or fairly helpful | 66 | 68 | 77 | 65 |
| | | | | |
| <i>Weighted base</i> | <i>5599</i> | <i>198</i> | <i>192</i> | <i>176</i> |

Base: NDYP participants with recall of New Deal. Jobclub, JIG and Jobclub/JIG comparison group taken from evaluation of Jobclub and JIG in 1994/95. Bases are confined to those aged under-25. Note: NDYP figures based on question relating to 'usefulness' of NDYP, while Jobclub/JIG figures based on responses to question relating to 'helpfulness' of Jobcentre services.

However, the relevance of this comparison is chiefly with respect to the Gateway in NDYP, in that Jobclub and JIG were job search support programmes. Table 7.3 presents perceptions of NDYP's usefulness by participants' current New Deal status. It shows that, although Gateway participants were less likely than other participants to say New Deal was 'very useful', the figure is more than double that for the Jobclub/JIG comparison group, and higher than the figure for Jobclub participants in 1994/95.

¹ Although similar questions are asked in other labour market evaluations, investigations indicated that they contained too few young people to make comparisons feasible.

² Even the comparison group is selected to match the Jobclub/JIG participants on age, gender, duration of unemployment, and spatial location. However, like the NDYP participants, the group is not self-selecting.

Chapter Seven

Table 7.3 Overall usefulness of the New Deal by current New Deal status

| | <i>Gateway</i> | <i>Employment Option</i> | <i>Vol sector Option</i> | <i>ETF</i> | <i>FT ed/tr Option</i> | <i>Post- Option advice</i> | <i>Left New Deal</i> |
|----------------------------|----------------|------------------------------|------------------------------|------------|----------------------------|------------------------------------|--------------------------|
| | % | % | % | % | % | % | % |
| Very useful | 21 | 45 | 35 | 31 | 40 | 30 | 11 |
| Fairly useful | 46 | 38 | 42 | 42 | 44 | 42 | 30 |
| Not very useful | 19 | 11 | 14 | 15 | 10 | 18 | 18 |
| Not at all useful | 12 | 5 | 8 | 11 | 6 | 8 | 21 |
| Not sure | 2 | 1 | * | * | 1 | 1 | 3 |
| No recall | * | 0 | 0 | 0 | 0 | 0 | 16 |
| <i>Weighted base</i> | <i>1423</i> | <i>621</i> | <i>170</i> | <i>127</i> | <i>776</i> | <i>418</i> | <i>2468</i> |
| <i>Unweighted base</i> | <i>1485</i> | <i>606</i> | <i>173</i> | <i>133</i> | <i>825</i> | <i>429</i> | <i>2353</i> |

Base: all respondents

Nevertheless, Option participants viewed New Deal as more useful than Gateway participants, with the ranking of Options reflecting levels of Option satisfaction (see Table 4.17)

7.2 Links between perceived usefulness and current labour market status

Perceptions of the New Deal's overall usefulness also differed by labour market status at the time of the survey interview (Table 7.4). Those in full-time education or training and those on government programmes were most likely to view it as 'very useful' (38 and 33 per cent respectively), followed by those in a full-time job or self-employment (26 and 25 per cent respectively). Those who were unemployed and not claiming unemployment-related benefits were the least likely to view it as very useful (8 per cent).

Table 7.4 Overall usefulness of the New Deal by current labour market status

| | <i>Very useful</i> | <i>Fairly useful</i> | <i>Not very useful</i> | <i>Not at all useful</i> | <i>Not sure/No recall</i> | <i>Unweighted base</i> |
|-------------------|--------------------|----------------------|----------------------------|------------------------------|-------------------------------|----------------------------|
| | % | % | % | % | % | |
| FT job | 26 | 36 | 14 | 12 | 12 | 1107 |
| PT job | 20 | 31 | 20 | 16 | 13 | 343 |
| Self- employed | 25 | 26 | 17 | 19 | 13 | 51 |
| Govt prog | 33 | 43 | 15 | 8 | 1 | 381 |
| FT ed/tran | 38 | 40 | 11 | 7 | 4 | 841 |
| U, claiming | 20 | 41 | 17 | 14 | 8 | 2519 |
| U, no claim | 8 | 29 | 21 | 32 | 10 | 378 |
| LT sick | 11 | 36 | 24 | 17 | 13 | 237 |
| Home | 17 | 28 | 14 | 18 | 23 | 119 |
| Other | (18) | (69) | (1) | (6) | (6) | (34) |

Chapter Seven

Base all respondents Note row percentages

7.3 *Perceptions of New Deal usefulness by participants' characteristics and New Deal experiences*

Table 7.5 shows the percentage of respondents saying New Deal had generally been 'very useful', by their personal characteristics and household circumstances.

- The table gives cause for concern about NDYP's ability to reach the most disadvantaged groups of participants. Respondents from some of the most disadvantaged groups - namely ex-offenders, those with drug or alcohol problems, and those with work-limiting long-term health problems, and those with all four disadvantages in the multiple disadvantage index - were much less likely to say they had found NDYP 'very useful'. The gap was not apparent on all measures of disadvantage: there was no gap between those with and without basic skill problems, nor between those with and without housing problems.³ Moreover, the very long-term unemployed actually found NDYP more useful than participants with shorter unemployment durations did. Nevertheless, the general picture is one which suggests NDYP was viewed as less useful among those who might perhaps be the most difficult to assist.
- Perceptions of usefulness did not differ markedly with household circumstances or demographic characteristics, with the exception of ethnicity. The white majority were a little more likely than the non-white minority to view NDYP as very useful (24 per cent against 20 per cent), but differences within the non-white minority were more marked. Bangladeshis and Pakistanis - the groups identified in previous research as the most disadvantaged in the labour market (Jones, 1993) - were the least likely to view NDYP as 'very useful'.

³ Respondents were identified as having housing problems where they said having no permanent place to live had made it difficult to find or keep work in the last year, or where at the survey interview they had no fixed abode, lived in a hotel or bed and breakfast accommodation, or were living in a hostel or institution.

Chapter Seven

Table 7.5 Percentage viewing New Deal as 'very useful' by personal characteristics

| | % believing New Deal very useful | Weighted base |
|---|----------------------------------|---------------|
| Men | 22 | 4231 |
| Women | 25 | 4799 |
| Age | | |
| 18-20 years | 23 | 2551 |
| 21-22 years | 22 | 1617 |
| 23+ years | 25 | 1836 |
| Ethnicity | | |
| White | 24 | 5002 |
| Black Caribbean | 19 | 205 |
| Black African | 20 | 106 |
| Black Other | 21 | 69 |
| Indian | 25 | 119 |
| Pakistani | 18 | 32 |
| Bangladeshi | 5 | 8 |
| Children | 23 | 598 |
| No children | 23 | 5412 |
| Home ownership | | |
| Home owner | 23 | 597 |
| Not home owner | 23 | 5169 |
| Marital status | | |
| Married/living as married | 22 | 841 |
| Single, divorced, or separated | 23 | 5169 |
| Qualifications | | |
| None | 21 | 363 |
| NVQ Level 2 | 25 | 208 |
| NVQ Level 3 | 20 | 170 |
| NVQ Level 4 | 20 | 170 |
| Other qualifications | 23 | 367 |
| Reading, writing or numeracy problem since age 16 | 24 | 1338 |
| No reading, writing or numeracy problems | 23 | 4672 |
| Drug or alcohol problems | | |
| Drug or alcohol problems | 18 | 178 |
| No drug or alcohol problems | 23 | 5352 |
| Ex-offenders | | |
| Ex-offenders | 16 | 507 |
| Not ex-offenders | 24 | 5503 |
| Housing problems | | |
| Housing problems | 21 | 358 |
| No housing problems | 23 | 5652 |
| Job search problem in last year | | |
| Job search problem in last year | 22 | 4142 |
| No job search problems | 26 | 1868 |
| Job before New Deal | | |
| Job before New Deal | 24 | 412 |
| No job before New Deal | 25 | 1877 |
| Work-limiting long-term health problem | | |
| Work-limiting long-term health problem | 17 | 749 |
| Long-term health problem, not work limiting | 27 | 328 |
| No long-term health problem | 24 | 4933 |
| Number of social disadvantages | | |
| 0 | 24 | 1238 |
| 1 | 22 | 2251 |
| 2 | 23 | 1550 |
| 3 | 21 | 715 |
| 4 | 17 | 309 |
| Length of qualifying spell of unemployment | | |
| < 6 months | 22 | 1589 |
| 6-11 months | 24 | 1527 |
| 12-17 months | 21 | 627 |
| 18-23 months | 21 | 312 |
| 24-35 months | 26 | 309 |
| 36+ months | 31 | 377 |

Base all respondents

Chapter Seven

New Deal was also perceived as more useful by those who showed flexibility in their job search and had low wage expectations. Usefulness was positively associated with higher non-wage job search flexibility (Table 7.6). Those finding it 'very useful' had mean hourly net target wages of £4.20, and mean hourly net minimum acceptable wages of £3.33. These figures compared with £4.61 and £3.70 respectively for those who thought New Deal was 'not at all useful'. Those finding New Deal 'very useful' also tended to have low job search intensity, high job search efficacy, and high non-financial work commitment.

Table 7.6 Helpfulness of New Deal by job search characteristics

| | Believing New Deal very useful | Weighted base |
|--|--------------------------------|---------------|
| Index of non-wage labour market flexibility | | |
| 0 | 10 | 678 |
| 1 | 22 | 2278 |
| 2 | 25 | 2049 |
| 3 | 29 | 534 |
| Number of job applications in 4 weeks before survey | | |
| None | 26 | 3283 |
| 1-4 | 18 | 1394 |
| 5+ | 21 | 1322 |
| Job search efficacy | | |
| Low | 17 | 1597 |
| Medium | 22 | 2530 |
| High | 30 | 1882 |
| Even if I had enough money to live comfortably for the rest of my life, I would still want to work: | | |
| Strongly agree | 29 | 2245 |
| Slightly agree | 21 | 1368 |
| Neither agree nor disagree | 21 | 586 |
| Slightly disagree | 21 | 523 |
| Strongly disagree | 16 | 1288 |

Base: all respondents

When considering the overall usefulness of New Deal, participants were very outcome-oriented (Table 7.7).

- Where New Deal was perceived as increasing employability, it was often viewed as 'very useful'. Thus, two-thirds (68 per cent) of those who strongly agreed that New Deal had improved their chances of getting a good job considered New Deal 'very useful', compared to under 5 per cent who disagreed with the statement. Almost half of those who said it had improved confidence, improved skills, helped learn new skills or acquire work experience, agreed New Deal had been 'very useful'. This compared to a third (34 per cent) who mentioned its value in looking for work, and only 2 per cent among those who said it was not helpful in any of these ways.
- Participants were also influenced by their experiences of the NDYP process. Perceptions that NDYP 'pushes people into things they don't want to do', and direct experience of benefit stops or reductions, were both associated with more negative views of New Deal's usefulness.
- The relationship with the NDPA was also influential. Where participants felt they had got on well with their NDPA, they were much more likely to view the

Chapter Seven

programme as 'very useful' Perceptions of usefulness were also positively associated with more intensive assistance, so that those recalling NDPA referrals were more likely to see New Deal as 'very useful'⁴

- As noted earlier, participants in Options at the time of the survey interview had found it more useful than those on Gateway However, overstaying Gateway made little difference to respondents' views of NDYP's overall usefulness Those who had not overstayed were a little more likely to say they had found it 'very useful', but the percentages saying it had been 'very' or 'fairly' useful were identical (69 per cent)
- There were differences in perceptions of New Deal's usefulness by delivery method. Although there were no big differences in the percentages viewing New Deal as very useful, the percentages viewing New Deal as 'very' or 'fairly' useful in consortium and private sector led delivery areas were lower than the percentages for Employment Service individual contract and Employment Service joint partnership areas The figures were 47, 54, 62 and 63 per cent respectively This is the same ranking as the one for perceptions that NDYP had improved the chances of getting a good job (see Table 5.20).

⁴ There was also a positive association with the number of issues discussed with the NDPA The mean number of items recalled was 5.0 among those considering New Deal 'very useful', and 3.5 among those who said it was 'not at all useful'

Chapter Seven

Table 7.7 Impact of New Deal experience and delivery on percentage viewing New Deal as 'very useful'

| | % believing NDYP very useful | % believing NDYP fairly useful | Weighted base |
|--|---------------------------------|--------------------------------------|------------------|
| Whether improved chances of getting a good job | | | |
| Strongly agree | 68 | 29 | 1182 |
| Slightly agree | 26 | 62 | 1617 |
| Neither agree nor disagree | 3 | 52 | 574 |
| Slightly disagree | 2 | 32 | 665 |
| Strongly disagree | 0 | 13 | 1053 |
| On NDYP people are pushed into things they don't want to do | | | |
| Strongly agree | 7 | 29 | 1471 |
| Slightly agree | 16 | 49 | 1224 |
| Neither agree nor disagree | 22 | 42 | 741 |
| Slightly disagree | 31 | 51 | 996 |
| Strongly disagree | 52 | 34 | 1123 |
| Benefit stopped/reduced since ND entry | | | |
| Benefit stopped/reduced | 18 | 35 | 1151 |
| No benefit stopped/reduced | 24 | 39 | 1859 |
| Overstayed on Gateway | 25 | 44 | 1392 |
| Did not overstay | 29 | 40 | 1981 |
| Current Gateway, hasn't overstayed | 23 | 48 | 645 |
| Don't know | 16 | 29 | 1992 |
| Get along with NDPA | | | |
| Very well | 39 | 42 | 2910 |
| Quite well | 31 | 38 | 2216 |
| Not very well | 26 | 21 | 1522 |
| Not at all well | 0 | 10 | 577 |
| Not sure | 4 | 27 | 312 |
| No interviews/recall of NDPA | | | |
| 2 | 2 | 2 | 664 |
| New Deal useful in following ways | | | |
| Increasing confidence | 45 | 47 | 2284 |
| Improving skills | 48 | 43 | 1960 |
| Learning new skills | 47 | 43 | 1933 |
| Getting work experience | 45 | 43 | 1482 |
| Looking for work | 34 | 49 | 3142 |
| Nothing helpful | 2 | 16 | 1892 |
| Had NDPA referrals | | | |
| 28 | 44 | 3060 | |
| No NDPA referrals | | | |
| 21 | 35 | 2585 | |
| Delivery type | | | |
| ES individual contract | 23 | 39 | 4174 |
| ES joint partnership | 24 | 39 | 1071 |
| Consortium | 21 | 26 | 293 |
| Private sector | 21 | 33 | 472 |
| Region | | | |
| Scotland | 22 | 41 | 722 |
| North east | 20 | 40 | 558 |
| North west | 24 | 44 | 593 |
| Yorkshire and Humberside | 23 | 36 | 1001 |
| Wales | 25 | 38 | 251 |
| West Midlands | 24 | 39 | 510 |
| East Midlands and East Anglia | 25 | 35 | 668 |
| South west | 23 | 30 | 222 |
| London and south east | 20 | 31 | 1404 |

Base all respondents

References

- Auspos, P., Riccio, J. and White, M. (1999) *A Review of US and European Literature on the Microeconomic Effects of Labour Market Programmes for Young People*, Employment Service Report No.20
- BMRB International (2000) *New Deal for Young People: Quantitative Survey of Participants – Stage One Technical Report*, report for the Employment Service
- Bryson, A. (1991) 'Eligibility for Income Support and Unemployment Benefit After the Social Security Act 1989', *The Journal of Social Welfare and Family Law*, No 1, 51-60
- Bryson, A, Ford, R and White, M. (1997) *Making Work Pay Lone mothers, employment and well-being*, Joseph Rowntree Foundation: York
- Bryson, A and Jacobs, J. (1992) *Policing the Workshy: Benefit controls, the labour market and the unemployed*, Avebury: Aldershot
- Daly, M. and Bentley, R. (1999) 'New Deal statistics and the New Deal Evaluation Database', *Labour Market Trends*, April, pp 197-206
- Confederation of British Industry (1999) *Making Employability Work. An Agenda for Action*, Human Resources Brief, July
- Dawes, L. (1993) *Long-term Unemployment and Labour Market Flexibility*, Centre for Labour Market Studies, University of Leicester
- Department for Education and Employment (1998) *Design of the New Deal for 18-24 year olds*
- Elam, G. and Snape, D. (2000) *New Deal for Young People: Striking a Deal with Employers*, Employment Service Research and Development Report ESR36
- Employment Service (1998) *New Deal. Objectives, Monitoring, Evaluation*
- Gallie, D., Cheng, Y., Tomlinson, M and White, M. (1994) 'The Employment Commitment of Unemployed People' in M. White (ed.) *Unemployment and Public Policy in a Changing Labour Market*, Policy Studies Institute London
- Gallie, D and Vogler, C. (1994) 'Unemployment and Attitudes to Work' in D. Gallie, C. Marsh and C. Vogler (eds.) *Social Change and the Experience of Unemployment*, Oxford University Press: Oxford
- Gallie, D, White, M., Cheng, Y. and Tomlinson, M. (1998) *Restructuring the Employment Relationship*, Oxford University Press Oxford

Gregg, P and Wadsworth, J (1997) 'The Changing Nature of Entry Jobs in Britain', in P Gregg (ed) *Jobs, Wages and Poverty: Patterns of persistence and mobility in the flexible labour market*, Centre for Economic Performance: London

Hasluck, C (1999) *The New Deal for Young People, Two Years On A review of the emerging evidence from monitoring and evaluation of the New Deal for Young People*, University of Warwick

Hillage, J and Pollard, D (1998) *Employability: developing a framework for policy analysis*, Department for Education and Employment Research Report RR85

Jackson, P R. (1994) 'Influences on commitment to employment and commitment to work', in A Bryson and S McKay (eds) *Is It Worth Working?* Policy Studies Institute London

Jones, T (1993) *Britain's Ethnic Minorities*, Policy Studies Institute London

Lakey, J with Mukherjee, A. and White, M. (1998) *Youth Unemployment, Labour Market Programmes and Health A Review of the Literature*, draft report to the Department of Health

Legard, R and Ritchie, J. (1999) *New Deal for Young Unemployed People National Gateway*, Employment Service Research and Development Report, ESR16

McKay, S, Walker, R and Youngs, R (1997) *Unemployment and Jobseeking before Jobseeker's Allowance*, Department of Social Security Report No 73, Stationery Office London

Marsh, A (1994) 'The Benefit Fault Line', in White, M *Unemployment and Public Policy in a Changing Labour Market*, Policy Studies Institute London, pp64-79

Millar, J. (1994) 'Understanding labour supply in context households and incomes' in A. Bryson and S McKay *Is it Worth Working? Factors affecting labour supply*, Policy Studies Institute: London

Modood, T, Berthoud, R, Lakey, J, Nazroo, J, Smith, P., Virdee, S and Beishon, S (1997) *Ethnic Minorities in Britain. Diversity and Disadvantage*, Policy Studies Institute. London

O'Connor, W, Bruce, S and Ritchie, J (1999) *New Deal for Young People Pathfinder Follow-Through*, Employment Service Research and Development Report, ESR29

Payne, J (1989) 'Unemployment and family formation among young men', *Sociology*, Vol, 23, No 2, 171-191

Payne, J, Casey, B, Payne, C. and Connolly, S (1996) *Long-term Unemployment. Individual Risk Factors and Outcomes*, Policy Studies Institute London

The Tavistock Institute (1999) *New Deal for Young Unemployed People: National Case Studies of Delivery and Impact*, Employment Service Research and Development Report, ESR30

Townsend, P. (1979) *Poverty in the United Kingdom*, Penguin: Harmondsworth

Townsend, P (1987) 'Deprivation', *Journal of Social Policy*, 16, 125-146

Walker, R , Stafford, B , Youngs, R., and Ashworth, K. (1999) *Young Unemployed People: (A) Characteristics of the New Deal Target Group (B) Labour Market Characteristics and Outcomes*, Employment Service Research and Development Report, ESR19

Walsh, K., Atkinson, J and Barry, J. (1999) *The New Deal Gateway: A Labour Market Assessment*, Employment Service Research and Development Report, ESR24

White, M. and Bryson, A. (1996) *Looking for Work: the Impact of State Benefits on Effective Jobsearch*, unpublished mimeo for the Employment Service

White, M., Gallie, D., Cheng, Y. and Tomlinson, M (1994) 'Job search effort and motivation in unemployment', in M White (ed.) *Unemployment and Public Policy in a Changing Labour Market*, Policy Studies Institute London

White, M. and Lakey, J. (1992) *The Restart Effect*, Policy Studies Institute. London

White, M , Lissenburgh, S and Bryson, A. (1997) *The Impact of Public Job Placing Programmes*, Policy Studies Institute. London

White, M. and McRae, S. (1989) *Young Adults and Long Term Unemployment*, Policy Studies Institute: London

Woodfield, K , Turner, R. and Ritchie, J (1999) *New Deal for Young People. The Pathfinder Options*, Employment Service Research and Development Report, ESR25

Woodfield, K., Bruce, S and Ritchie, J (2000) *New Deal for Young People: The National Options*, Employment Service Research and Development Report, ESR37

Annex 1

List of Appended Tables

| | |
|--|-----|
| List of Appended Tables | A1 |
| Table A1 All and by gender, 'Getting a job is more down to luck than the effort you put in.' | A5 |
| Table A2. All and by gender, 'My future depends on me.' | A5 |
| Table A3 All and by gender, 'Having almost any job is better than being unemployed.' | A6 |
| Table A4. All and by gender, 'I want to continue to train & develop so that I maintain & add to my work skills.' | A6 |
| Table A5: All and by gender, 'Even if I had enough money to live comfortably for the rest of my life, I would still want to work.' | A7 |
| Table A6. All and by gender, 'For someone like me, benefits give more security than trying to earn a wage.' | A7 |
| Table A7: All and by gender, 'I know the best ways to apply for the kind of work that I want.' | A8 |
| Table A8. All and by gender, 'I know how to write a good application letter' | A8 |
| Table A9 All and by gender, 'I do well at job interviews when I get them' | A9 |
| Table A10 All and by gender, 'I have lots of experience relevant to work.' | A9 |
| Table A11 All and by gender, 'I have many work related skills that would make me a good employee.' | A10 |
| Table A12: All and by gender, some people do not really mind being out of work | A10 |
| Table A13 Reason for dissatisfaction with course of New deal Full-time Education & Training Option | A12 |
| Table A14 Ethnicity by current New Deal status | A13 |
| Table A15: Ethnicity by current labour market status | A14 |
| Table A16 Ethnicity by how well participants got along with New Deal Personal Advisers | A15 |
| Table A17. Ethnicity by Tasters and short courses | A16 |
| Table A18 Ethnicity by Issues discussed with New Deal Personal Advisers | A17 |

Annex 1

| | |
|--|-----|
| Table A19. Ethnicity by New Deal Personal Adviser referrals | A18 |
| Table A20. Ethnicity by Mentors | A19 |
| Table A20a. Ethnicity by mentors' helpfulness | A19 |
| Table A21. Ethnicity by overall usefulness of the New Deal | A20 |
| Table A22. Ethnicity by whether New Deal has improved my chances of getting a good job | A20 |
| Table A23. Ethnicity by On New Deal are pushed into things they don't want to do | A22 |
| Table A24. Ethnicity by percentage with benefit stopped or reduced | A22 |
| Table A25. Ethnicity by what New Deal component helped the most | A24 |
| Table A26. Ethnicity by how New Deal was helpful | A25 |
| Table A27. Regions by current New Deal status | A26 |
| Table A28. Regions by current labour market status | A27 |
| Table A29. Regions by how well participants got along with New Deal Personal Advisers | A28 |
| Table A30. Regions by tasters and short courses | A29 |
| Table A31. Regions by Issues discussed with New Deal Personal Advisers | A30 |
| Table A32. Regions by New Deal Personal Adviser referrals | A31 |
| Table A33. Regions by Mentors | A32 |
| Table A34. Regions by Overall Usefulness of the New Deal | A33 |
| Table A35. Regions by New Deal has improved my chances of getting a good job | A34 |
| Table A36. Regions by on New Deal are pushed into things they don't want to do | A35 |
| Table A37. Regions by Percentage with benefit stopped or reduced | A35 |
| Table A38. Regions by what New Deal component helped the most | A36 |
| Table A39. Regions by how New Deal was helpful | A37 |

Annex 1

| | |
|---|-----|
| Table A40: Delivery model by current New Deal status | A38 |
| Table A41: Delivery model, by current labour market status | A39 |
| Table A42: Delivery models by how well participants got along with New Deal Personal Advisers | A40 |
| Table A43: Delivery models by tasters and short courses | A41 |
| Table A44: Delivery models by issues discussed with New Deal Personal Advisers | A42 |
| Table A45: Delivery models by New Deal Personal Adviser referrals | A43 |
| Table A46: Delivery models by Mentors | A44 |
| Table A47: Delivery models by overall usefulness of the New Deal | A44 |
| Table A48: Delivery models by New Deal has improved my chances of getting a good job | A45 |
| Table A49: Delivery models by on New Deal are pushed into things they don't want to do | A46 |
| Table A50: Delivery models by Percentage with benefit stopped or reduced | A47 |
| Table A51: Delivery models by what New Deal component helped the most | A48 |
| Table A52: Delivery models by how New Deal was helpful | A49 |
| Table A53: Gender by target and minimum acceptable take-home hourly pay for those not in a job and currently searching for a job, by gender | A50 |
| Table A54: Gender by wage take-home hourly pay for those in a job or in New deal subsidised employment, by gender | A51 |
| Table A55: Gender by satisfaction with help offered by New Deal Personal Adviser | A51 |
| Table A56: Gender by whether gets along with New Deal Personal Adviser | A52 |
| Table A57: Gender by whether recalled completing a New Deal Action Plan | A52 |
| Table A58: Gender by New Deal Personal Adviser referrals | A53 |
| Table A59: Gender by whether referred to a mentor | A53 |
| Table A60: Gender by helpfulness of mentor | A54 |

Annex 1

| | |
|--|-----|
| Table A61. Gender by issues discussed with New Deal Personal Adviser | A54 |
| Table A62 Gender by Gateway courses | A55 |
| Table A63 Gender by how New Deal was helpful | A55 |
| Table A64 Gender by what New Deal component helped the most | A56 |
| Table A65: Gender by overall usefulness of New Deal | A56 |
| Table A66 Gender by New Deal has improved by chances of getting a good job | A57 |
| Table A67: Gender by on New Deal people are pushed into things they don't want to do | A57 |

Annex 1

Table A1: All and by gender, 'Getting a job is more down to luck than the effort you put in.'

| Getting a job is more down to luck than the effort you put in | <i>All</i> | <i>Male</i> | <i>Female</i> |
|---|-------------|-------------|---------------|
| | % | % | % |
| Strongly agree | 15 | 15 | 13 |
| Slightly agree | 23 | 24 | 21 |
| Neither agree nor disagree | 16 | 17 | 13 |
| Slightly disagree | 24 | 21 | 23 |
| Strongly disagree | 25 | 23 | 28 |
| No opinion | 1 | 1 | 1 |
| <i>Weighted base</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Table A2: All and by gender, 'My future depends on me.'

| My future depends on me | <i>All</i> | <i>Male</i> | <i>Female</i> |
|----------------------------|-------------|-------------|---------------|
| | % | % | % |
| Strongly agree | 79 | 80 | 77 |
| Slightly agree | 16 | 15 | 18 |
| Neither agree nor disagree | 2 | 3 | 3 |
| Slightly disagree | 1 | 1 | 1 |
| Strongly disagree | 1 | 1 | 1 |
| No opinion | 1 | 0 | 0 |
| <i>Weighted base</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Annex 1

Table A3: All and by gender, 'Having almost any job is better than being unemployed.'

| Having almost any job is better than being unemployed | <i>All</i> | <i>Male</i> | <i>Female</i> |
|---|-------------|-------------|---------------|
| | % | % | % |
| Strongly agree | 41 | 41 | 43 |
| Slightly agree | 25 | 25 | 26 |
| Neither agree nor disagree | 9 | 9 | 10 |
| Slightly disagree | 13 | 14 | 12 |
| Strongly disagree | 11 | 11 | 9 |
| No opinion | 1 | 0 | 0 |
| <i>Weighted base</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Table A4: All and by gender, 'I want to continue to train & develop so that I maintain & add to my work skills.'

| I want to continue to train & develop so that I maintain & add to my work skills | <i>All</i> | <i>Male</i> | <i>Female</i> |
|--|-------------|-------------|---------------|
| | % | % | % |
| Strongly agree | 60 | 60 | 62 |
| Slightly agree | 25 | 25 | 24 |
| Neither agree nor disagree | 7 | 8 | 8 |
| Slightly disagree | 4 | 4 | 4 |
| Strongly disagree | 3 | 3 | 3 |
| No opinion | 1 | 0 | 0 |
| <i>Weighted base</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Annex 1

Table A5: All and by gender, 'Even if I had enough money to live comfortably for the rest of my life, I would still want to work.'

| Even if I had enough money to live comfortably for the rest of my life, I would still want to work | <i>All</i> | <i>Male</i> | <i>Female</i> |
|--|-------------|-------------|---------------|
| | % | % | % |
| Strongly agree | 37 | 35 | 42 |
| Slightly agree | 23 | 22 | 24 |
| Neither agree nor disagree | 9 | 10 | 8 |
| Slightly disagree | 9 | 9 | 7 |
| Strongly disagree | 21 | 23 | 18 |
| No opinion | 1 | 0 | 0 |
| <i>Weighted base</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Table A6: All and by gender, 'For someone like me, benefits give more security than trying to earn a wage.'

| For someone like me, trying to earn a wage gives more security than benefits | <i>All</i> | <i>Male</i> | <i>Female</i> |
|--|-------------|-------------|---------------|
| | % | % | % |
| Strongly agree | 6 | 6 | 8 |
| Slightly agree | 13 | 13 | 12 |
| Neither agree nor disagree | 12 | 12 | 12 |
| Slightly disagree | 21 | 21 | 21 |
| Strongly disagree | 46 | 47 | 46 |
| No opinion | 1 | 1 | 2 |
| <i>Weighted base</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Annex 1

Table A7: All and by gender, 'I know the best ways to apply for the kind of work that I want.'

| I know the best ways to apply for the kind of work that I want | <i>All</i> | <i>Male</i> | <i>Female</i> |
|--|-------------|-------------|---------------|
| | % | % | % |
| Strongly agree | 34 | 33 | 36 |
| Slightly agree | 38 | 38 | 37 |
| Neither agree nor disagree | 13 | 14 | 12 |
| Slightly disagree | 10 | 10 | 9 |
| Strongly disagree | 5 | 5 | 6 |
| No opinion | 1 | 0 | 0 |
| <i>Weighted base</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents**Table A8: All and by gender, 'I know how to write a good application letter.'**

| I know how to write a good application letter | <i>All</i> | <i>Male</i> | <i>Female</i> |
|---|-------------|-------------|---------------|
| | % | % | % |
| Strongly agree | 38 | 37 | 40 |
| Slightly agree | 32 | 32 | 31 |
| Neither agree nor disagree | 9 | 10 | 8 |
| Slightly disagree | 12 | 12 | 12 |
| Strongly disagree | 10 | 10 | 10 |
| No opinion | 1 | 0 | 0 |
| <i>Weighted base</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Annex 1

Table A9: All and by gender, 'I do well at job interviews when I get them.'

| I do well at job interviews when I get them | <i>All</i> | <i>Male</i> | <i>Female</i> |
|---|-------------|-------------|---------------|
| | % | % | % |
| Strongly agree | 30 | 31 | 29 |
| Slightly agree | 36 | 36 | 36 |
| Neither agree nor disagree | 16 | 20 | 19 |
| Slightly disagree | 9 | 8 | 11 |
| Strongly disagree | 4 | 4 | 5 |
| No opinion | 4 | 0 | 0 |
| <i>Weighted base</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Table A10: All and by gender, 'I have lots of experience relevant to work.'

| I have lots of experience relevant to work | <i>All</i> | <i>Male</i> | <i>Female</i> |
|--|-------------|-------------|---------------|
| | % | % | % |
| Strongly agree | 27 | 28 | 27 |
| Slightly agree | 33 | 33 | 33 |
| Neither agree nor disagree | 13 | 14 | 12 |
| Slightly disagree | 16 | 15 | 18 |
| Strongly disagree | 10 | 9 | 11 |
| No opinion | 1 | 0 | 0 |
| <i>Weighted base</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Annex 1

Table A11: All and by gender, 'I have many work related skills that would make me a good employee.'

| I have many work related skills that would make me a good employee | <i>All</i> | <i>Male</i> | <i>Female</i> |
|--|-------------|-------------|---------------|
| | % | % | % |
| Strongly agree | 40 | 40 | 39 |
| Slightly agree | 35 | 35 | 34 |
| Neither agree nor disagree | 12 | 12 | 12 |
| Slightly disagree | 8 | 8 | 9 |
| Strongly disagree | 5 | 5 | 6 |
| No opinion | 1 | 0 | 0 |
| <i>Weighted base</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted base</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Table A12: All and by gender, some people do not really mind being out of work

| Some people do not really mind being out of work. Others feel it is just about the worst thing that ever happened to them. Would you look at this card and tell me which number shows your own feelings about being out of work | <i>All</i> | <i>Male</i> | <i>Female</i> |
|---|-------------|-------------|---------------|
| | % | % | % |
| 1 I do not really mind being out of work | 3 | 2 | 3 |
| 2 | 1 | 1 | 2 |
| 3 | 3 | 3 | 2 |
| 4 | 5 | 5 | 4 |
| 5 | 13 | 12 | 13 |
| 6 | 12 | 11 | 12 |
| 7 | 21 | 21 | 21 |
| 8 | 15 | 15 | 16 |
| 9 Being out of work is just about the worst thing that ever happened to me | 28 | 28 | 26 |
| 10 Don't know | 1 | * | 1 |
| <i>Weighted</i> | <i>6010</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted</i> | <i>6010</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Annex 1

Annex I

Table A13: Reason for dissatisfaction with course of New deal Full-time Education & Training Option

| Reason for dissatisfaction with course | % |
|---|-----------|
| Not enough teaching/training provided | 1 |
| Poor quality training (general) / not learning anything | 12 |
| Learn more through work than courses | 1 |
| Training given doesn't match description | 5 |
| Inappropriate for age / level/ students of different standards trained together | 13 |
| Class behaviour offensive / poor /obstructive | 8 |
| Course is not what I wanted / inappropriate for me or my job needs | 18 |
| Shortage of equipment /materials necessary for practical learning | 3 |
| Have to go due to New deal / have to even on holidays due to New deal | 5 |
| Shortage of staff available | 4 |
| Poor standards of teaching | 2 |
| Course badly organised | 5 |
| Personal learning difficulties | 9 |
| Money issues | 2 |
| Other problems with training content | 2 |
| other | 19 |
| Don't know / no reason given | 21 |
| <i>Weighted base</i> | <i>71</i> |
| <i>Unweighted base</i> | <i>85</i> |

Base: all respondents currently in New Deal Full-time Education and Training Option who were dissatisfied with the course

Note: multiple response format means percentages can add up to more than 100, as several answers can be given by each respondent.

Annex 1

Table A14: Ethnicity by current New Deal status

| | <i>White</i> | <i>Black-Caribbean</i> | <i>Black-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|-------------------------------------|--------------|------------------------|----------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| Gateway Employment Option | 23 | 35 | 28 | 25 | 19 | 28 | 24 | (43) | 26 |
| Voluntary sector Option | 11 | 6 | 2 | 6 | 6 | 5 | 5 | (31) | 2 |
| Environment Task Force | 3 | 3 | 1 | 1 | 2 | 3 | 1 | (6) | 1 |
| Self-employment Option | 3 | * | 0 | 0 | 1 | 0 | 0 | 0 | * |
| Full-time education/training Option | * | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Post-Option advice | 12 | 17 | 25 | 15 | 10 | 14 | 14 | 0 | 16 |
| Left New Deal | 7 | 6 | 7 | 15 | 4 | 4 | 7 | 0 | 6 |
| | 40 | 33 | 38 | 39 | 58 | 46 | 49 | (19) | 49 |
| <i>Weighted base</i> | <i>5002</i> | <i>203</i> | <i>106</i> | <i>69</i> | <i>119</i> | <i>282</i> | <i>78</i> | <i>9</i> | <i>132</i> |
| <i>Unweighted base</i> | <i>4635</i> | <i>258</i> | <i>143</i> | <i>100</i> | <i>158</i> | <i>392</i> | <i>130</i> | <i>12</i> | <i>164</i> |

Base: all respondents who gave ethnic origin

Annex 1

Table A15: Ethnicity by current labour market status

| | <i>white</i> | <i>Black-Caribbean</i> | <i>Black-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|--|--------------|------------------------|----------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| Full-time job of 30+ hours per week | 22 | 7 | 5 | 17 | 15 | 15 | 17 | 0 | 13 |
| Part-time job of under 30 hours per week | 5 | 4 | 9 | 6 | 8 | 9 | 8 | (43) | 5 |
| Self-employed | 1 | * | 0 | 4 | 3 | 1 | 2 | 0 | * |
| On government/TEC /LEC programme | 6 | 5 | 5 | 4 | 4 | 4 | 7 | (6) | 3 |
| Full-time education or training | 13 | 17 | 29 | 16 | 17 | 19 | 18 | 0 | 19 |
| Unemployed and claiming benefits | 40 | 54 | 39 | 47 | 31 | 39 | 35 | (45) | 47 |
| Unemployed, not claiming benefits | 6 | 10 | 7 | 4 | 16 | 7 | 11 | (6) | 9 |
| Long-term sick, injured or disabled | 4 | 1 | 4 | 1 | 4 | 3 | 1 | 0 | 1 |
| Looking after the home | 2 | 2 | 2 | 1 | * | 3 | 2 | 0 | * |
| Other | 1 | 0 | 0 | 0 | 1 | * | 0 | 0 | 3 |
| <i>Weighted base</i> | <i>5002</i> | <i>203</i> | <i>106</i> | <i>69</i> | <i>119</i> | <i>282</i> | <i>78</i> | <i>9</i> | <i>132</i> |
| <i>Unweighted base</i> | <i>4635</i> | <i>258</i> | <i>143</i> | <i>100</i> | <i>158</i> | <i>392</i> | <i>130</i> | <i>12</i> | <i>164</i> |

Base: all respondents who gave ethnic origin

Annex 1

Table A16: Ethnicity by how well participants got along with New Deal Personal Advisers

| How well do/did you get along with your personal adviser | <i>White</i> | <i>Black-Caribbean</i> | <i>Black-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|--|--------------|------------------------|----------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| Very well | 53 | 46 | 43 | 52 | 51 | 52 | 54 | (61) | 47 |
| Quite well | 38 | 41 | 42 | 36 | 43 | 38 | 38 | (39) | 41 |
| Not very well | 4 | 7 | 9 | 9 | 2 | 5 | 3 | 0 | 9 |
| Not at all well | 3 | 2 | 1 | 2 | 4 | 2 | 3 | 0 | 1 |
| Not sure | 1 | 3 | 5 | 1 | 0 | 3 | 1 | 0 | 2 |
| <i>Weighted base</i> | <i>4525</i> | <i>188</i> | <i>96</i> | <i>65</i> | <i>98</i> | <i>240</i> | <i>67</i> | <i>7</i> | <i>108</i> |
| <i>Unweighted base</i> | <i>4220</i> | <i>239</i> | <i>130</i> | <i>93</i> | <i>137</i> | <i>343</i> | <i>116</i> | <i>9</i> | <i>145</i> |

Base: all respondents who gave ethnic origin, who recalled New Deal Advice

Annex 1

Table A17: Ethnicity by Tasters and short courses

| | <i>White</i> | <i>Black-Caribbean</i> | <i>Black-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|--|--------------|------------------------|----------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| <i>Type of taster/short course:</i> | % | % | % | % | % | % | % | % | % |
| Time with employers to find out about kinds of jobs | 15 | 21 | 23 | 21 | 20 | 14 | 25 | (8) | 18 |
| Visiting or trying a course of education or training | 31 | 38 | 36 | 38 | 34 | 35 | 35 | (8) | 23 |
| Going on a short course to improve basic skills | 13 | 23 | 18 | 20 | 12 | 17 | 18 | (24) | 13 |
| Going on a short course to learn how to find or apply for jobs | 14 | 14 | 10 | 15 | 17 | 16 | 19 | 0 | 8 |
| No taster/short course | 51 | 39 | 46 | 45 | 45 | 49 | 39 | (68) | 58 |
| Mean number of Tasters and short courses undertaken | 0.73 | 0.98 | 0.87 | 0.94 | 0.82 | 0.83 | 0.97 | (0.39) | 0.62 |
| <i>Weighted base</i> | 4525 | 188 | 96 | 65 | 98 | 240 | 67 | 7 | 108 |
| <i>Unweighted base</i> | 4220 | 239 | 130 | 93 | 137 | 343 | 116 | 9 | 145 |

Base: all respondents who gave ethnic origin, who recalled New Deal Advice

Note: this is a multiple response question so that the percentages add to more than 100.

Annex 1

Table A18: Ethnicity by Issues discussed with New Deal Personal Advisers

| | <i>White</i> | <i>Black-Caribbean</i> | <i>Black-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|---|--------------|------------------------|----------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| Your experience and skills | 72 | 74 | 69 | 82 | 67 | 66 | 68 | (84) | 72 |
| What work you might do in the future | 71 | 66 | 67 | 69 | 62 | 58 | 49 | (62) | 65 |
| What education or training you might need | 63 | 62 | 65 | 65 | 54 | 55 | 60 | (30) | 66 |
| The possibility of working self-employed | 18 | 15 | 11 | 29 | 12 | 11 | 12 | (39) | 15 |
| Different ways of looking for jobs | 59 | 55 | 50 | 62 | 55 | 46 | 65 | (68) | 51 |
| Making job applications | 43 | 33 | 47 | 38 | 39 | 43 | 60 | (62) | 35 |
| Your responsibilities as a job seeker | 52 | 42 | 51 | 59 | 51 | 39 | 41 | (62) | 41 |
| Different things you could do on the New Deal | 71 | 59 | 58 | 69 | 68 | 58 | 63 | (70) | 65 |
| Something else | 1 | 4 | 2 | 0 | 2 | 2 | 3 | 0 | 3 |
| None of these | 3 | 2 | 4 | 1 | 3 | 3 | 2 | (8) | 4 |
| Mean number of issues discussed | 4.51 | 4.10 | 4.20 | 4.73 | 4.10 | 3.78 | 4.21 | (4.17) | 4.12 |
| <i>Weighted base</i> | 4525 | 188 | 96 | 65 | 98 | 240 | 67 | 7 | 108 |
| <i>Unweighted base</i> | 4220 | 239 | 130 | 93 | 137 | 343 | 116 | 9 | 145 |

Base: all respondents who gave ethnic origin, who recalled New Deal Advice

Note this is a multiple response question so that the percentages add to more than 100.

Annex 1

Table A19: Ethnicity by New Deal Personal Adviser referrals

| | <i>White</i> | <i>Black-Caribbean</i> | <i>Black-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|---|--------------|------------------------|----------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| College/TEC/LEC re: courses/training/work | 19 | 29 | 22 | 15 | 12 | 21 | 16 | 0 | 24 |
| Independent careers advice | 14 | 15 | 16 | 15 | 15 | 17 | 17 | (24) | 8 |
| Job search skills course | 14 | 14 | 15 | 12 | 15 | 16 | 20 | (8) | 12 |
| Employers with vacancies to fill | 12 | 17 | 12 | 16 | 18 | 8 | 12 | (8) | 11 |
| Course to improve reading/writing | 5 | 4 | 9 | 8 | 6 | 8 | 7 | (14) | 9 |
| Mentor | 4 | 5 | 2 | 9 | 10 | 3 | 3 | 0 | 4 |
| Someone to assist in becoming self-employed | 3 | 6 | 3 | 13 | 4 | 4 | 1 | 0 | 2 |
| Health adviser | 2 | 2 | 1 | 1 | 1 | 1 | 1 | 0 | 1 |
| Specialist agency to help offenders | 2 | * | 4 | 1 | 1 | * | 0 | 0 | 0 |
| None | 45 | 41 | 40 | 46 | 40 | 45 | 37 | (54) | 51 |
| Mean number of referrals | 0.78 | 0.95 | 0.89 | 0.93 | 0.80 | 0.80 | 0.86 | (0.61) | 0.73 |
| <i>Weighted base</i> | <i>4525</i> | <i>188</i> | <i>96</i> | <i>65</i> | <i>98</i> | <i>240</i> | <i>67</i> | <i>7</i> | <i>108</i> |
| <i>Unweighted base</i> | <i>4220</i> | <i>239</i> | <i>130</i> | <i>93</i> | <i>137</i> | <i>343</i> | <i>116</i> | <i>9</i> | <i>145</i> |

Base: all respondents who gave ethnic origin, who recalled New Deal Advice

Note: this is a multiple response question so that the percentages add to more than 100.

Annex 1

Table A20: Ethnicity by Mentors

| | <i>White</i> | <i>Black-Caribbean</i> | <i>Black-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|------------------------|--------------|------------------------|----------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| referred to a mentor | 4 | 5 | 2 | 9 | 10 | 3 | 3 | 0 | 4 |
| <i>Weighted base</i> | 4525 | 188 | 96 | 65 | 98 | 240 | 67 | 7 | 108 |
| <i>Unweighted base</i> | 4220 | 239 | 130 | 93 | 137 | 343 | 116 | 9 | 145 |

Base: all respondents who gave ethnic origin, who recalled New Deal advice

Table A20a: Ethnicity by mentors' helpfulness

| Helpfulness of mentor | <i>White</i> | <i>Non-white ethnic</i> |
|------------------------|--------------|-------------------------|
| | % | % |
| very helpful | 45 | (45) |
| quite helpful | 40 | (29) |
| Not very helpful | 5 | (13) |
| Not at all helpful | 4 | (4) |
| Not sure | 5 | (8) |
| <i>Weighted base</i> | 170 | 39 |
| <i>Unweighted base</i> | 171 | 51 |

Base: all respondents who gave ethnic origin, who recalled New Deal advice and were referred to a mentor

Annex 1

Table A21: Ethnicity by overall usefulness of the New Deal

| | <i>White</i> | <i>Black-Caribbean</i> | <i>Back-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|----------------------------|--------------|------------------------|---------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| Very useful | 24 | 19 | 23 | 28 | 23 | 18 | 15 | 0 | 18 |
| Fairly useful | 38 | 41 | 35 | 30 | 34 | 40 | 4 | (74) | 44 |
| Not very useful | 16 | 15 | 17 | 16 | 14 | 19 | 18 | (6) | 14 |
| Not at all useful | 14 | 15 | 16 | 17 | 14 | 11 | 13 | 0 | 8 |
| Not sure | 2 | 4 | 2 | 6 | 2 | 2 | 3 | 0 | 2 |
| Can not recall New Deal | 6 | 5 | 6 | 2 | 13 | 10 | 7 | (19) | 15 |
| <i>Weighted base</i> | <i>5002</i> | <i>203</i> | <i>106</i> | <i>69</i> | <i>119</i> | <i>392</i> | <i>78</i> | <i>9</i> | <i>132</i> |
| <i>Unweighted base</i> | <i>4635</i> | <i>258</i> | <i>143</i> | <i>100</i> | <i>158</i> | <i>282</i> | <i>130</i> | <i>12</i> | <i>164</i> |

Base: all respondents who gave ethnic origin

Table A22: Ethnicity by whether New Deal has improved my chances of getting a good job

| New Deal has improved my chances of getting a good job | <i>White</i> | <i>Black-Caribbean</i> | <i>Back-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|--|--------------|------------------------|---------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| Strongly agree | 20 | 14 | 22 | 20 | 20 | 18 | 21 | (13) | 13 |
| Slightly agree | 28 | 28 | 34 | 17 | 24 | 31 | 30 | (31) | 35 |
| Neither agree nor disagree | 16 | 15 | 9 | 21 | 21 | 18 | 16 | (6) | 22 |
| Slightly disagree | 11 | 15 | 9 | 14 | 10 | 10 | 8 | (38) | 9 |
| Strongly disagree | 18 | 22 | 18 | 20 | 14 | 13 | 12 | 0 | 7 |
| No opinion | 3 | 3 | 5 | 8 | 10 | 4 | 7 | (6) | 1 |
| Not applicable | 4 | 2 | 4 | 1 | 2 | 5 | 6 | (6) | 12 |
| <i>Weighted base</i> | <i>5002</i> | <i>203</i> | <i>106</i> | <i>69</i> | <i>119</i> | <i>392</i> | <i>78</i> | <i>9</i> | <i>132</i> |
| <i>Unweighted base</i> | <i>4635</i> | <i>258</i> | <i>143</i> | <i>100</i> | <i>158</i> | <i>282</i> | <i>130</i> | <i>12</i> | <i>164</i> |

Annex 1

Base: all respondents who gave ethnic origin

Annex 1

Table A23: Ethnicity by On New Deal are pushed into things they don't want to do

| On New Deal people are pushed into things they don't want to do | <i>White</i> | <i>Black-Caribbean</i> | <i>Back-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|---|--------------|------------------------|---------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| Strongly agree | 24 | 32 | 26 | 27 | 23 | 23 | 24 | (13) | 17 |
| Slightly agree | 21 | 18 | 19 | 27 | 28 | 21 | 20 | (6) | 18 |
| Neither agree nor disagree | 12 | 11 | 12 | 7 | 10 | 14 | 8 | (5) | 13 |
| Slightly disagree | 17 | 15 | 5 | 20 | 15 | 15 | 16 | (44) | 16 |
| Strongly disagree | 19 | 16 | 26 | 15 | 20 | 18 | 21 | (19) | 23 |
| No opinion | 4 | 8 | 8 | 4 | 10 | 3 | 8 | (6) | 7 |
| Not applicable | 3 | 1 | 4 | | 4 | 6 | 3 | (6) | 6 |
| <i>Weighted base</i> | <i>5002</i> | <i>203</i> | <i>106</i> | <i>69</i> | <i>119</i> | <i>392</i> | <i>78</i> | <i>9</i> | <i>132</i> |
| <i>Unweighted base</i> | <i>4635</i> | <i>258</i> | <i>143</i> | <i>100</i> | <i>158</i> | <i>282</i> | <i>130</i> | <i>12</i> | <i>164</i> |

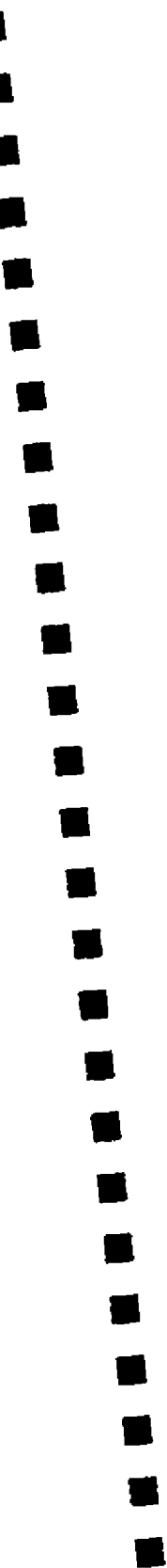
Base: all respondents who gave ethnic origin

Table A24: Ethnicity by percentage with benefit stopped or reduced

| | <i>White</i> | <i>Black-Caribbean</i> | <i>Back-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|---|--------------|------------------------|---------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| Benefit stopped or reduced since September 1998 | 19 | 24 | 22 | 22 | 16 | 20 | 17 | (6) | 16 |
| <i>Weighted base</i> | <i>5002</i> | <i>203</i> | <i>106</i> | <i>69</i> | <i>119</i> | <i>392</i> | <i>78</i> | <i>9</i> | <i>132</i> |
| <i>Unweighted base</i> | <i>4635</i> | <i>258</i> | <i>143</i> | <i>100</i> | <i>158</i> | <i>282</i> | <i>130</i> | <i>12</i> | <i>164</i> |

Base: all respondents who gave ethnic origin

Annex 1



Annex 1

Table A25: Ethnicity by what New Deal component helped the most

| | <i>White</i> | <i>Black-Caribbean</i> | <i>Black-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|-------------------------------------|--------------|------------------------|----------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| Guidance with careers | 4 | 5 | 3 | 2 | 6 | 5 | 3 | 0 | 8 |
| Interviews with NDPA | 26 | 20 | 30 | 17 | 20 | 33 | 21 | (54) | 21 |
| Help looking for jobs | 17 | 12 | 17 | 17 | 22 | 15 | 20 | (24) | 18 |
| Help getting job interviews | 5 | 10 | 4 | 7 | 7 | 2 | 10 | (6) | 8 |
| Work experience | 6 | 4 | 2 | 2 | 2 | 3 | 3 | 0 | 1 |
| Further education and training | 12 | 19 | 21 | 23 | 12 | 15 | 12 | 0 | 16 |
| Help with reading/writing /language | 2 | 2 | 4 | 5 | 1 | 2 | 4 | 0 | 2 |
| Other | 1 | 2 | 1 | 2 | 1 | 1 | 2 | (8) | 0 |
| None | 22 | 27 | 19 | 26 | 30 | 24 | 26 | (8) | 26 |
| <i>Weighted base</i> | 4670 | 192 | 100 | 67 | 103 | 253 | 72 | 7 | 113 |
| <i>Unweighted base</i> | 4353 | 243 | 134 | 97 | 142 | 363 | 121 | 9 | 150 |

Base: all respondents who gave ethnic origin, who recalled New Deal

Annex 1

Table A26: Ethnicity by how New Deal was helpful

| | <i>White</i> | <i>Black-Caribbean</i> | <i>Black-African</i> | <i>Black-other</i> | <i>Indian</i> | <i>Pakistani</i> | <i>Bangladeshi</i> | <i>Chinese</i> | <i>Other</i> |
|-------------------------|--------------|------------------------|----------------------|--------------------|---------------|------------------|--------------------|----------------|--------------|
| | % | % | % | % | % | % | % | % | % |
| Increasing confidence | 40 | 33 | 49 | 37 | 42 | 45 | 47 | (39) | 50 |
| Improving skills | 36 | 30 | 31 | 26 | 37 | 34 | 37 | (14) | 28 |
| Learning new skills | 36 | 31 | 36 | 29 | 27 | 25 | 36 | (16) | 23 |
| Getting work experience | 28 | 22 | 15 | 11 | 21 | 22 | 22 | 0 | 16 |
| Looking for work | 56 | 55 | 53 | 55 | 63 | 59 | 66 | (47) | 54 |
| No helpful things | 26 | 30 | 28 | 32 | 25 | 27 | 22 | (39) | 24 |
| <i>Weighted base</i> | <i>4681</i> | <i>193</i> | <i>100</i> | <i>67</i> | <i>103</i> | <i>253</i> | <i>72</i> | <i>7</i> | <i>113</i> |
| <i>Unweighted base</i> | <i>4362</i> | <i>244</i> | <i>134</i> | <i>97</i> | <i>142</i> | <i>363</i> | <i>121</i> | <i>9</i> | <i>150</i> |

Base: all respondents who gave ethnic origin, who recalled New Deal

Note: this is a multiple response question so that the percentages add to more than 100.

Annex 1

Table A27: Regions by current New Deal status

| | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|-------------------------------|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| | % | % | % | % | % | % | % | % | % |
| Gateway | 22 | 24 | 25 | 24 | 18 | 29 | 23 | 18 | 24 |
| Employment Option | 12 | 13 | 12 | 12 | 9 | 8 | 10 | 18 | 8 |
| Voluntary sector Option | 2 | 3 | 2 | 4 | 3 | 3 | 2 | 5 | 3 |
| Environment Task Force | 2 | 2 | 2 | 3 | 9 | 1 | 3 | 0 | 1 |
| Self-employment Option | 0 | 0 | * | 1 | 0 | 0 | * | 0 | 0 |
| Full-time education/ training | 10 | 14 | 14 | 13 | 12 | 12 | 15 | 12 | 13 |
| Post-Option advice | 8 | 10 | 8 | 6 | 9 | 6 | 5 | 4 | 7 |
| Left New Deal | 45 | 35 | 36 | 39 | 41 | 42 | 43 | 42 | 45 |
| <i>Weighted base</i> | <i>742</i> | <i>558</i> | <i>893</i> | <i>1001</i> | <i>251</i> | <i>410</i> | <i>668</i> | <i>82</i> | <i>1404</i> |
| <i>Unweighted base</i> | <i>653</i> | <i>523</i> | <i>1006</i> | <i>890</i> | <i>331</i> | <i>452</i> | <i>609</i> | <i>109</i> | <i>1437</i> |

Base: all respondents

Annex 1

Table A28: Regions by current labour market status

| | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|--|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| | % | % | % | % | % | % | % | % | % |
| Full-time job of 30+ hours per week | 22 | 21 | 21 | 20 | 20 | 18 | 22 | 22 | 18 |
| Part-time job of under 30 hours per week | 4 | 5 | 5 | 6 | 5 | 6 | 5 | 6 | 6 |
| Self-employed | * | 1 | * | 2 | * | 1 | 1 | 1 | 1 |
| On government/TEC/LEC programme | 8 | 9 | 5 | 4 | 10 | 5 | 4 | 8 | 4 |
| Full-time education or training | 7 | 13 | 16 | 15 | 12 | 16 | 16 | 16 | 13 |
| Unemployed and claiming benefits | 44 | 41 | 39 | 67 | 42 | 44 | 38 | 39 | 41 |
| Unemployed, not claiming benefits | 4 | 3 | 6 | 9 | 6 | 5 | 5 | 4 | 11 |
| Long-term sick, injured or disabled | 7 | 4 | 4 | 5 | 3 | 2 | 5 | 1 | 3 |
| Looking after the home | 2 | 2 | 2 | 2 | 2 | 1 | 3 | 2 | 3 |
| Other | 1 | * | * | * | * | 1 | 1 | 2 | 1 |
| <i>Weighted base</i> | <i>742</i> | <i>558</i> | <i>893</i> | <i>1001</i> | <i>251</i> | <i>410</i> | <i>668</i> | <i>82</i> | <i>1404</i> |
| <i>Unweighted base</i> | <i>653</i> | <i>523</i> | <i>1006</i> | <i>890</i> | <i>331</i> | <i>452</i> | <i>609</i> | <i>109</i> | <i>1437</i> |

Base: all respondents

Annex 1

Table A29: Regions by how well participants got along with New Deal Personal Advisers

| How well do/did you get along with your personal adviser | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|--|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| | % | % | % | % | % | % | % | % | % |
| Very well | 49 | 57 | 53 | 55 | 65 | 57 | 52 | 59 | 46 |
| Quite well | 43 | 37 | 40 | 34 | 29 | 36 | 39 | 30 | 42 |
| Not very well | 4 | 2 | 3 | 6 | 4 | 4 | 4 | 6 | 5 |
| Not at all well | 4 | 3 | 2 | 2 | 1 | 2 | 3 | 4 | 4 |
| Not sure | 1 | 1 | 1 | 2 | * | 1 | 1 | * | 2 |
| <i>Weighted base</i> | 667 | 515 | 816 | 926 | 207 | 374 | 603 | 74 | 1220 |
| <i>Unweighted base</i> | 584 | 483 | 922 | 825 | 298 | 417 | 547 | 97 | 1274 |

Base: all respondents who recalled New Deal advice

Annex 1

Table A30: Regions by tasters and short courses

| | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|--|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| <i>Type of taster/short course</i> | % | % | % | % | % | % | % | % | % |
| Time with employers to find out about kinds of jobs | 15 | 17 | 17 | 12 | 19 | 16 | 16 | 24 | 16 |
| Visiting or trying a course of education or training | 28 | 32 | 35 | 31 | 33 | 40 | 27 | 44 | 30 |
| Going on a short course to improve basic skills | 10 | 12 | 18 | 12 | 5 | 17 | 12 | 19 | 16 |
| Going on a short course to learn how to find or apply for jobs | 10 | 13 | 17 | 18 | 8 | 10 | 18 | 19 | 11 |
| No taster/short course | 54 | 50 | 46 | 52 | 50 | 41 | 54 | 41 | 52 |
| Mean number of Tasters and short courses undertaken | 0.63 | 0.73 | 0.86 | 0.73 | 0.65 | 0.83 | 0.73 | 1.06 | 0.73 |
| <i>Weighted base</i> | 667 | 515 | 816 | 926 | 207 | 374 | 603 | 74 | 1220 |
| <i>Unweighted base</i> | 584 | 483 | 922 | 825 | 298 | 417 | 547 | 97 | 1274 |

Base: all respondents who recalled New Deal Advice

Note. this is a multiple response question so that the percentages add to more than 100.

Annex 1

Table A31: Regions by Issues discussed with New Deal Personal Advisers

| | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|---|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| | % | % | % | % | % | % | % | % | % |
| Your experience and skills | 72 | 74 | 70 | 74 | 63 | 75 | 72 | 70 | 71 |
| What work you might do in the future | 72 | 65 | 69 | 75 | 62 | 67 | 72 | 75 | 67 |
| What education or training you might need | 63 | 65 | 62 | 66 | 57 | 61 | 64 | 64 | 60 |
| The possibility of working self-employed | 15 | 19 | 18 | 22 | 15 | 17 | 22 | 22 | 14 |
| Different ways of looking for jobs | 63 | 62 | 56 | 64 | 47 | 57 | 55 | 65 | 53 |
| Making job applications | 46 | 43 | 46 | 51 | 36 | 42 | 41 | 54 | 35 |
| Your responsibilities as a job seeker | 57 | 51 | 50 | 59 | 45 | 51 | 46 | 55 | 44 |
| Different things you could do on the New Deal | 68 | 77 | 69 | 74 | 73 | 70 | 70 | 73 | 65 |
| Something else | * | 1 | 2 | 1 | 1 | 1 | 2 | 6 | 2 |
| None of these | 2 | 2 | 3 | 2 | 3 | 1 | 4 | 5 | 3 |
| Mean number of issues discussed | 4.55 | 4.58 | 4.41 | 4.85 | 3.99 | 4.41 | 4.42 | 4.84 | 4.10 |
| <i>Weighted base</i> | 667 | 515 | 816 | 926 | 207 | 374 | 603 | 74 | 1220 |
| <i>Unweighted base</i> | 584 | 483 | 922 | 825 | 298 | 417 | 547 | 97 | 1274 |

Base: all respondents who recalled New Deal Advice

Note: this is a multiple response question so that the percentages add to more than 100.

Annex 1

Table A32: Regions by New Deal Personal Adviser referrals

| | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|---|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| | % | % | % | % | % | % | % | % | % |
| None | 55 | 45 | 41 | 43 | 55 | 39 | 46 | 38 | 44 |
| College/TEC/LEC re courses/training /work | 14 | 23 | 18 | 20 | 19 | 25 | 20 | 31 | 19 |
| Independent careers advice | 8 | 11 | 17 | 15 | 8 | 20 | 14 | 10 | 15 |
| Job search skills course | 11 | 12 | 18 | 17 | 11 | 12 | 12 | 16 | 14 |
| Employers with vacancies to fill | 14 | 11 | 11 | 11 | 12 | 12 | 9 | 28 | 13 |
| Course to improve reading/writing | 2 | 3 | 5 | 5 | 5 | 6 | 4 | 8 | 8 |
| Mentor | 2 | 4 | 4 | 3 | 2 | 6 | 3 | 13 | 5 |
| Someone to assist in becoming self-employed | 2 | 6 | 3 | 2 | 4 | 5 | 4 | 3 | 3 |
| Health adviser | * | 4 | 4 | 2 | 2 | 1 | 2 | 5 | 2 |
| Specialist agency to help offenders | 1 | 4 | 1 | 2 | 2 | * | 3 | 2 | 1 |
| Mean number of referrals | 0.57 | 0.78 | 0.85 | 0.83 | 0.66 | 0.91 | 0.73 | 1.20 | 0.83 |
| Weighted base | 667 | 515 | 816 | 926 | 207 | 374 | 603 | 74 | 1220 |
| Unweighted base | 584 | 483 | 922 | 825 | 298 | 417 | 547 | 97 | 1274 |

Base: all respondents who recalled New Deal Advice

Note this is a multiple response question so that the percentages add to more than 100

Annex 1

Table A33: Regions by Mentors

| | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|-----------------------------------|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| % referred to a mentor | 2 | 4 | 4 | 3 | 2 | 6 | 3 | 13 | 5 |
| <i>Weighted base</i> | 667 | 515 | 816 | 926 | 207 | 374 | 603 | 74 | 1220 |
| <i>Unweighted base</i> | 584 | 483 | 922 | 825 | 298 | 417 | 547 | 97 | 1274 |
| % finding the mentor very helpful | 48 | 42 | 48 | 37 | 84 | 56 | 21 | 20 | 53 |
| <i>Weighted base</i> | 14 | 19 | 34 | 32 | 4 | 24 | 19 | 10 | 55 |
| <i>Unweighted base</i> | 21 | 19 | 40 | 23 | 7 | 19 | 31 | 10 | 52 |

Base: all respondents who recalled New Deal advice

Annex 1

Table A34: Regions by Overall Usefulness of the New Deal

| Generally, how useful did you find /have you found your time on the New Deal? | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|---|-----------------|-----------------------|-----------------------|-----------------------------|--------------|--------------------------|---------------------------------------|-----------------------|--|
| | % | % | % | % | % | % | % | % | % |
| Very useful | 22 | 28 | 24 | 23 | 23 | 24 | 25 | 28 | 20 |
| Fairly useful | 41 | 40 | 44 | 38 | 36 | 39 | 34 | 30 | 34 |
| Not very useful | 16 | 15 | 13 | 17 | 15 | 19 | 17 | 12 | 17 |
| Not at all useful | 13 | 10 | 12 | 15 | 10 | 10 | 15 | 20 | 16 |
| Not sure | 2 | 2 | 1 | 3 | 1 | 1 | 2 | 3 | 4 |
| Can not recall New Deal | 6 | 6 | 5 | 4 | 14 | 7 | 7 | 7 | 9 |
| <i>Weighted base</i> | <i>742</i> | <i>558</i> | <i>893</i> | <i>1001</i> | <i>251</i> | <i>410</i> | <i>668</i> | <i>82</i> | <i>1404</i> |
| <i>Unweighted base</i> | <i>653</i> | <i>523</i> | <i>1006</i> | <i>890</i> | <i>331</i> | <i>452</i> | <i>609</i> | <i>109</i> | <i>1437</i> |

Base: all respondents

Annex 1

Table A35: Regions by New Deal has improved my chances of getting a good job

| New Deal has improved my chances of getting a good job | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|--|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| | % | % | % | % | % | % | % | % | % |
| Strongly agree | 17 | 26 | 22 | 19 | 15 | 24 | 20 | 22 | 16 |
| Slightly agree | 30 | 26 | 30 | 28 | 32 | 29 | 25 | 29 | 26 |
| Neither agree nor disagree | 15 | 19 | 15 | 17 | 17 | 15 | 18 | 15 | 15 |
| Slightly disagree | 10 | 8 | 11 | 11 | 11 | 11 | 10 | 9 | 14 |
| Strongly disagree | 20 | 12 | 16 | 19 | 14 | 15 | 18 | 18 | 19 |
| No opinion | 2 | 3 | 3 | 4 | 8 | 2 | 5 | 2 | 3 |
| unapplicable | 5 | 5 | 2 | 2 | 2 | 3 | 4 | 6 | 6 |
| <i>Weighted base</i> | <i>742</i> | <i>558</i> | <i>893</i> | <i>1001</i> | <i>251</i> | <i>410</i> | <i>668</i> | <i>82</i> | <i>1404</i> |
| <i>Unweighted base</i> | <i>653</i> | <i>523</i> | <i>1006</i> | <i>890</i> | <i>331</i> | <i>452</i> | <i>609</i> | <i>109</i> | <i>1437</i> |

Base: all respondents

Annex 1

Table A36: Regions by on New Deal are pushed into things they don't want to do

| On New Deal people are pushed into things they don't want to do | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|---|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| | % | % | % | % | % | % | % | % | % |
| Strongly agree | 23 | 28 | 25 | 23 | 28 | 23 | 27 | 23 | 24 |
| Slightly agree | 20 | 20 | 20 | 22 | 24 | 22 | 15 | 19 | 21 |
| Neither agree nor disagree | 12 | 10 | 11 | 15 | 13 | 13 | 13 | 8 | 12 |
| Slightly disagree | 21 | 14 | 19 | 15 | 15 | 14 | 17 | 22 | 16 |
| Strongly disagree | 16 | 20 | 21 | 20 | 15 | 19 | 21 | 18 | 17 |
| No opinion | 4 | 3 | 3 | 6 | 3 | 5 | 4 | 5 | 6 |
| Inapplicable | 4 | 4 | 2 | 1 | 2 | 5 | 2 | 5 | 5 |
| <i>Weighted base</i> | <i>742</i> | <i>558</i> | <i>893</i> | <i>1001</i> | <i>251</i> | <i>410</i> | <i>668</i> | <i>82</i> | <i>1404</i> |
| <i>Unweighted base</i> | <i>653</i> | <i>523</i> | <i>1006</i> | <i>890</i> | <i>331</i> | <i>452</i> | <i>609</i> | <i>109</i> | <i>1437</i> |

Base: all respondents

Table A37: Regions by Percentage with benefit stopped or reduced

| | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|---|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| | % | % | % | % | % | % | % | % | % |
| Benefit stopped or reduced since September 1998 | 24 | 14 | 19 | 21 | 18 | 18 | 21 | 22 | 17 |
| <i>Weighted base</i> | <i>742</i> | <i>558</i> | <i>893</i> | <i>1001</i> | <i>251</i> | <i>410</i> | <i>668</i> | <i>82</i> | <i>1404</i> |
| <i>Unweighted base</i> | <i>653</i> | <i>523</i> | <i>1006</i> | <i>890</i> | <i>331</i> | <i>452</i> | <i>609</i> | <i>109</i> | <i>1437</i> |

Annex 1

Base: all respondents

Table A38: Regions by what New Deal component helped the most

| | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|-------------------------------------|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| | % | % | % | % | % | % | % | % | % |
| Guidance with careers | 3 | 4 | 6 | 3 | 1 | 6 | 6 | 6 | 4 |
| Interviews with NDPA | 25 | 36 | 30 | 27 | 28 | 27 | 24 | 15 | 20 |
| Help looking for jobs | 20 | 15 | 17 | 13 | 15 | 17 | 14 | 17 | 19 |
| Help getting job interviews | 5 | 4 | 8 | 5 | 3 | 7 | 6 | 4 | 5 |
| Work experience | 7 | 5 | 5 | 7 | 9 | 3 | 5 | 3 | 4 |
| Further education and training | 9 | 13 | 13 | 13 | 9 | 14 | 16 | 15 | 13 |
| Help with reading/writing /language | 1 | 2 | 2 | 3 | 3 | 3 | 1 | 6 | 2 |
| Other | 1 | * | 1 | * | 1 | * | 1 | 2 | 1 |
| None | 29 | 22 | 20 | 28 | 31 | 21 | 27 | 33 | 32 |
| <i>Weighted base</i> | <i>697</i> | <i>523</i> | <i>846</i> | <i>957</i> | <i>215</i> | <i>383</i> | <i>622</i> | <i>76</i> | <i>1267</i> |
| <i>Unweighted base</i> | <i>610</i> | <i>489</i> | <i>957</i> | <i>850</i> | <i>304</i> | <i>429</i> | <i>569</i> | <i>100</i> | <i>1319</i> |

Base: all respondents who recalled New Deal

Annex 1

Table A39: Regions by how New Deal was helpful

| | <i>Scotland</i> | <i>North East</i> | <i>North west</i> | <i>Yorkshire/ Humbs</i> | <i>Wales</i> | <i>West Midlands</i> | <i>East Midlands / Anglia</i> | <i>South West</i> | <i>London & South east</i> |
|-------------------------|-----------------|-------------------|-------------------|-------------------------|--------------|----------------------|-------------------------------|-------------------|--------------------------------|
| | % | % | % | % | % | % | % | % | % |
| Increasing confidence | 38 | 50 | 44 | 37 | 41 | 44 | 42 | 47 | 37 |
| Improving skills | 30 | 39 | 42 | 34 | 45 | 36 | 33 | 42 | 30 |
| Learning new skills | 32 | 40 | 40 | 35 | 45 | 33 | 36 | 40 | 27 |
| Getting work experience | 29 | 30 | 30 | 28 | 38 | 26 | 27 | 32 | 19 |
| Looking for work | 59 | 64 | 60 | 51 | 56 | 59 | 55 | 60 | 52 |
| No helpful things | 25 | 22 | 23 | 28 | 22 | 24 | 29 | 19 | 31 |
| <i>Weighted base</i> | <i>697</i> | <i>523</i> | <i>846</i> | <i>957</i> | <i>215</i> | <i>383</i> | <i>622</i> | <i>76</i> | <i>1267</i> |
| <i>Unweighted base</i> | <i>610</i> | <i>489</i> | <i>957</i> | <i>850</i> | <i>304</i> | <i>429</i> | <i>569</i> | <i>100</i> | <i>1319</i> |

Base: all respondents who recalled New Deal

Note: this is a multiple response question so that the percentages add to more than 100

Annex 1

Table A40: Delivery model by current New Deal status

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|-------------------------------------|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| Gateway | 23 | 26 | 24 | 23 |
| Employment Option | 10 | 11 | 10 | 11 |
| Voluntary sector Option | 3 | 3 | 5 | 3 |
| Environment Task Force | 2 | 2 | 2 | 4 |
| Self-employment Option | * | 0 | 0 | * |
| Full-time education/training Option | 13 | 13 | 12 | 11 |
| Post-Option advice | 7 | 6 | 6 | 7 |
| Left New Deal | 41 | 40 | 42 | 41 |
| <i>Weighted base</i> | <i>4174</i> | <i>1071</i> | <i>293</i> | <i>472</i> |
| <i>Unweighted base</i> | <i>4153</i> | <i>961</i> | <i>286</i> | <i>610</i> |

Base: all respondents

Annex 1

Table A41: Delivery model, by current labour market status

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|--|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| Full-time job of 30+ hours per week | 21 | 17 | 19 | 20 |
| Part-time job of under 30 hours per week | 5 | 6 | 7 | 7 |
| Self-employed | 1 | 1 | 1 | 1 |
| On government/TEC/LEC programme | 6 | 3 | 9 | 5 |
| Full-time education or training | 13 | 16 | 13 | 14 |
| Unemployed and claiming benefits | 40 | 43 | 35 | 45 |
| Unemployed, not claiming benefits | 7 | 7 | 9 | 5 |
| Long-term sick, injured or disabled | 5 | 3 | 4 | 2 |
| Looking after the home | 2 | 2 | 2 | 2 |
| Other | 1 | 1 | 0 | 1 |
| <i>Weighted base</i> | <i>4174</i> | <i>1071</i> | <i>293</i> | <i>472</i> |
| <i>Unweighted base</i> | <i>4153</i> | <i>961</i> | <i>286</i> | <i>610</i> |

Base: all respondents

Table A42: Delivery models by how well participants got along with New Deal Personal Advisers

| How well do/did you get along with your Personal Adviser | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|--|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| Very well | 52 | 53 | 56 | 52 |
| Quite well | 39 | 37 | 40 | 39 |
| Not very well | 4 | 5 | 3 | 5 |
| Not at all well | 3 | 3 | 1 | 1 |
| Not sure | 1 | 2 | * | 2 |
| <i>Weighted base</i> | 3775 | 969 | 253 | 405 |
| <i>Unweighted base</i> | 3764 | 879 | 259 | 545 |

Base: all respondents who recalled New Deal advice

Annex 1

Table A43: Delivery models by tasters and short courses

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|--|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| <i>Type of taster/short course</i> | <i>%</i> | <i>%</i> | <i>%</i> | <i>%</i> |
| Time with employers to find out about kinds of jobs | 16 | 15 | 13 | 16 |
| Visiting or trying a course of education or training | 31 | 35 | 30 | 32 |
| Going on a short course to improve basic skills | 13 | 16 | 17 | 11 |
| Going on a short course to learn how to find or apply for jobs | 13 | 15 | 15 | 20 |
| No taster/short course | 51 | 48 | 52 | 47 |
| Mean number of Tasters and short courses undertaken | 0.73 | 0.81 | 0.75 | 0.79 |
| <i>Weighted base</i> | <i>3775</i> | <i>969</i> | <i>253</i> | <i>405</i> |
| <i>Unweighted base</i> | <i>3764</i> | <i>879</i> | <i>259</i> | <i>545</i> |

Base: all respondents who recalled New Deal Advice

Note: this is a multiple response question so that the percentages add to more than 100.

Table A44: Delivery models by issues discussed with New Deal Personal Advisers

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|---|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| Your experience and skills | 72 | 68 | 77 | 72 |
| What work you might do in the future | 69 | 69 | 69 | 71 |
| What education or training you might need | 63 | 60 | 64 | 68 |
| The possibility of working self-employed | 18 | 14 | 11 | 28 |
| Different ways of looking for jobs | 59 | 55 | 51 | 59 |
| Making job applications | 43 | 44 | 31 | 48 |
| Your responsibilities as a job seeker | 51 | 48 | 41 | 52 |
| Different things you could do on the New Deal | 71 | 67 | 60 | 73 |
| Something else | 2 | 1 | * | 2 |
| None of these | 3 | 3 | 4 | 3 |
| | | | | |
| Mean number of issues discussed | 4.48 | 4.27 | 4.03 | 4.75 |
| | | | | |
| Weighted base | 3775 | 969 | 253 | 405 |
| Unweighted base | 3764 | 879 | 259 | 545 |

Base: all respondents who recalled New Deal advice

Note: this is a multiple response question so that the percentages add to more than 100

Annex 1

Table A45: Delivery models by New Deal Personal Adviser referrals

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|---|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| None | 46 | 42 | 45 | 43 |
| College/TEC/ LEC re. courses/training /work | 19 | 21 | 19 | 19 |
| Independent careers advice | 14 | 17 | 14 | 11 |
| Job search skills course | 13 | 16 | 11 | 19 |
| Employers with vacancies to fill | 12 | 10 | 8 | 14 |
| Course to improve reading/writing | 5 | 5 | 7 | 5 |
| Mentor | 4 | 5 | 2 | 4 |
| Someone to assist in becoming self- employed | 3 | 3 | 4 | 4 |
| Health adviser | 2 | 2 | 1 | 1 |
| Specialist agency to help offenders | 2 | 2 | * | 2 |
| Mean number of referrals | .78 | .83 | .74 | 84 |
| <i>Weighted base</i> | <i>3775</i> | <i>969</i> | <i>253</i> | <i>405</i> |
| <i>Unweighted base</i> | <i>3764</i> | <i>879</i> | <i>259</i> | <i>545</i> |

Base: all respondents who recalled New Deal Advice

Note: this is a multiple response question so that the percentages add to more than 100

Annex 1

Table A46: Delivery models by Mentors

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|-----------------------------------|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| % referred to a mentor | 4 | 5 | 2 | 4 |
| <i>Weighted base</i> | 3775 | 969 | 253 | 405 |
| <i>Unweighted base</i> | 3764 | 879 | 259 | 545 |
| % finding the mentor very helpful | 47 | 44 | 50 | 27 |
| <i>Weighted base</i> | 143 | 44 | 4 | 17 |
| <i>Unweighted base</i> | 156 | 33 | 8 | 25 |

Base 1: all respondents who recalled New Deal Advice

Base 2: all respondents referred to a mentor

Table A47: Delivery models by overall usefulness of the New Deal

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|-------------------------|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| Very useful | 23 | 24 | 21 | 21 |
| Fairly useful | 39 | 39 | 26 | 33 |
| Not very useful | 15 | 16 | 22 | 18 |
| Not at all useful | 13 | 14 | 16 | 14 |
| Not sure | 2 | 2 | 5 | 3 |
| Can not recall New Deal | 7 | 6 | 10 | 10 |
| <i>Weighted base</i> | 4174 | 1071 | 293 | 472 |
| <i>Unweighted base</i> | 4153 | 961 | 286 | 610 |

Base: all respondents

Annex 1

Table A48: Delivery models by New Deal has improved my chances of getting a good job

| New Deal has improved my chances of getting a good job | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|--|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| Strongly agree | 19 | 22 | 19 | 17 |
| Slightly agree | 29 | 26 | 21 | 27 |
| Neither agree nor disagree | 16 | 16 | 18 | 17 |
| Slightly disagree | 10 | 12 | 14 | 16 |
| Strongly disagree | 18 | 18 | 18 | 13 |
| No opinion | 3 | 3 | 3 | 6 |
| Not applicable | 4 | 3 | 7 | 4 |
| <i>Weighted base</i> | <i>4174</i> | <i>1071</i> | <i>293</i> | <i>472</i> |
| <i>Unweighted base</i> | <i>4153</i> | <i>961</i> | <i>286</i> | <i>610</i> |

Base: all respondents

Annex 1

Table A49: Delivery models by on New Deal are pushed into things they don't want to do

| On New Deal people are pushed into things they don't want to do | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|---|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| Strongly agree | 26 | 22 | 24 | 21 |
| Slightly agree | 10 | 23 | 19 | 24 |
| Neither agree nor disagree | 12 | 15 | 10 | 15 |
| Slightly disagree | 17 | 17 | 12 | 16 |
| Strongly disagree | 19 | 18 | 24 | 18 |
| No opinion | 5 | 5 | 4 | 4 |
| Not applicable | 3 | 2 | 7 | 3 |
| <i>Weighted base</i> | <i>4174</i> | <i>1071</i> | <i>293</i> | <i>472</i> |
| <i>Unweighted base</i> | <i>4153</i> | <i>961</i> | <i>286</i> | <i>610</i> |

Base: all respondents

Annex 1

Table A50: Delivery models by Percentage with benefit stopped or reduced

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|---|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| Benefit stopped or reduced since September 1998 | 19 | 21 | 18 | 16 |
| <i>Weighted base</i> | 4174 | 1071 | 293 | 472 |
| <i>Unweighted base</i> | 4153 | 961 | 286 | 610 |

Base: all respondents

Annex 1

Table A51: Delivery models by what New Deal component helped the most

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|------------------------------------|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| Guidance with careers | 5 | 4 | 5 | 3 |
| Interviews with NDPA | 26 | 28 | 27 | 24 |
| Help looking for jobs | 17 | 16 | 15 | 17 |
| Help getting job interviews | 5 | 8 | 4 | 7 |
| Work experience | 6 | 4 | 7 | 5 |
| Further education and training | 13 | 13 | 8 | 13 |
| Help with reading/writing/language | 2 | 3 | 1 | 2 |
| Other | 1 | * | * | 1 |
| None | 27 | 24 | 33 | 28 |
| <i>Weighted base</i> | 3895 | 1003 | 263 | 424 |
| <i>Unweighted base</i> | 3882 | 909 | 268 | 568 |

Base: all respondents who recalled New Deal

Annex 1

Table A52: Delivery models by how New Deal was helpful

| | <i>ES individual contract</i> | <i>ES joint partnership</i> | <i>Contract with a consortium</i> | <i>Private sector led</i> |
|-------------------------|-------------------------------|-----------------------------|-----------------------------------|---------------------------|
| | % | % | % | % |
| Increasing confidence | 41 | 41 | 34 | 38 |
| Improving skills | 35 | 37 | 31 | 35 |
| Learning new skills | 35 | 34 | 31 | 36 |
| Getting work experience | 27 | 25 | 24 | 26 |
| Looking for work | 57 | 53 | 48 | 57 |
| No helpful things | 26 | 27 | 36 | 27 |
| <i>Weighted base</i> | <i>3895</i> | <i>1003</i> | <i>263</i> | <i>424</i> |
| <i>Unweighted base</i> | <i>3882</i> | <i>909</i> | <i>268</i> | <i>568</i> |

Base: all respondents who recalled New Deal

Note: this is a multiple response question so that the percentages add to more than 100.

Annex 1

Table A53: Gender by target and minimum acceptable take-home hourly pay for those not in a job and currently searching for a job, by gender

| | men | | women | |
|-----------------|--------|---------|--------|---------|
| | Target | Minimum | Target | Minimum |
| | % | % | % | % |
| Under 50p | 0 | * | * | * |
| 50p to £1.49 | * | 1 | * | 2 |
| £1.50 to £2.49 | 1 | 7 | 4 | 13 |
| £2.50 to £3.49 | 20 | 43 | 29 | 45 |
| £3.50 to £4.49 | 42 | 33 | 36 | 26 |
| £4.50 to £5.49 | 22 | 11 | 20 | 8 |
| £5.50 or more | 14 | 5 | 10 | 5 |
| Weighted base | 2042 | 2017 | 610 | 597 |
| Unweighted base | 2070 | 2044 | 654 | 636 |

Base: all respondents seeking a job at the time of the survey interview and not currently in a job, excluding those with missing data.

Annex 1

Table A54: Gender by wage take-home hourly pay for those in a job or in New Deal subsidised employment, by gender

| | men | | women | |
|-----------------|--------------------------------|-----|--------------------------------|-----|
| | New Deal subsidised employment | job | New Deal subsidised employment | job |
| | % | % | % | % |
| Under 50p | 6 | 0 | 7 | 0 |
| 50p to £1.49 | 9 | 1 | 4 | 1 |
| £1.50 to £2.49 | 20 | 8 | 18 | 9 |
| £2.50 to £3.49 | 37 | 37 | 44 | 38 |
| £3.50 to £4.49 | 23 | 35 | 21 | 39 |
| £4.50 to £5.49 | 2 | 11 | 5 | 8 |
| £5.50 or more | 3 | 8 | 1 | 5 |
| Weighted base | 332 | 561 | 164 | 228 |
| Unweighted base | 335 | 489 | 147 | 230 |

Base: all respondents in a job or New Deal subsidised employment option at the time of the survey interview, excluding those with missing data.

Table A55: Gender by satisfaction with help offered by New Deal Personal Adviser

| Satisfaction with help offered by New Deal Personal Adviser | Male % | Female % |
|---|--------|----------|
| Completely satisfied | 17 | 22 |
| Very satisfied | 27 | 29 |
| Fairly satisfied | 28 | 26 |
| Neither | 10 | 8 |
| Fairly dissatisfied | 7 | 7 |
| Very dissatisfied | 4 | 4 |
| Completely dissatisfied | 5 | 4 |
| No opinion | 1 | 1 |
| Weighted | 4057 | 1589 |
| Unweighted | 4038 | 1645 |

Base: all respondents who recalled New Deal

Annex 1

Table A56: Gender by whether gets along with New Deal Personal Adviser

| Get along with New Deal Personal Adviser | <i>Male</i> | <i>Female</i> |
|--|-------------|---------------|
| | % | % |
| Very well | 50 | 55 |
| Quite well | 41 | 36 |
| Not very well | 4 | 5 |
| Not at all well | 3 | 2 |
| Not sure | 2 | 2 |
| <i>Weighted</i> | <i>4057</i> | <i>1589</i> |
| <i>Unweighted</i> | <i>4038</i> | <i>1645</i> |

Base: all respondents who recalled New Deal

Table A57: Gender by whether recalled completing a New Deal Action Plan

| Can you recall completing a New Deal Action Plan with a New Deal Personal Adviser | <i>Male</i> | <i>Female</i> |
|---|-------------|---------------|
| | % | % |
| Yes | 74 | 74 |
| No | 18 | 18 |
| Not Sure | 8 | 8 |
| <i>Weighted</i> | <i>3883</i> | <i>1520</i> |
| <i>Unweighted</i> | <i>3873</i> | <i>1574</i> |

Base: all respondents who recalled New Deal

Annex 1

Table A58: Gender by New Deal Personal Adviser referrals

| Referrals by job centre staff/New Deal Personal Adviser | <i>Male</i> | <i>Female</i> |
|---|-------------|---------------|
| | <i>%</i> | <i>%</i> |
| At least one referral or more | 56 | 54 |
| Independent careers advice | 15 | 12 |
| Job search skills Course | 14 | 13 |
| Course to improve reading/writing | 5 | 6 |
| Someone to assist in becoming self-employed | 3 | 3 |
| Someone offering support and encouragement: mentor | 4 | 4 |
| Employers with vacancies to fill | 12 | 11 |
| Someone at a college/TEC?LEC about courses/training/work experience | 20 | 19 |
| Advisor for help with health problems/disabilities | 2 | 3 |
| Specialist agency helping offenders such as the probations service or NACRO | 2 | 1 |
| Other | 4 | 4 |
| None | 44 | 46 |
| <i>Weighted</i> | <i>3833</i> | <i>1520</i> |
| <i>Unweighted</i> | <i>3873</i> | <i>1574</i> |

Base: all respondents who recalled New Deal

Table A59: Gender by whether referred to a mentor

| Referred to a mentor | <i>Male</i> | <i>Female</i> |
|--------------------------|-------------|---------------|
| | <i>%</i> | <i>%</i> |
| Not referred to a mentor | 96 | 96 |
| Referred to a mentor | 4 | 4 |
| <i>Weighted</i> | <i>3883</i> | <i>1520</i> |
| <i>Unweighted</i> | <i>3873</i> | <i>1574</i> |

Base: all respondents who recalled New Deal

Annex 1

Table A60: Gender by helpfulness of mentor

| Helpfulness of mentor | <i>Male</i> | <i>Female</i> |
|-----------------------|-------------|---------------|
| | % | % |
| Very helpful | 46 | 42 |
| Quite helpful | 39 | 36 |
| Not very helpful | 7 | 7 |
| Not at all helpful | 2 | 10 |
| Not sure | 7 | 4 |
| <i>Weighted</i> | <i>143</i> | <i>67</i> |
| <i>Unweighted</i> | <i>159</i> | <i>64</i> |

Base: all respondents referred to a mentor

Table A61: Gender by issues discussed with New Deal Personal Adviser

| New Deal Personal Adviser discussed | <i>Male</i> | <i>Female</i> |
|--|-------------|---------------|
| | % | % |
| At least one or more of these things discussed | 97 | 98 |
| Experience and skills | 72 | 71 |
| What work might do in future | 70 | 67 |
| Education or training might need | 63 | 62 |
| Possibility of working as self-employed | 19 | 15 |
| Different ways of looking for jobs | 59 | 55 |
| Making job applications | 44 | 40 |
| Responsibilities as jobseeker | 52 | 47 |
| Different things could do on New Deal | 70 | 69 |
| Something else | 1 | 2 |
| None of these | 3 | 2 |
| <i>Weighted</i> | <i>3833</i> | <i>1520</i> |
| <i>Unweighted</i> | <i>3873</i> | <i>1574</i> |

Annex 1

Base: those recalling interviews with New Deal Personal Advisers.

Note: this is a multiple response question so that the percentages add to more than 100

Table A62: Gender by Gateway courses

| | <i>Male</i> | <i>Female</i> |
|---|-------------|---------------|
| | % | % |
| <i>Type of Gateway course*:</i> | | |
| Time with employers to find out about kinds of jobs: in last six months | 32 | 31 |
| Visiting of trying out a course of education or training: in last six months | 63 | 65 |
| Going on a short course to improve basic skills: in last six months | 25 | 33 |
| Going on a short course to learn how to find/apply for jobs: in last six months | 30 | 24 |
| Weighted | 1929 | 752 |
| Unweighted | 1961 | 811 |

Base: those recalling interviews with New Deal Personal Advisers.

*Note: the type of Gateway courses is a multiple response question so that the percentages add to more than 100

Table A63: Gender by how New Deal was helpful

| | <i>Male</i> | <i>Female</i> |
|-------------------------|-------------|---------------|
| | % | % |
| Increasing confidence | 55 | 57 |
| Improving skills | 47 | 50 |
| Learning new skills | 46 | 48 |
| Getting work experience | 35 | 38 |
| Looking for work | 76 | 78 |
| Weighted | 2967 | 1151 |
| Unweighted | 2930 | 1193 |

Base: all respondents who recalled New Deal

Annex 1

Table A64: Gender by what New Deal component helped the most

| | <i>Male</i> | <i>Female</i> |
|--|-------------|---------------|
| | <i>%</i> | <i>%</i> |
| Guidance with careers | 4 | 5 |
| Interviews with a Personnel Adviser | 25 | 28 |
| Help with looking for jobs | 17 | 15 |
| Help with getting job interviews | 5 | 6 |
| Work experience | 5 | 6 |
| Further education and training | 13 | 11 |
| Help with reading/writing or language skills | 2 | 2 |
| Anything else? | 1 | 1 |
| None | 26 | 26 |
| Don't know | 1 | 1 |
| <i>Weighted</i> | <i>3995</i> | <i>1591</i> |
| <i>Unweighted</i> | <i>3990</i> | <i>1637</i> |

Base: all respondents who recalled New Deal

Table A65: Gender by overall usefulness of New Deal

| Generally, how useful did you find/have you found New Deal | <i>Male</i> | <i>Female</i> |
|--|-------------|---------------|
| | <i>%</i> | <i>%</i> |
| Very useful | 22 | 25 |
| Fairly useful | 40 | 34 |
| Not very useful | 16 | 16 |
| Not at all useful | 14 | 13 |
| Not sure | 2 | 4 |
| Has not been on or cannot recall New Deal | 6 | 8 |
| <i>Weighted</i> | <i>4281</i> | <i>1729</i> |
| <i>Unweighted</i> | <i>4252</i> | <i>1758</i> |

Base: all respondents

Annex 1

Table A66: Gender by New Deal has improved by chances of getting a good job

| New Deal has improved by chances of getting a good job | <i>Male</i> | <i>Female</i> |
|--|-------------|---------------|
| | <i>%</i> | <i>%</i> |
| Strongly agree | 19 | 21 |
| Slightly agree | 29 | 24 |
| Neither agree nor disagree | 16 | 17 |
| Slightly disagree | 10 | 13 |
| Strongly disagree | 18 | 15 |
| No opinion | 3 | 5 |
| Not applicable | 4 | 5 |
| Weighted | 4281 | 1729 |
| Unweighted | 4252 | 1758 |

Base: all respondents

Note: this is a multiple response question so that the percentages add to more than 100.

Table A67: Gender by on New Deal people are pushed into things they don't want to do

| On New Deal people are pushed into things they don't want to do | <i>Male</i> | <i>Female</i> |
|---|-------------|---------------|
| | <i>%</i> | <i>%</i> |
| Strongly agree | 26 | 20 |
| Slightly agree | 21 | 19 |
| Neither agree nor disagree | 13 | 10 |
| Slightly disagree | 16 | 19 |
| Strongly disagree | 18 | 22 |
| No opinion | 4 | 6 |
| Not applicable | 2 | 4 |
| Weighted | 4281 | 1729 |
| Unweighted | 4252 | 1758 |

Base: all respondents

New Deal for Young People (NDYP) is a key element in the Government's Welfare to Work Strategy. It aims to help young people who have been unemployed and claiming Jobseeker's Allowance (JSA) for six months or more to find work and improve their longer term employability. The Employment Service (ES) has commissioned a major programme of research and statistical monitoring to evaluate the effectiveness of NDYP.

As part of this evaluation, Policy Studies Institute (PSI) was commissioned to undertake a national quantitative survey of participants in the programme. This survey is taking place in two parts. Part one, conducted in spring 1999 with a sample of participants around six months after they had entered the programme, captures participants' early experiences of NDYP. Part two, to be conducted after a further year, will focus on changes in employability and labour market outcomes from the programme.

This report presents findings from stage one of the survey. It describes the characteristics of participants, their experiences of the New Deal programme after six months including experience of Gateway and early experience of Options, experience of looking for work and the perceived impact of New Deal on improving employability. It also reports on reasons for leaving New Deal and perceptions of the overall usefulness of New Deal.

All reports and their summaries are available from

Jobseeker Analysis Division
Department for Work and Pensions
Level 2, Rockingham House
123 West Street, Sheffield, S1 4ER

Tel 0114 259 6278
Fax 0114 259 6463
red.es.rh@gt.net.gov.uk

This Report is also available in Braille and Large Print formats upon request.
Note: all R&D publications are available free of charge.
However this policy is under review and the position may change.

Report Ref ESR44