

YOUTH UNEMPLOYMENT POLICY FORMATION: BETWEEN THE INTERNATIONAL POLICY RHETORIC AND THE LOCAL PRACTICE REALITY

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Rebalancing Growth and the Space Economy.**

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OVERVIEW

- Youth Unemployment: context and policy responses
 - Understanding new dynamics of policy making
 - Talent Match Programme
 - Early Findings
 - Conclusion
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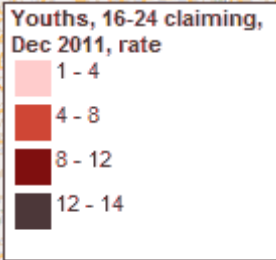
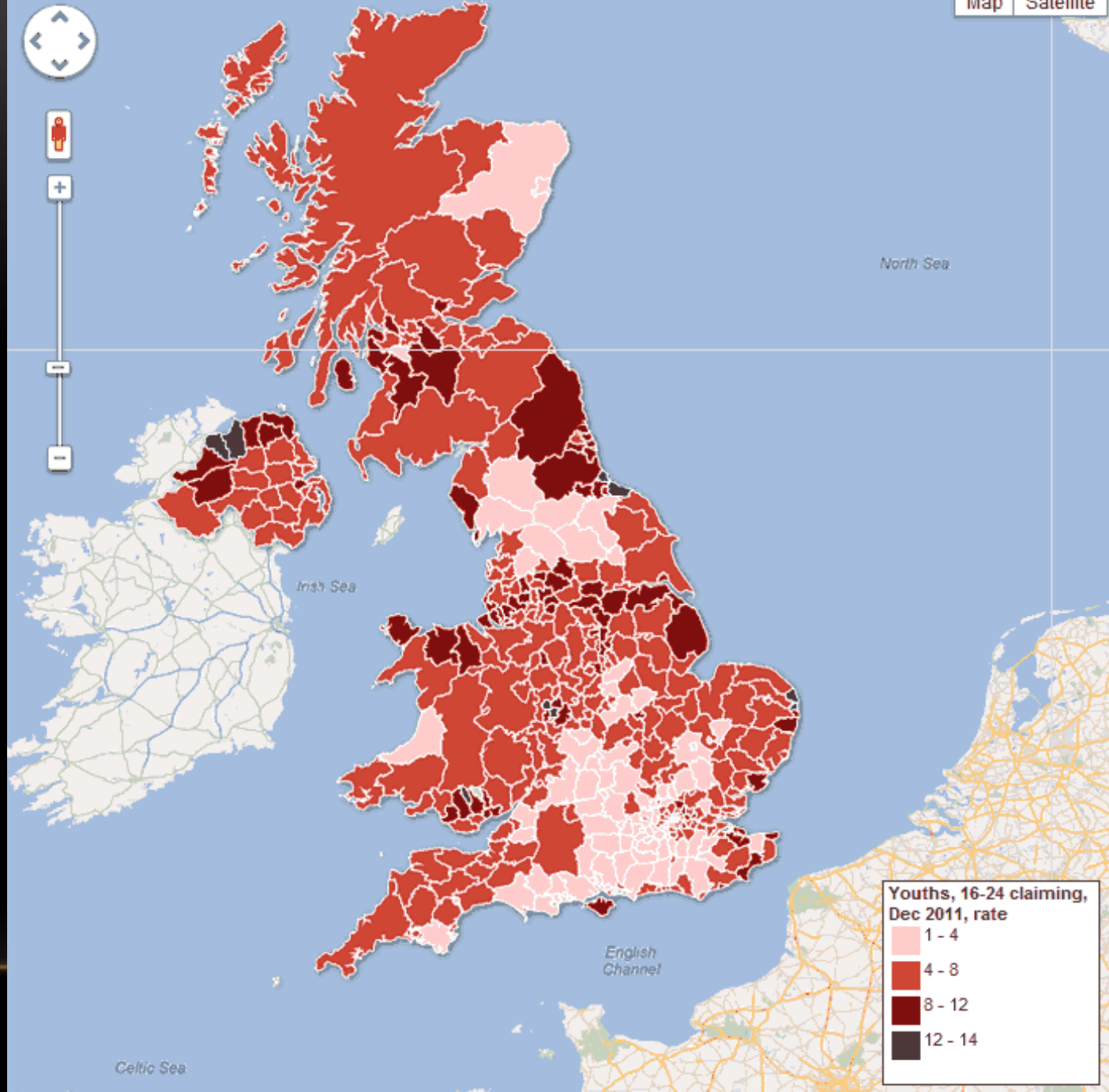
ABOUT YOUTH UNEMPLOYMENT

"The world is facing a worsening youth employment crisis: young people are three times more likely to be unemployed than adults and almost 73 million youth worldwide are looking for work."

International Labour Organisation, 2013

UNDERSTANDING YOUTH UNEMPLOYMENT IN THE UK

- Cyclical increase since 2008 with a recent fall
- But long term and continued increase since 1990 (structural changes in employment)
- And demographic factors help explain change: 1m additional 16-24 years olds than in 1990
- More young people participating in education for longer
- But also marked geographic variations (older industrial regions compared to London and South East)



Geography matters: Youth Unemployment claimant based measures (2011)

A CROWDED ARENA OF POLICY INTEREST? SOMETHING SEEMS TO HAVE CHANGED (1)

- Traditional government policy actors
 - Local, national and EU
- Now joined by:
 - ILO, World Bank, and some policy actors with other interests such as the CIA
- Voluntary Sector Organisations and Labour Organisations
 - Local delivery organisations; national and EU level policy groups
 - Trade Unions and national international congresses
- Now joined by:
 - Philanthropists and Grant Making Trusts, Social enterprises, Local and national charities (and international NGOs)

A CROWDED ARENA OF POLICY INTEREST? SOMETHING SEEMS TO HAVE CHANGED (2)

- Employers and employers' groups
 - Public contract delivery organisations (Serco, A4e)
 - Recruitment agencies (e.g. REED International)
 - CSR parts of large corporates and affiliates (e.g. Business in the Community)
- Consultants and think tanks
 - Consultants: McKinsey, PwC, KPMG
 - Think Tanks: IPPR, Work Foundation
- Other organisations
 - World Economic Forum: Global Agenda Council on Youth Unemployment, 2012-2014
 - United Nations 2011 Youth Report
 - Impetus/Private Equity Foundation: Make NEETS History

The ACEVO Commission on Youth Unemployment
Youth unemployment:
the crisis we cannot afford



REPORT

STATES OF UNCERTAINTY

YOUTH UNEMPLOYMENT IN EUROPE

Spencer Thompson
November 2013
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Institute for Public Policy Research



Youth Enterprise: Unlocking Ambitions, Creating Growth



How young
entrepreneurs in the UK
fare against leading
enterprise nations

In association with:



The Plummeting Labor Market Fortunes of Teens and Young Adults

By Andrew Sum, Ishwar Khatiwada, Mykhaylo Trubtskiy, and Martha Ross with Walter McHugh and Sheila Palma*

Summary

Employment prospects for teens and young adults in the nation's 100 largest metropolitan areas plummeted between 2000 and 2010. On a number of measures—employment rates, labor force underutilization, unemployment, and year-round joblessness—teens and young adults fared poorly, and sometimes disastrously. While labor market problems affected all young people, some groups had better outcomes than others: non-Hispanic whites, those from higher income households, those with work experience, and those with higher levels of education were more successful in the labor market. In particular, education and previous work experience were most strongly associated with employment. Policy and program efforts to reduce youth joblessness and labor force underutilization should focus on the following priorities: incorporating more work-based learning (such as apprenticeships, co-ops, and internships) into education and training; creating tighter linkages between secondary and post-secondary education; ensuring that training meets regional labor market needs; expanding the Earned Income Tax Credit; and facilitating the transition of young people into the labor market through enhanced career counseling, mentoring, occupational and work-readiness skills development, and the creation of short-term subsidized jobs.

Introduction

The first decade of the 21st century, including the Great Recession and its aftermath, was disastrous for many American workers. Anemic economic growth between 2000 and 2010 has led a number of economists and social scientists to refer to the period as the "Lost Decade."¹ For the first time following World War II, the U.S. economy did not have more payroll jobs at the end of a decade than at the beginning. Teens aged 16-19 and young adults aged 20-24 have been among the most adversely affected by the constricting labor market. Finding and keeping a job is a key step in a young person's transition to adulthood and economic self-sufficiency. Employment obviously allows young people to cover expenses for themselves and their families, but it also provides valuable opportunities for teens and young adults to apply academic skills and learn occupation-specific and broader employment skills such as teamwork, time management, and problem-solving. Additionally, it provides work experience and contacts to help in future job searches.

Among teens, employment should be considered complementary to education, since the first priority is to attend school full-time and complete high school. However, evidence suggests that

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Grit

The skills for success
and how they are grown

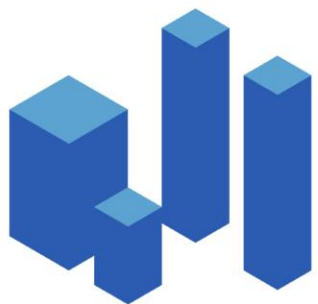
Yvonne Roberts



The Social Crisis Behind the Economic Crisis - the Millions of Young People Unemployed

International Lessons: Youth unemployment in the global context

Lizzie Crowley, Katy Jones, Nye Cominetti and Jenny Gulliford
January 2013



POLICY RESPONSES: DIFFERING DIAGNOSES, DIFFERING SOLUTIONS

Focus for diagnosis	Solution	Proponents
Young People	Grit, resilience, self efficacy	Private sector; centre-right think tanks/govts; WEF
Private Sector	Recruitment practices; training; lack of demand	Centre-left think tanks/govts; TUs; some NGOs
State, Policy, Institutions (Collective action problem)	Reform education-employment transitions; VE; lack of demand	Think tanks; consultancies (McKinsey, PwC)
Geography/locality	Locality/partnership based approaches; regional policy	NGOs (ACEVO); centre-left think tanks
Long term effects	Prevention of lifetime wage scarring	General consensus on the diagnosis; not on the solution

DIFFERING DIAGNOSES OF THE SAME PROBLEM

- Demand vs Supply side: acknowledgement that ‘growth matters’; but focus is largely on supply and ‘systems’
 - Systems: education to employment; training; balance between vocational and academic qualifications; employer role in training
 - Supply: fall back on problematising young people (deficits including lack of ‘grit’, resilience or simply job readiness)
 - Geography and locality: largely absent except for use as ‘good practice’ case studies
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MAKING SENSE OF THE NEW POLICY TERRAIN

- Cosmopolitanism vs Parochialism as competing and opposing systems (Tomaney 2013); raises Regional Studies debates around 'case' research, fuzzy conceptions, and recasting space
- Measuring policy success: problems become less specific, more fluid (Marsh and McConnell 2010 suggest a combination of programme, instrumental and political success)
- Shifting the blame: problematising 'youth' and 'intrinsic characteristics'; and less on fuller understanding of structural problems

RESEARCH QUESTION

- Are these 'cosmopolitan' policy debates being transmitted to, or being resisted by, local strategies and practices?
 - The Case Study of the Big Lottery Fund Talent Match Programme in the UK
-

TALENT MATCH PROGRAMME

- Funding Allocation: £108m
- Programme Duration: 2013-2020; delivery phase from 2014-2018
- One of a set of 'strategic programmes' of the Big Lottery Fund
- Focus on 18-24 year old long term and hidden 'NEETS'
- Strong emphasis placed on 'testing innovative approaches'

- A simple aim?

To enable young people who are furthest from being work-ready to secure employment or take up enterprising opportunities

Funding Allocations by LEP Partnership	Stage 2 Grant award (£)
Black Country	10,270,938
London	9,944,800
Sheffield City Region	9,898,497
Greater Manchester	9,554,906
North East	8,700,000
Greater Birmingham & Solihull	7,550,000
Leeds City Region	6,869,797
South East	6,812,260
Liverpool City Region	6,599,958
Derbyshire & Nottinghamshire	6,149,998
Humber	5,232,809
Coventry & Warwickshire	3,167,105
New Anglia	2,534,975
Leicester & Leicestershire	2,484,710
Northamptonshire	1,794,918
The Marches	1,792,801
Cornwall & Isles of Scilly	1,728,085
Worcestershire	1,500,000
Tees Valley	1,481,349
Greater Lincolnshire	1,130,446
Stoke-on-Trent & Staffordshire	990,000
<i>Total</i>	<i>106,188,352</i>

EARLY FINDINGS (1): VCS LED PARTNERSHIPS

- Logic: Voluntary organisations can effectively reach and engage those furthest from the labour market (hidden NEETS); organisations are more innovative than statutory bodies
- Four types of lead partner:
 - Large nationals (Prince's Trust)
 - General local VCS (e.g. councils for voluntary services)
 - Specialist youth organisations
 - Consortia
- With the exception of 'Large nationals' limited connection to national or international policy debate
- Local and delivery issues take precedence:
 - Local (LEP) arena undergoing considerable change and challenge; VCS role unclear and secondary to LEP growth agendas
 - Scope to challenge policy norms is limited; focus on supply side and outreach activity

EARLY FINDINGS (2) : A YOUTH LED PROGRAMME?

- Logic: Young People know their own circumstances; programme is about 'capabilities and assets' and not simply addressing deficits
- Partnership actions:
 - key feature/centre piece of partnership work
 - involvement in design and delivery (co-production ethos)
 - shift from consultation to ownership
 - variation between partnerships led by youth work organisations, employment organisations and general VCS organisations
- Emerging lessons: largely novel part of the programme; turnover of young people inevitable and positive; multiple approaches needed; participating young people build confidence
- But, a long way from the national and international policy discourse.

EARLY FINDINGS (3): INTRINSIC FACTORS

- Logic: barriers to labour market participation not simply about extrinsic factors (qualifications, transport, availability of childcare, prior experience) but also intrinsic factors (e.g. wellbeing, social and emotional capabilities, or grit/resilience)
- Challenge: programme goal is 'fulfilling' employment; rationale for an holistic/person centred approach to be taken?
- Early findings:
 - self-reported barriers: experience, qualifications and transport are most significant factors
 - self-reported levels of wellbeing are very low (e.g. life satisfaction scores are one third of national picture)
 - initial programme engagement appears to improve self-reported well-being for around 60%; but it worsens for around 30%
- However, debates around grit/resilience couched in terms of wellbeing and fulfilling employment. Youth-led approach counters 'labelling' discourse found in some international debates.

CONCLUSION

- Aim of the paper is to prompt debate around understanding of youth unemployment policy making
- Questions for Regional Studies around:
 - making sense of regional particularism within less ordered and less structured governance
 - policy is shaped through interest coalitions working across and through tiers; but these are disconnected - except for a few organisations which span tiers
- Cosmopolitanism vs Parochialism
 - Prima facie are largely separate policy worlds
 - Cosmopolitan policy debate is around institutional influence and setting the rules of the game
 - Local response is largely around capturing resources from funding programmes designed elsewhere
- An example of neo-liberalism in action? The role of non state actors, and especially market actors, challenges norms around justice (social and territorial) and democracy (representative and participative)

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