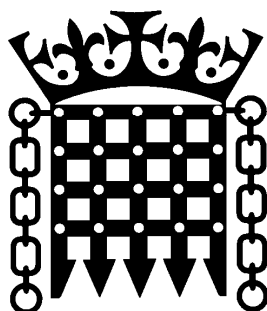


# **Employment and Training Schemes for the Unemployed**

**Research Paper 96/66**

**21 May 1996**



For many years, Government-funded training, employment and job search schemes have formed part of the attack on the problem of long-term unemployment. This Research Paper, in Part I, summarises the programmes which are currently available or have been announced for future years. Part II gives very brief details of earlier schemes, tried since the war. It is not always easy to know what to include in a list of this type. Some educational, enterprise, or regional aid schemes could be said to be directed towards reducing unemployment. Similarly, elements of the social security system and the whole infrastructure of Job Centres and Training and Enterprise Councils have a role to play. The aim, however, has been to cover the more obvious, mainstream programmes which have generally come under the auspices of the Department of Employment (now the Department for Education and Employment).

This Research Paper updates Research Note 90/25 ("Training, Enterprise and Employment Schemes") and Research Papers 93/40, 94/114 and 95/51 ("Employment and Training Schemes for the Unemployed").

**Julia Lourie**  
**Business and Transport Section**

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# CONTENTS

	<b>Page</b>	
<b>I</b>	<b>CURRENT SCHEMES</b>	
A.	Training for Work	1
B.	Youth Training	4
C.	Youth Credits	8
D.	Modern Apprenticeships	10
E.	Project Work	14
F.	Career Development Loans	15
G.	Career Development Loans Plus	17
H.	Restart Courses	18
I.	Jobplan Workshops	20
J.	Job Search Seminars	22
K.	Job Review Workshops	24
L.	Job Search Plus	26
M	Job Clubs	27
N.	Workwise (Worklink in Scotland)	29
O.	1 - 2 - 1	31
P.	Travel to Interview	33
Q.	Job Interview Guarantee	35
R.	Work Trials	38
S.	Workstart	39
T.	Jobfinder's Grant	43
U.	Back to Work Bonus	45
V.	National Insurance Contributions Holiday	47
W.	Job Match	48
X.	Earnings Top-Up	49
Y.	Lone Parent Caseworker Pilot	51
Z.	Child Maintenance Bonus	52
<b>II</b>	<b>SCHEMES SINCE THE WAR</b>	<b>53</b>
<b>III</b>	<b>FURTHER READING</b>	<b>63</b>

## I Current Schemes

This Section only gives a general account of the programmes. Fuller details are contained in the works listed in Part III of this Paper. Training and Enterprise Councils (TECs) have a good deal of discretion in how they operate schemes so that TEC administered programmes will vary from area to area and may not even go under the same names as those given in this Paper. The names and addresses of local TECs and LECs are given in the TEC Directory [see Part III, 5, below].

### A. Training for Work (TfW)

This is the main training programme for the adult unemployed. It replaced Employment Training and Employment Action in 1993 while retaining the main features of both.

**Announced:** 12 November 1992, at the time of the Autumn Statement. Gillian Shephard, then Secretary of State for Employment gave details in a Written Answer:<sup>1</sup>

*Training for Work*, a new adult training and work programme, to be run by training and enterprise councils (TECS) in England and Wales and Local Enterprise Companies (LECS) in Scotland, will replace employment training and employment action. TECs and LECs will have important new flexibilities to develop programmes of skills training, temporary work and job preparation to meet the needs of local unemployed people and local circumstances. TECs and LECs will be encouraged to use these flexibilities to make best use of their resources, for example by developing training credit schemes and expanding useful temporary work in our public services. I expect the new programme to provide 320,000 opportunities in 1993-94.

In order to help improve performance, the funding regime will be developed to offer a progressively higher proportion of payment for results, including payments for participants gaining jobs or qualifications. This will strengthen the incentives for TECs to deliver programmes that best help individuals and meet labour market needs.

Today's announcement incorporates most of the recommendations made by the TEC Adult Training Working Group, including the merger of Employment Training and Employment Action and the development of a new payment system based on starts and outputs.

**Started:** April 1993

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<sup>1</sup> HC Deb 12 November 1992, c 903W

## Research Paper 96/66

**Eligibility:** TFW is aimed primarily at people aged 18-63 inclusive who have been unemployed and receiving benefit for 26 weeks or more. Certain groups (people with disabilities, people with literacy and numeracy needs, those who need English language training, lone parents, returners to the labour market and victims of large-scale redundancies) can gain immediate entry. Ex regulars can count time in service towards the 26 week qualifying period and ex-offenders can count time in custody. Priority is given to people endorsed as disabled or in need of Foundation Level Training and to people aged 18 to 24 who have been unemployed for two years or more. The "second priority" group covers people who have been unemployed for 12 months or more and who are referred from Jobplan workshops, 1-2-1, or Workwise and people who have been unemployed for 24 months or more who are referred from Restart courses.

**Allowances:** Participants receive an allowance equal to their previous benefit entitlement plus an additional £10 a week. In some cases, help with travel costs or the child care costs of lone parents is provided. Some participants (about 12%) have employed status and receive a wage from their employer.

**Administration:** TFW is run by Training and Enterprise Councils (TECs) in England and Wales and Local Enterprise Councils (LECs) in Scotland. The training is provided by local "providers" who may be employers, voluntary organisations, further education colleges or specialist training organisations. The providers operate under contracts with TECs, who are, in turn, under contract to the regional offices of the Department for Education and Employment. Participants receive guidance and assessment before entering the programme and draw up individual participation plans. These might specify training courses aimed at National Vocational Qualifications (NVQs), short work preparation courses or job specific training with a local employer. They could also include a period of temporary work.

**Duration:** The average length of stay on TFW courses is 20 weeks.

**Funding:** Since April 1995, TECs have been funded wholly on the basis of starts (25%) and outcomes (75%) for TFW.<sup>2</sup> Outcomes are jobs and qualifications.

**Costs and Numbers:** Statistics which give an indication of the scale, cost and success of TFW and its predecessors can be found in the relevant Departmental Reports [see Part III 1-2 below]:

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<sup>2</sup> HC Deb 10 May 1995, c 461W

Training for Work and Predecessors (England)							
	1992/93* Outturn	1993/94 Outturn	1994/95 Outturn	1995/96 Estimated outturn	1996/97 plans	1997/98 plans	1998/99 plans
Expenditure (£ million)	753	760	693	540	485	483	483
Number of Starts (000s)	291	292	276	214	197	212	206
Percentage of leavers gaining p o s i t i v e outcomes***	41**	42					
Percentage of leavers gaining jobs			38	42	45	49	49
Percentage of leavers gaining NVQs			42	36	30	30	30

\* Employment Training and Employment Action. EA expenditure figures cover Scotland

\*\* Applies to Employment Training only as EA was not measured by positive outcomes

\*\*\* Job, further education, training

### Further Reading

1. Employment Department, "*Evaluation of the Training For Work (TfW) Funding Pilots. Final Report*", March 1995, Coopers & Lybrand
2. Nigel Meager, "*Winners and Losers. Funding Issues for the Training of People with Special Needs*", Institute for Employment Studies, 1995
3. GHK Economics and Management, "*Employed Status in Training for Work*", July 1995
4. Employment Department, January 1995 "*Review of NVQs within Training For Work*"

### B. Youth Training (YT)

This is the main programme for unemployed 16 and 17 year olds. It replaced the Youth Training Scheme in 1990.

**Announced:** 21 November 1989, by Norman Fowler, then Secretary of State for Employment, in a speech to the CBI Conference in Harrogate:<sup>3</sup>

#### YOUTH TRAINING - QUALIFYING FOR SUCCESS

The key features of Youth Training, to take Britain's youngsters into tomorrow's high-skill jobs are:

- RAISING the minimum attainment level for all young people on the programme
- EMPHASISING higher level skills
- IMPROVING job-finding for young people covered by the Government's guarantee
- AUGMENTING local arrangements for vocational training and education for young people
- INCREASING flexibility and cost effectiveness in the design of training programmes, and in funding arrangements.

#### THE AIMS IN DETAIL

- all young people will be offered training programmes leading to qualifications equivalent to, at least, level 2 in the framework established by the National Council for Vocational Qualifications
- a key role for TECs in delivering the programme, who will be asked to meet demanding targets for progressive increases in skills attainment, particularly at craft and technician levels
- a broad aim of doubling the numbers of young people securing qualifications at level 2, and at level 3 and above, over the next 2-3 years

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<sup>3</sup> Dept. of Employment Press Notice, 21 November 1989: "*Norman Fowler Announces Major Reforms of Youth Training*"

- a significant proportion of TECs' funding to be related directly to their achievement of qualifications and jobs for young people
- the Government's Guarantee will be maintained as now, with the enhancement that all young people who are still non-employed towards the end of their training must be offered job tasting and job finding facilities
- particular attention to be given to young people with special training needs, eg. individual action plans for those for whom training for level 2 qualifications is not immediately a reasonable prospect
- a continuing strong emphasis on health and safety and equal opportunities
- length of training, and its funding by TECS, to be linked to the standards to be achieved and the needs of the young people, not determined by a rigid uniform set of centrally-prescribed rules as under YTS
- TECs will be able to fund improvements in other arrangements which support training and vocational education, including business-education partnerships, individual learning plans for young people, and improvements in local information and guidance services.

**Started:** Nationally, on 29 May 1990. In areas where TECs were already operating, YT came in at varying dates in April and May 1990.

**Eligibility:** Generally, YT is designed for young people aged over the minimum school leaving age but under 18 who are not in full time education or a job. No-one may remain on YT past their 25th birthday. Unemployed 16 and 17 year olds are guaranteed a place, as are those who have reached the age of 18 but have been unable to enter YT for the first time because of disability, ill health, pregnancy, custodial sentence, remand in custody, language difficulties or as a result of a care order. When the Government withdrew the right to income support from unemployed 16 and 17 year olds in September 1988, it complemented this "by the guarantee of a place on the Youth Training Scheme to every person under 18 who is not in full time education and who does not go into a job".<sup>4</sup> The disabled, single parents and a few other special groups aged under 18 still qualify for income support.

**Allowances:** Trainees qualify for an allowance of £29.50 a week if they are 16 and £35 a week if they are 17 or more. These figures have not been increased since July 1988 and April 1986 respectively. TECs and providers can top up these allowances if they wish and help with travel, lodging or child care costs, but any such payments are entirely discretionary.

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<sup>4</sup> DHSS Press Notice on the *Social Security Bill 1987/8*, 23 October 1987

## Research Paper 96/66

Some YT participants (about 30%) have employed status and are paid a wage by their employer.

**Administration:** YT is run by TECs under contractual arrangements similar to those applying to Tfw. TECs enter into contracts with the Regional Government Offices of the Department for Education and Employment. Funding is currently based on the time an individual spends in training ("training weeks") and partly on the "outcomes" (i.e. qualifications) achieved. Between 25% and 40% of the budget is available for outcomes. The government hopes to increase this percentage although it is aware of concern that too much emphasis on outcomes could prove detrimental to the chances of less able young people who are less likely to gain qualifications.<sup>5</sup> TECs enter into contracts with local providers (employers, colleges etc.) who provide the actual training. Trainees draw up individual training plans. The aim is that they should work towards an approved qualification at or above NVQ level 2. From April 1995 all funding of Youth Training has been by means of Youth Credits. [See Section C, below.]

**The Future:** Youth Training is due to be absorbed within the Modern Apprenticeship Scheme over the next few years [see Section D below]. Sir Ron Dearing recommended that YT should be relaunched as a system of National Traineeships, available at Foundation, Intermediate and perhaps Advanced levels, providing progression to Modern Apprenticeships and the work-based route.<sup>6</sup> Gillian Shephard, Secretary of State for Education and Employment has welcomed the proposal and is consulting on the detail of the new arrangements with a view to phased implementation from September 1997.<sup>7</sup>

**Costs and Numbers:** Statistics which give an indication of the scale, cost and success of YT can be found in the relevant Departmental Reports [See Part III, 1-2, below]:

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<sup>5</sup> Employment Department Consultation Document, *"Proposed Youth Training and Modern Apprenticeships Funding Arrangements from 1996/97"*, 1995

<sup>6</sup> *Review of Qualifications for 16-19 Year Olds*, March 1996

<sup>7</sup> HC Deb 27 March 1996, c 1032



Youth Training and Modern Apprenticeships (England)							
	1992/93 Outturn	1993/94 Outturn	1994/95 Outturn	1995/96 Est. outturn	1996/97 Plans	1997/98 Plans	1998/99 Plans
Expenditure (£ million)*	617	640	647	668	765	809	804
First time entrants (000s)	175	162	179	206	166	167	204
Percentage of leavers gaining a qualification	50	67	62	65	70	73	75

\* Funding for Modern Apprenticeships began in 1995/96.  
Includes £28 million in 1994/95 for careers guidance  
Includes provision for Bridging Allowance from £3 million in 1994-95 to £4.75 million in 1996-97

### Further Reading

1. Dearing Report, "*Review of Qualifications for 16-19 Year Olds*", March 1996, Section 5, "Youth Training and Modern Apprenticeships"
2. *Labour Market Trends*, March 1996, "The net costs of training to employers: initial training of young people in intermediate skills"
3. Employment Department, November 1995, "*Summary of Responses to the Consultation Document on the Future Funding Arrangements for Youth Training and Modern Apprenticeships from April 1996*"
4. Employment Department, "*Proposed Youth Training and Modern Apprenticeships Funding Arrangements from 1996/97. A Consultation Document*", 1995
5. Youthaid, "*Guide to Training and Benefits for Young People*", 1995 edition
6. *Unemployment Unit Working Brief*, March 1996, "Only half of YT leavers get jobs or qualifications, survey reveals"

**C. Youth Credits (YC)**

This is really a mechanism for funding Youth Training, Modern Apprenticeships and other forms of training for young people which is designed to give the young people themselves more control over the type of training they receive.

**Announced:** 27 March 1990, by Michael Howard, then Secretary of State for Employment:<sup>8</sup>

The initiative that I am announcing today marks an important new departure in our policies for training young people. Its aim is to excite young people about the benefits of continuing in training and further education after they have left school and to raise the amount and quality of training provided by employers. The initiative has the potential to revolutionise attitudes to training in this country.

.....

We must also motivate young people themselves to understand the importance to them of quality training and to come to expect training as a normal part of employment. There has been widespread interest in training credits as a means of achieving this. The Confederation of British Industry in particular has advocated credits in its report "Towards a Skills Revolution" and has proposed pilot schemes at local level to test them out.

Training credits represent an entitlement to train to approved standards. They would be issued to young people who would be able to present their credit either to an employer who makes training available or to a specialist provider of training if the young person is unable to find employment. Young people would be given quality careers advice and guidance to help them to put their credit to best use. A monetary value would be shown on the face of the credit, and it would be open to employers and the body issuing the credit to supplement this as necessary to secure higher-cost training or other priorities.

.....

Overall funding for these pilot schemes will come in large part from planned provision for youth training. There will also be a contribution from the relevant element of local education authority provision for 16 to 18-year-olds undertaking part-time training and education. From their existing expenditure plans, the Government are

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<sup>8</sup> HC Deb 27 March 1990, cc 209, 210-1

making available a further £12 million in 1991-92, rising to £25 million in the following year. This will bring the total estimated resources available to the training and enterprise councils running pilot credit schemes to £115 million by 1992-93.

**Started:** On a pilot basis in 10 TEC areas in England and Wales and one LEC area in Scotland in April 1991. A further 9 TECs and LECs started pilot schemes in April 1993 with another 14 joining in April 1994. The intention was that:

"in 1996, within the lifetime of the next Parliament, every 16 and 17 year old leaving full-time education will have the offer of a training credit."<sup>9</sup>

However, this deadline was beaten and by April 1995 every TEC in England had introduced Youth Credits for access to YT and Modern Apprenticeships.<sup>10</sup>

**Administration:** This varies from TEC to TEC. In some cases, young people are issued with a voucher, cheque book or plastic card which entitles them to training up to a certain value, say £1,000. Employed young people can use the credit to buy training provided by the employer. Unemployed young people can use it to pay for their guaranteed Youth Training place. Where young people attend courses which would normally be free (eg at further education colleges), the college receives the training credit instead of the normal subsidy from the Further Education Funding Council.

**Costs and Numbers:** See Youth Training Section [ Section B above].

### Further Reading

1. Employment Department et al, "*Youth Credits and FEFC Funding*", June 1995
2. M Spilsbury et al, "*The Youth Labour Market, SOLOTEC, and Training Credits*", 1994, Institute for Employment Studies
3. NATFHE and Youthaid, "*Credit Limits: A Critical Assessment of the Training Credits Pilot Scheme*", 1993

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<sup>9</sup> White Paper, "*Education and Training for the 21st century*", Cm 1536, May 1991, para. 6.9

<sup>10</sup> White Paper, "*Competitiveness: Forging Ahead*", May 1995, para 7.30

### D. Modern Apprenticeships (MApps)

This is really an upgrading of Youth Training, designed to qualify young people to NVQ level 3, rather than NVQ level 2, by means of work-based training. From April 1996, Accelerated Modern Apprenticeships (aMAs) have been merged with Modern Apprenticeships.

**Announced:** 30 November 1993. In a statement released at the time of the Budget, David Hunt, then Secretary of State for Employment, said:<sup>11</sup>

"We must tap the potential of our young people to reach higher levels of achievement and skills if we are to beat our competitors and stay ahead. That is why I plan a new approach to apprenticeship, offering young people work-based training leading to technician, supervisor and similar level qualifications - in other words, modern apprenticeships. We and the Training and Enterprise Councils will be working closely with employers and sector training bodies to prepare for a major increase in the number of apprenticeships available. We are aiming to increase to over 40,000 the number of young people reaching NVQ Level 3 through training in England - roughly tripling the current number.

Young people will also be offered more and better careers guidance to help them choose the best options for gaining qualifications.

We will be running the apprenticeships using the new and successful arrangements for Youth Credits. Credits will be available nationally to all 16 and 17 year old school leavers from 1995/6, a year earlier than we had originally planned."

**Started:** Prototypes started running in 40 TEC areas in the following sectors from September 1994: agriculture, business administration, chemicals, child care, electrical installation, engineering manufacturing, engineering construction, information technology, marine engineering, Merchant Navy, polymers, retail, steel and travel service.<sup>12</sup> The scheme has been available nationwide since September 1995, and Modern Apprenticeship Training Frameworks have been approved in at least 54 sectors.<sup>13</sup>

**Details:** To implement modern apprenticeships, the Industry Training Organisation for

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<sup>11</sup> Dept. of Employment Press Release, 30 Nov. 1993: "*David Hunt announces new modern apprenticeship scheme to boost Britain's Skills*"

<sup>12</sup> Dept of Employment Press Release, 27 April 1994: "*Modern Apprenticeships - It's full speed ahead!*" says David Hunt". Dept. of Employment Press Release, 9 May 1994: "*Modern Apprenticeships will be a success story with your help, Ann Widdecombe tells CBI.*"

<sup>13</sup> HC Deb 6 November 1995, c 634W. *Labour Market Trends*, February 1996

the sector concerned works in conjunction with local TECs and often representatives from the industry. The aim is to develop a framework incorporating all the skills, knowledge and understanding required to achieve the qualifications for a modern apprenticeship. These include level 3 NVQs and core skills. The apprenticeships are based on ability and are not time-served. These frameworks are approved by a joint modern apprenticeship group comprising representatives from the Department for Education and Employment (DfEE), the National Council of Industrial Training Organisations and the Training and Enterprise National Council. By February 1996, frameworks had been approved in the following sectors:<sup>14</sup>

1. Accountancy
2. Agriculture & Commercial Horticulture
3. Agricultural and garden machinery
4. Amenity Horticulture
5. Arts and Entertainment
6. Banking
7. Builders Merchants
8. Business Administration
9. Bus & Coach
10. Carpet Manufacture
11. Ceramics
12. Chemicals Industry
13. Childcare
14. Cleaning
15. Construction
16. Craft Baking
17. Electricity Supply Industry
18. Electrical Installation Engineering
19. Emergency Fire Service
20. Engineering Manufacture
21. Engineering Construction
22. Furniture Manufacture
23. Glass
24. Hairdressing
25. Health & Social Care
26. Heating and Ventilation
27. Hotel and Catering
28. Housing
29. Information Technology
30. Knitting, Lace & Narrow Fabrics
31. Landscaping
32. Manmade Fibres

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<sup>14</sup> *Labour Market Trends*, February 1996, "Modern Apprenticeships: further lessons from the prototypes"

## Research Paper 96/66

33. Marine Engineering
34. Red and White Meat Industry
35. Merchant Navy
36. Motor Industry
37. Newspapers
38. Operating Department Practice
39. Paper and Board Manufacture
40. Physiological Measurement Technicians
41. Plumbing
42. Polymers
43. Printing
44. Residential Estate Agency
45. Retailing
46. Road Haulage
47. Sea Fish
48. Security
49. Sports and Recreation
50. Steel Industry
51. Telecommunications
52. Timber Trades  
(Wood Machining)
53. Travel Services
54. Wool Textiles

Young people gain access to modern apprenticeships through Youth Credits, provided by local TECs. The credits have a monetary value and are redeemed by the employer or training provider. The scheme requires the employer, the apprentice and the TEC to sign a training agreement, which sets out the responsibilities and commitments of each party.

**Eligibility:** Modern Apprenticeships are targeted at 16 and 17 year old school leavers. Accelerated Modern Apprenticeships were aimed at 18 and 19 year old school leavers.

**Allowances:** As for YT, the minimum training allowance is £29.50 a week at 16 years of age and £35 at 17 or over. However, most employers pay their apprentices considerably more than this. An early survey of the prototypes found the average weekly salary was £76, the highest £165 and the lowest £29.50.<sup>15</sup>

**Costs and Numbers:** There were over 15,000 young people training under MApps in February 1996 and we were "on course for well over 20,000 by the end of March."<sup>16</sup> Government figures do not separate expenditure on modern apprenticeships from that on

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<sup>15</sup> *Employment Gazette*, June 1995, "Modern Apprenticeships: the experience so far"

<sup>16</sup> DfEE Press Notice, 20 February 1996, "*More than 20,000 Modern Apprenticeships by the end of March predicts James Paice*"

Youth Training in general. [See Section B above]. In a statement accompanying the Budget on 28 November 1995, Gillian Shephard, Secretary of State for Education and Employment, announced that next year the Government would "be providing funds to double - to 60,000 - the number of entrants to modern apprenticeships."<sup>17</sup>

### Further Reading

1. *Employment Gazette*, June 1995, "Modern Apprenticeships: the experience so far"
2. "*The Evaluation of Modern Apprenticeship Prototypes*", final report by Ernst and Young with apprentice research carried out by the University of Sheffield, November 1995.
3. "*Modern Apprenticeships*", Incomes Data Services IDS Study 592, December 1995
4. *Labour Market Trends*, February 1996, "Modern Apprenticeships: further lessons from the prototypes"

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<sup>17</sup> DfEE Press Release, 28 November 1995, *Shephard announces £878m more for schools*

### E. Project Work

This is a pilot scheme combining intensive help with jobsearch with a mandatory work experience scheme.

**Announced:** 28 November 1995. In a Press Notice accompanying the Budget, Gillian Shephard, Secretary of State for Education and Employment, said:

"We will also, in certain areas, be requiring people who have been unemployed for more than two years to take up a work experience place. Potentially these pilot programmes offer a change of very major significance. For those who have lost heart or motivation, it may be just the impetus they need. For those who are not serious about trying to find work this is just the impetus the taxpayer would expect us to administer. We intend to monitor the results very carefully indeed."<sup>18</sup>

**Started:** On a pilot basis in Hull and Medway and Maidstone, in April 1996.

**Eligibility:** People aged 18-50 who have been unemployed for two years or more.

**Details:** In the first 13 weeks a range of opportunities and programmes will be offered to claimants including: general help with jobsearch; a voluntary 1-2-1 programme; Jobclub; Training for Work; the opportunity of a Worktrial or Workstart vacancy; and jobfinders' grants to cover the transitional costs of moving into work. After 13 weeks, participants will be offered a range of work experience opportunities, through private training organisations and voluntary or charitable bodies. The jobs offered might include painting and decorating, construction or gardening work. Refusal to attend the mandatory work experience programme (which will last a further 13 weeks) will lead to loss of benefit for up to two weeks on the first occasion and up to four weeks on any subsequent occasion. People who are vulnerable will have access to hardship payments, at a rate 40 per cent (or in some cases 20 percent) lower than their usual benefit payments."<sup>19</sup>

**Costs and Numbers:** £12 million has been allocated to the pilots which will run until June 1997. About 8,000 to 9,000 people will be covered.<sup>20</sup>

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<sup>18</sup> DfEE Press Release, 28 November 1995, "*Shephard announces £878m more for schools*"

<sup>19</sup> Lord Henley, Minister of State, DfEE, debate on *Jobseeker's Allowance (Pilot Scheme) Regulations 1996*, HL Deb 7 May 1996, cc 66-67

<sup>20</sup> Ibid



## F. Career Development Loans (CDL)

Initially interest-free loans for people who want to take up job-related training and finance it themselves.

**Announced:** National extension announced 20 July 1988:<sup>21</sup>

### Career Development Loans

**Mr. Bowis:** To ask the Secretary of State for Employment whether he intends to make career development loans available nationally; and if he will make a statement.

**Mr. Fowler:** From today career development loans are available throughout Great Britain. We have piloted career development loans from April 1986 in four areas. Evaluation has shown that they are a very useful addition to the training infrastructure of the country. During the pilot a total of almost £1.4 million pounds has been lent to more than 650 people to undertake a wide range of vocational training. Career development loans will continue to be run in partnership with the three banks which participated in the pilot, Barclays, the Clydesdale and the Co-operative. Anyone aged 18 or over who lives or intends to train in Great Britain will be able to apply. The Government provide an incentive to borrowers by paying the interest on the loan during the period of training and for up to three months afterwards and guarantee a proportion of the loans to make it easier for the banks to consider lending for vocational training. The costs of the expanded scheme will be met from within the existing resources of the Department.

**Started:** On a pilot basis in April 1986. Nationally, in July 1988.

**Eligibility:** Applicants must be aged 18 or over; not in receipt of a mandatory award for education or training; and intending to use the training to work in the United Kingdom or elsewhere in the European Community. In addition, the course must be vocational and designed to help the applicant to get a job.

**Terms:** Applicants must apply to a participating bank - the Clydesdale, Barclays, the Co-operative, and, since January 1995, the Royal Bank of Scotland - before the start of the

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<sup>21</sup> HC Deb 20 July 1988, c 620W

## Research Paper 96/66

course. There is a minimum loan of £200 and a maximum of £8,000. All loans are "subject to status." Loans generally cover up to 80% of course fees, plus the cost of books and materials for courses lasting up to two years. However, where applicants have been out of work for at least three months before applying, and the local TEC or LEC has endorsed their application, they may cover 100% of course fees. No loan repayments are required during the training period and for up to one month afterwards. Those who are registered unemployed when repayments should start can defer repayments for up to a further five months. During the deferred repayment period, the Department for Education and Employment pays the interest on the loan. After that the borrower must repay on terms agreed with the bank.<sup>22</sup> About one-third of those who take up Career Development Loans are unemployed.

**Cost and Numbers:** The DfEE Departmental Report published in March 1996 contained expenditure figures for CDLs and Small Firms Training Loans. Small Firms Training Loans were launched in June 1994 to help firms with up to 50 employees to improve the skills of their employees. The loans range from £500 to £125,000, and are run on the same lines as Career Development Loans.

Career Development Loans and Small Firms Training Loans in England (£ million)				
1994/95 Outturn	1995/96 Estimated Outturn	1996/97 Plans	1997/98 Plans	1998/99 Plans
10	14	15	16	16

Figures for the number of approved loan applications are given in the Annual Report on Career Development Loans, the most recent of which (at 16 May 1996) is for 1994/95:

Career Development Loan Take- Up						
1988/89	1989/90	1990/91	1991/92	1992/93	1993/94	1994/95
2,759	5,805	8,054	10,432	10,230	12,159	15,169

Research conducted in December 1994 showed that 56% of former claimants went into employment after completing their training with the help of a CDL.<sup>23</sup>

<sup>22</sup> DfEE Press Release, 11 April 1996, "Over £250 million spent on training with career development loans - says James Paice"

<sup>23</sup> DfEE Departmental Report, March 1996, Cm 3210, para 3.7

## G. Career Development Loans Plus

This is a pilot scheme which will allow certain trainees to defer repayment of CDLs for up to 18 months.

**Announced:** May 1995

The White Paper, "*Competitiveness: Forging Ahead*", announced that:

"From September 1995, the Government will pilot a scheme in one region to allow borrowers who have completed training funded by a Career Development Loan (CDL) to delay the start of their repayments by up to 18 months in certain circumstances."<sup>24</sup>

**Started:** 18 September 1995 in the counties of Avon, Somerset, Gwent, Mid Glamorgan and South Glamorgan.

**Details:** The scheme operates in exactly the same way as ordinary CDLs except that participants may defer their repayments for a total of 18 months if they are registered unemployed and claiming benefit; employed and receiving certain benefits; or for reasons beyond their control need to extend the training before starting repayments.<sup>25</sup>

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<sup>24</sup> Cm 2867, para 7.17

<sup>25</sup> DfEE Press Notice, 15 September 1995, "*James Paice launches pilot scheme to help job seekers*"

### H. Restart Courses

Unemployed people claiming benefit are called for six monthly Restart interviews with claimant advisers. People unemployed for two years or more may be asked to attend a Restart Course which is designed to boost confidence and encourage job search activity. Since December 1990 there have been benefit penalties for those who refuse to attend. Hence the view that Restart Courses are compulsory.

**Announced:** Restart was announced by Lord Young, then Secretary of State for Employment, in his statement on Enterprise and Employment on 12 November 1985:<sup>26</sup>

First, we are asking the Manpower Services Commission to ask long-term unemployed people in the pilot areas to a counselling interview at their Jobcentre. The object will be to see whether they can be placed in suitable jobs— including jobs in the expanding community programme— or in existing training courses. In addition the MSC will be able to offer places on entirely new short training courses specifically designed for those who have been out of work for more than a year. These courses will help to assess their potential and aptitudes; to brush up their basic working skills and to improve the techniques of applying for a job. We shall ask the Manpower Services Commission to cover as many as possible of the long-term unemployed in the pilot areas with these new arrangements so that we can assess their effectiveness.

**Started:** On a pilot basis in January 1986. Nationally, in July 1986.

**Eligibility:** The courses are targeted at people aged 18 or over who have been unemployed for 24 months or more. People who have been unemployed for 2 years or more who refuse to attend a Restart Course may lose up to 40% of their personal entitlement to Income Support for a period not exceeding the length of the course. For those who attend, normal benefit payments continue.

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<sup>26</sup>

HC Deb 12 November 1985, c163

**Administration:** In April 1994, Restart courses were extended from one to two weeks, following an announcement at the time of the November 1993 Budget.<sup>27</sup> The course combines part-time attendance with an external training provider operating under contract to the Employment Service with individual job search activity.

**Duration:** Two weeks

**Costs and Numbers:** Departmental Reports [See Part III, 1-2, below] provide the following expenditure and performance figures:

Restart Courses							
	1992/93 Outturn	1993/94 Outturn	1994/95 Outturn	1995/96 Est. Outturn	1996/97 Plans	1997/98 Plans	1998/99 Plans
Expenditure (£ million)	10.9	10.0	11.4	9.0	8.6	8.9	10.7
Opportunities (000s)	120	143	147	107	76	79	94
Positive outcomes* (000's)	94	112	41	35	24	25	30

\* Prior to 1994/95 the term positive outcome refers to a *referral* to a job, training or other ES programme, etc. Since then it refers to a *start* on one of these options.

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<sup>27</sup> Dept. of Employment Press Notice, 30 November 1993: "*David Hunt announces new Modern Apprenticeship Scheme to Boost Britain's Skills*".

### I. Jobplan Workshops

Workshops for people who have been unemployed for 12 months or more. They are designed to give individual counselling and help in drawing up an action plan for getting back to work. People referred to Jobplan Workshops after their 12 month Restart interview may suffer benefit penalties if they fail to attend.

**Announced:** 12 November 1992, at the time of the Autumn Statement. Gillian Shephard, then Secretary of State for Employment, gave details in a Written Answer:<sup>28</sup>

A major point of entry into other opportunities will be the new jobplan workshops to be run by the Employment Service. These will advise and assess the needs of people unemployed for a year or more, principally, those who have not taken up other offers of help open to them. The successful experience of existing Restart courses and job review workshops will be drawn on, but the new workshops will offer more intensive support, from workshop leaders, including one-to-one advice and guidance, new computer-aided guidance and an enhanced action plan. Those completing workshops will have priority access to other programmes. It is expected that around 300,000 people will pass through the programme in 1993-94.

Employment Service advisers will offer places in job plan workshops to all those out of work for a year who have not taken up an offer of help back to work. As is currently the case with Restart courses offered to people unemployed for two years those who do not take up places offered to them may lose their benefit for a period of time. The social security advisory committee will be consulted shortly about the benefit for non-attendance in these circumstances.

**Started:** 29 March 1993<sup>29</sup>

**Eligibility:** To be eligible, people must have been unemployed and in receipt of benefit for 12 months or more. At their 12 month Restart interview, such people will be required to attend a Jobplan Workshop if they refuse or fail to take up other options offered. Failure to attend the Workshop may result in a reduction of up to 40% of personal entitlement to Income Support for the duration of the course. Those who do attend continue to receive their normal benefit entitlement.

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<sup>28</sup> HC Deb 12 November 1992, c 904W

<sup>29</sup> Dept. of Employment Press Notice, 29 March 1993: "*Jobplan Workshops Boost for 300,000 Long Term Jobless*"

**Administration:** The Workshops are run by specialist organisations from the private, public and voluntary sectors under contract to the Employment Service. The Workshops have two trained leaders providing guidance through one-to-one interviews, access to computer-assisted guidance programmes and help with drawing up an Action Plan. Jobplan Workshop leavers have priority access to other Employment Service and TEC/LEC programmes such as Job Club or Training for Work.

**Duration:** One week

**Cost and Numbers:** The most recent Departmental Report [see Part III, 2, below] gives the following expenditure and performance figures:

Jobplan Workshop						
	1993/94 Outturn	1994/95 Outturn	1995/96 Est. Outturn	1996/97 Plans	1997/98 Plans	1998/9 Plans
Expenditure (£ million)	27.8	24.5	17.4	16.1	13.5	13.2
Opportunities (000s)	301	248	168	150	126	123
Positive outcomes * (000s)	259	99	67	60	51	49

\* Prior to 1994/95 the term positive outcome refers to a *referral* to a job, training or other ES programmes etc. Since then it refers to a *start* on one of these options.

### Further Reading

1. A Birtwhistle, "*Jobplan Evaluation: Summary of Findings*", Employment Service Research and Evaluation Report No 100, December 1994
2. *Unemployment Unit Working Brief*, February 1996, "Compulsion is not working"

### J. Job Search Seminars (JSS)

The aim of these Seminars is to help people who have been unemployed for 13 weeks to get jobs more quickly and avoid becoming long-term unemployed. The best elements of these seminars are to be incorporated in a new programme for people unemployed for 13 weeks which is to be phased in between April and October 1996.<sup>30</sup> [See Section L below]

**Announced:** 20 March 1991

" - Job search seminars will provide intensive help and advice on the best ways of applying for jobs. Participants will receive guidance on a range of job search techniques - from how to find "hidden" vacancies to interview techniques."<sup>31</sup>

**Started:** Piloted at the beginning of 1991 and introduced nationally in July 1991<sup>32</sup>

**Eligibility:** People aged 18 or over who have been unemployed for 13 weeks. They may well be referred after the 13 week Job Review interview which was also announced on 20 March 1991. There are no benefit penalties for failure to attend. People who do attend continue to receive their normal benefit entitlement.

**Administration:** The courses are run by specialist providers under contract to the Employment Service. They provide help with drawing up CVs, where to look for vacancies, filling in application forms and interview skills. There is free access to resources such as stationery, telephones and photocopying facilities on the Job Club model.

**Duration:** The seminars usually run for 4 days over 5 weeks. They normally start with 2 consecutive days in the first week followed by 4 half days in the following 4 weeks.

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<sup>30</sup> DfEE Departmental Report, March 1996, Cm 3210, para 8.30

<sup>31</sup> Dept. of Employment Press Notice, 20 March 1991: "*Michael Howard announces extra funds for unemployed people*"

<sup>32</sup> Cm 1906, Departmental Report, Feb. 1992, para. 189



**Costs and Numbers:** The Employment Department Reports published in March 1994 and March 1995 gave the following expenditure and performance figures:<sup>33</sup>

Job Search Seminars							
	1991/92 Outturn	1992/93 Outturn	1993/94 Outturn	1994/95 Estimated Outturn	1995/96 Plans	1996/97 Plans	1997/98 Plans
Expenditure (£ million)	2.4	5.0	4.7	4.9	4.8	3.5	2.4
Opportunities	34,646	86,297	68,816	65,000	70,000	50,000	35,000
Job starts	5,717	15,131	11,015	9,750	10,500	7,500	5,250

The March 1996 DfEE Departmental Report says that in 1994/95, 66,200 opportunities were provided at a cost of £4.4 million and that planned provision for 1995/96 is 61,870 opportunities at a cost of £3.5 million.

<sup>33</sup>

Cm 2505, Table 17, and Cm 2805, Table 1.4

### **K. Job Review Workshops**

These Workshops are aimed particularly at people from professional, executive and managerial backgrounds who have been unemployed for 13 weeks. They are intended to help them assess alternative career options. The best elements of these workshops are to be incorporated in a new programme for people unemployed for 13 weeks which is to be phased in between April and October 1996.<sup>34</sup> [See Section L below]

**Announced:** 19 June 1991. In a Statement on Unemployed People, Michael Howard, then Secretary of State for Employment said:<sup>35</sup>

All newly unemployed people are already guaranteed an advisory interview shortly after becoming unemployed, during which they draw up a back-to-work plan.

From next month, those who reach 13 weeks of unemployment will also have the opportunity for a further interview to review progress and, if necessary, to revise their plan. In addition I am today asking the Employment Service to provide new courses for recently unemployed people to have their career options assessed and to be given expert help and support in looking for work. The Government will make available substantial extra resources for these measures which will cost an extra £110 million in 1991-92 and an extra £230 million in 1992-93.

**Started:** October 1991<sup>36</sup>

**Eligibility:** People aged 18 or over who have been unemployed for 13 weeks, particularly those with a professional background. They may be referred from the 13 week Job Review Interview, but there is no benefit penalty for failure to attend. Normal benefit payments continue during the course.

**Administration:** The Workshops are run by specialist providers under contract to the Employment Service. They are designed to widen job search by identifying transferable skills, the use of computer-aided occupational guidance systems and by instilling a better understanding of the labour market.

**Duration:** Normally 2 days

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<sup>34</sup> DfEE Departmental Report, March 1996, Cm 3210, para 8.30

<sup>35</sup> HC Deb 19 June 1991, c 294

<sup>36</sup> HC Deb 8 March 1994, c 190W

**Costs and Numbers:** Some information was given in answer to a PQ on 24 November 1995, updated by the DfEE Departmental Report, March 1996:<sup>37</sup>

Job Review Workshops					
	1991/92	1992/93	1993/94	1994/95	1995/96 plans
Cost of scheme (cash prices £ million)	1.3	3.8	3.4	2.2	1.9
Number of Participants	15,358	41,915	37,293	37,351	31,100

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<sup>37</sup> HC Deb 24 November 1995, cc 396-398W and Cm 3210, para 8.37

### L. Job Search Plus

The DfEE Departmental Report published in March 1996 announced that a new programme for people unemployed for 13 weeks would be phased in to replace Job Search Seminars and Job Review Workshops between April and October 1996:<sup>38</sup>

"A new programme is being developed to replace the existing Job Search Seminar and Job Review Workshop provision. This will be designed to meet the changing needs of clients at this duration of unemployment in the current labour market. It is intended to launch the new programme from April 1996 and phase it in during the period from April to October. It will incorporate the strongest elements of both programmes and deliver a clearly defined set of job search competencies. ES plans to provide 80,000 opportunities each year at a cost of £5.3 million in 1996-97, £5.4 million in 1997-98 and £5.6 million in 1998-99."

The programme will be called Jobsearch Plus and its key features will include:<sup>39</sup>

- a skilled leader
- an interactive resource pack
- the preparation of CVs
- an Action Plan
- follow-up by an Employment Service adviser

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<sup>38</sup> Cm 3210, para 8.30

<sup>39</sup> Source: DfEE

## M. Job Clubs

These Clubs help people who have been unemployed for 6 months or more to find jobs as efficiently as possible, by providing free use of directories, telephones, stationery etc.

**Started:** On a pilot basis in Durham and Middlesborough in November 1984. The number grew during 1985/6 and a major expansion was announced by Lord Young, then Secretary of State for Employment, on 9 October 1986:<sup>40</sup>

"A major expansion in the number of Jobclubs from 250 at present to 1,000 by March 1987 and, if the need continues, to 2,000 by September 1987. Jobclubs are self-help groups with expert help and free facilities to members looking for work. Two out of three people leaving Jobclubs go into work, the average stay is 5 weeks, and the average number of members is 30. For the first time the private sector will be invited to help run Jobclubs."

"Turning to the planned expansion in Jobclubs of up to 2,000 over the next twelve months Lord Young said: "Jobclubs are a great success story. They help unemployed people find jobs for themselves by providing free telephones and postage and expert help in writing job applications. Two-thirds of people leaving Jobclubs go into employment. That record speaks for itself. And that is why we are going for a big expansion.""

**Eligibility:** People aged 18 or over who have been unemployed for 26 weeks. Certain groups (eg people with disabilities, the victims of large-scale redundancies, labour market returners etc.) can gain immediate entry. Rights to benefit are not affected while attending the Clubs. Travel costs to the Job Club are re-imbursed.

**Administration:** The Clubs are usually run by specialist providers under contract to the Employment Service. Job Club leaders help with compiling CVs, completing application forms, and improving interview and telephone techniques. Attenders have free use of telephones, stationery, photocopiers, directories, trade magazines etc.. There are some specialist Job Clubs to help disadvantaged people such as former detainees and those nearing release from prison. There are also some Executive and Management Job Clubs.

**Duration:** Participants are expected to attend on 4 half days a week. The normal length of stay is 20-26 weeks.

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<sup>40</sup> Dept. of Employment Press Release, 9 October 1986: *"New Help for Six Months Unemployed"*

## Research Paper 96/66

**Costs and Numbers:** Departmental Reports [see Part III 1-2, below] measure Job Club performance primarily by their success in getting people into jobs:

Job Clubs							
	1992/93 Outturn	1993/94 Outturn	1994/95 Outturn	1995/96 Estimated Outturn	1996/97 Plans	1997/8 Plans	1998/9 Plans
Opportunities (000s)	220	249	266	243	183	183	178
Job starts (000s)	97	106	115	114	90	92	89
Expenditure (£m)	38.7	40.8	42.7	41.9	35.5	35.7	35.2

**N. Workwise (Worklink in Scotland)**

Intensive four week courses designed to help young people aged 18-24 who have been out of work for a year to find work. Failure to attend the course can lead to benefit reduction.

**Announced:** 30 November 1993. In a statement following the Budget, David Hunt, then Secretary of State for Employment said:<sup>41</sup>

"We are determined to give particular assistance to people who have been unemployed for a long time in their search for work. For this reason, we are also announcing three pilot schemes today:

.....  
 - an extended jobsearch and assessment course building on the very considerable success of our Jobplan Workshops, which have had a clear effect on the numbers of people leaving unemployment. The new course will last for up to four weeks and provide help to young people aged 18-25 unemployed over a year."

**Started** On a pilot basis in April 1994. The pilots were in specific locations in the following regions: London, South East, Northern, South West, East Midlands, Eastern and Scotland.<sup>42</sup> In his Budget speech on 29 November 1994, the Chancellor, Kenneth Clarke, announced that the scheme would be extended nationwide.<sup>43</sup> In fact, it was combined with 1-2-1 [see section O, below] from 3 April 1995 to provide a nationwide "Workwise and 1-2-1" programme.<sup>44</sup>

**Eligibility:** Young people aged 18-24 who have been unemployed for 12 months. Failure to attend may lead to a 40% reduction in personal entitlement to Income Support for the duration of the course. Those who attend continue to receive their normal benefit entitlement. As part of the expansion of 1-2-1 announced in November 1995, other groups may also now be referred to Workwise courses.<sup>45</sup> These include groups who qualify for early entry to government programmes (eg people with disabilities, labour market returners etc) for whom there will be no penalties for non-attendance, and older long-term unemployed people, for whom there will.

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<sup>41</sup> Dept. of Employment Press Notice, 30 November 1993, *"New Jobseeker's Allowance will focus help on those most in need - David Hunt"*  
<sup>42</sup> Dept. of Employment Press Notice, 25 March 1994: *"David Hunt Announces Intensive Job Help for 18-24 Group"*  
 Scottish Office Press Notice, 25 March 1994: *"Michael Forsyth announces new job help for young people in Scotland"*  
<sup>43</sup> HC Deb 29 November 1994, c 1091  
<sup>44</sup> Dept of Employment Press Release, 30 March 1995, *"New Job Help for Long term Unemployed Young People"*  
<sup>45</sup> *Unemployment Unit Working Brief*, April 1996, "1-2-1 interviews are to be extended"

## Research Paper 96/66

**Administration:** Workwise replaces Jobplan Workshops for the age group <sup>46</sup> and is run on similar lines [see I above].

**Duration:** Up to four weeks. Formal attendance is part-time but participants are encouraged to make job applications in the rest of the day.

**Cost and Numbers:** Expenditure and performance figures for Workwise are given in the DfEE Departmental Report published in March 1996:<sup>47</sup>

Workwise					
	1994/95 Outturn	1995/96 Estimated Outturn	1996/97 Plans	1997/98 Plans	1998/99 Plans
Expenditure (£ million)	1.9	5.7	7.1	6.3	5.0
Opportunities	10,000	29,300	30,000	27,500	22,300
Positive outcomes	4,000	11,700	12,000	11,000	8,900

### Further Reading

1. J Kay et al, "*Evaluation of Workwise/Worklink Pilots for 18-24 Year Olds. Tracking Study and Analysis of Register Off-Flows*", August 1995, Employment Service Research and Evaluation REB 104
2. *Unemployment Unit Working Brief*, February 1996, "Compulsion is not working"

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<sup>46</sup> HC Deb 26 October 1994, c 678W

<sup>47</sup> Cm 3210, Table 8.10



**O. 1-2-1**

A series of structured interviews on a one-to-one basis to help young people who have been unemployed for one year in their search for work. Failure to attend the interview may result in benefit suspension.

**Announced:** 30 November 1993. In a statement following the Budget, David Hunt, then Secretary of State for Employment announced three pilot schemes designed to give "particular assistance to people who have been unemployed for a long time in their search for work". One of the pilots was:<sup>48</sup>

"intensive 'caseloading' to test the effectiveness of giving people their own caseworker to help identify the best way out of unemployment for them. Again, this will help young people aged 18-25 unemployed over a year "

**Started:** On a pilot basis, in April 1994 in specific locations in the following regions: Yorkshire and Humberside, Wales, London, South East, West Midlands and North West.<sup>49</sup> In his Budget speech on 29 November 1994, the Chancellor of the Exchequer, Kenneth Clarke, announced that the scheme would be extended nationwide.<sup>50</sup> In fact, it was combined with Workwise [see section N above] from 3 April 1995 to provide a national "Workwise and 1-2-1" programme.<sup>51</sup>

**Eligibility:** Young people aged 18-24 who have been unemployed for 12 months. Failure to attend may lead to benefit suspension in accordance with well-established procedures where claimants fail to attend Employment Service interviews. Otherwise, benefit continues as normal. As part of the expansion of 1-2-1 announced in November 1995, other groups may also now be covered.<sup>52</sup> These include groups who qualify for early entry to government programmes (eg people with disabilities, labour market returners etc) for whom there will be no penalties for non-attendance, and older long-term unemployed people, for whom there will.

**Administration:** An Employment Service Scheme. 1-2-1 involves a series of structured interviews on a one-to-one basis, giving counselling in job search techniques and helping clients devise a realistic route into work or appropriate training. A single, trained adviser is responsible for seeing through each person's programme.

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<sup>48</sup> Dept. of Employment Press Notice, 30 Nov. 1993: "*New Jobseeker's Allowance will focus help on those most in need - David Hunt*"

<sup>49</sup> Dept. of Employment Press Notice, 25 March 1994, op. cit.

<sup>50</sup> HC Deb 29 November 1994, c 1091

<sup>51</sup> Dept of Employment Press Release, 30 March 1995, "*New Job Help for Long Term Unemployed Young People*"

<sup>52</sup> *Unemployment Unit Working Brief*, April 1996, "1-2-1 interviews are to be extended"

## Research Paper 96/66

**Duration:** A series of up to six interviews for each client over a six to 12 week period.<sup>53</sup>

**Costs and Numbers:** An expansion of the 1-2-1 programme was announced in a DfEE Press Notice accompanying the 1995 Budget:<sup>54</sup>

"At the same time we are also developing new ways of helping unemployed people. The intensive "1-2-1" programme of individual help and counselling for long-term unemployed people is being more than doubled in size to provide almost 240,000 opportunities a year."

Expenditure and performance figures for 1-2-1 are given in the DfEE's Departmental Report published in March 1996:

1-2-1					
	1994/95 Outturn	1995/96 Estimated Outturn	1996/97 Plans	1997/98 Plans	1998/99 Plans
Expenditure (£ million)	0.5	6.0	15.7	16.3	16.8
Opportunities	7,500	94,000	239,000	239,000	239,000
Positive Outcomes*	5,100	57,300	145,700	145,700	145,700

\* Prior to 1994-95 the term positive outcome refers to a *referral* to a job, training or other ES programmes, etc. Since then it refers to a *start* on one of these options.

### Further Reading

1. A. Birtwhistle et al, "*Evaluation of Supportive Caseloading. (1-2-1) in North Norfolk: Tracking Study*", November 1994, Employment Service Research and Evaluation REB 95

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<sup>53</sup> HC Deb 21 March 1994, cc 53-54W

<sup>54</sup> DfEE Press Notice, 28 November 1995, "*Shephard announces £878m more for schools*"

## P. Travel to Interview

A scheme which assists unemployed people to attend job interviews which are beyond normal daily travelling distance. It replaced the Job Search Scheme, the Employment Transfer Scheme and the Free Forward Fares Scheme in 1986.

**Announced:** On a national basis, 13 June 1986, by the Manpower Services Commission:<sup>55</sup>

"More people will get financial help with travel costs incurred when going to job interviews, the Manpower Services Commission announced today.

A new scheme - the Travel to Interview Scheme - starts on Monday 16 June following a successful 'pilot' in the Northern Region during the past year where it was found to be a simpler scheme to operate and a more cost effective way of helping people in their search for work. It is anticipated that some 18,000 people will take advantage of the nationwide scheme.

Designed to help unemployed people with the costs of attending job interviews outside their home areas, the £500,000 Scheme replaces the Job Search Scheme and the main differences in the rules are:

- the local labour market rule will no longer apply as the new scheme is not tied to filling skill shortage vacancies;
- assistance is limited to people who have been unemployed for at least four weeks before the date of the job offer;
- no subsistence rates are paid."

**Started:** 16 June 1986, following a pilot in the Northern region.

**Eligibility:** The rules were changed from 1 April 1996 so that it now applies to people who have been unemployed for 13 weeks or more and are claiming benefit. Previously the qualifying period of unemployment was 4 weeks. This is "part of the new 13 week provision aimed at supporting the requirement for clients to widen their jobsearch activity at this stage."<sup>56</sup> [See Section L above]. The Employment Service will pay travel expenses for those who are invited to interview by employers beyond normal daily travelling distance. Claims for travel expenses must be made in advance. The job should be for more than 30 hours a week and expected to last for 12 months or more but "a more realistic interpretation" of this condition will now be adopted. Assistance can now be given for second and subsequent

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<sup>55</sup> MSC Press Notice, 13 June 1986

<sup>56</sup> Cm 3210, para 8.31

## Research Paper 96/66

interviews. There used to be an upper salary limit of £25,000 on the job applied for, but this has now been removed.<sup>57</sup>

**Costs and Numbers:** The DfEE Departmental Report published in March 1996 says that in 1994-95, the programme helped over 50,000 people at a cost of £1.8 million and that it is expected to help 55,000 people during 1995-96. The planned provision for future years is £1.6 million to provide 38,500 approved applications in each year.<sup>58</sup>

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<sup>57</sup> HC Deb 20 February 1996, c 121W

<sup>58</sup> Cm 3210, para 8.32

**Q. Job Interview Guarantee (JIG)**

A programme designed to help people unemployed for 6 months or more into work by obtaining employers' agreement to guarantee interviews in return for enhanced services from the Employment Service.

**Announced:** 9 March 1989 as one of the new initiatives to mark the first anniversary of the Action for Cities programme. Norman Fowler, then Secretary of State for Employment, gave details in a Press statement:<sup>59</sup>

"Announcing the initiative, Mr Fowler said "With job opportunities increasing in inner cities and elsewhere, and with the numbers of school-leavers entering the job market falling drastically over the next few years, it is sensible that employers should be more and more willing to consider long term unemployed people for their vacancies. The Job Interview Guarantee will help employers choose the right people for the right jobs."

The initiative will initially be offered in 20 Inner City areas and will be available from the Spring. It will link the assistance already offered by jobclubs and the Employment Service with new measures. These will include a Job Preparation Course, similar to the current Restart course model but with employers involved in tailoring the course content to meet their specific needs. 'Work Trials' will offer short periods of work experience with potential employers to the unemployed whilst they remain on benefit, allowing employers to reassure themselves about employing people who have been out of work for some time.

In return for this enhanced service, employers will enter into formal agreements with the Employment Service in which they guarantee to interview Job Interview Guarantee clients for the vacancies they have available.

Mr Fowler said, "This initiative is intended for people who are ready for employment. However there may be some who, through a work trial, will realise that they have training needs that Employment Training might meet. For those people, training under ET, tailored to employer's needs can be made available."

**Started:** On a pilot basis, in 20 inner city areas, from September 1989.<sup>60</sup> It became a national programme from April 1991.<sup>61</sup>

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<sup>59</sup> Dept. of Employment Press Notice, 9 March 1989

<sup>60</sup> The pilot areas are listed in a written answer, HC Deb 14 July 1989, c 654W

<sup>61</sup> HC Deb 2 November 1994, c 1126W

## Research Paper 96/66

**Eligibility:** People aged 18 or over who have been unemployed for 26 weeks or more. Certain groups (eg people with disabilities, victims of large scale redundancies, labour market returners etc.) qualify for immediate entry.

**Administration:** JIG originally contained five components, any combination of which may have been used in a particular case:

- Matching and Screening - to make sure the employer only sees a small selection of suitably qualified candidates.
- Customised Training - the Employment Service brings together employers and TECs to provide courses tailored to the employer's needs. Benefit plus £10 is paid to those on these courses.
- Job Preparation Courses - a one week course preparing the unemployed person for the guaranteed interview.
- Adopted Job Clubs - the employer agrees to interview all suitable applicants from a particular Job Club.
- Work Trials - a trial period of up to 15 days during which both parties (employer and employee) can determine how suitable they are to each other's needs. Benefit continues to be paid during the trial period. In addition, meal and travel expenses up to a limit, are covered.

Work Trials are now identified as a separate scheme [See Section R below] and the menu of JIG options is confined to the first three listed above.

**Costs and Numbers:** Departmental Reports published in March 1995 and March 1996 give the following expenditure and performance figures for JIG:

Job Interview Guarantee							
	1992/93 outturn	1993/94 outturn	1994/95 outturn	1995/96 estimated outturn	1996/97 plans	1997/98 plans	1998/99 plans
Expenditure (£ million)	1.1	3.3	1.0	0.7	1.2	1.2	1.2
Opportunities	119,000	412,000	300,000	243,300	183,200	183,100	178,000
Placings	76,700	178,000	152,000	152,000	152,000	152,000	152,000

**Further Reading**

1. Kay Pattison, "*Job Interview Guarantee Scheme: Analysis of Monitoring Information*", Employment Service Research and Evaluation Branch Report No 58, November 1990
2. British Market Research Bureau, "*Job Interview Guarantee Evaluation: report on a survey of JIG participants*", May 1992, for the Employment Service

**R. Work Trials**

A programme aimed at people who have been unemployed for six months or more. They can continue to receive benefit plus an allowance for travel and meal expenses during a three week trial period in a new job.

**Announced:** As part of the Job Interview Guarantee Scheme, on 9 March 1989. [See Section Q above]

**Details:** See Section Q above

**Cost and Numbers:** The DfEE Departmental Report published in March 1996 contains the following expenditure and performance figures for Work Trials:<sup>62</sup>

	Work Trials (England)					
	1993/94 outturn	1994/95 outturn	1995/96 estimated outturn	1996/97 plans	1997/98 plans	1997/98 plans
Expenditure (£ million)	1.2	1.1	1.7	2.2	2.2	2.3
Opportunities	14,000	17,900	30,000	40,000	40,000	40,000
Placings	8,120	11,600	15,000	20,000	20,000	20,000

**Further Reading**

1. DVL Smith Ltd, "*Evaluation of Work Trials - Employer Survey*", November 1993, for the Employment Service

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<sup>62</sup> Cm 3210, Table 8.6



## S. Workstart

A pilot scheme designed to test the effectiveness of offering employers a job subsidy to take on the long-term unemployed.

**Announced:** 16 March 1993. Norman Lamont, in his Budget Statement, said:<sup>63</sup>

Those who have been unemployed for a long time tend to lose touch with the job market, and the problem is that they find it increasingly difficult to find an employer who wants to take them on. We propose to test in pilot schemes the feasibility and effectiveness of a new approach, under which rather than pay benefit to the long-term unemployed to do nothing, payments will instead be made, for a limited period, to an employer who recruits them.

Employers taking on people who have been out of work for at least two years will receive a one-year subsidy based on the benefits which would otherwise have been paid. That subsidy will taper off as the period of employment progresses. Pilot schemes using different approaches will be launched this summer in four parts of the country. If they can be made to work, I believe that they could be useful, and would lead to permanent jobs for the long-term unemployed as the economy recovers.

**Started:** On a pilot basis, in July 1993. The first pilot schemes ran until December 1994. Further pilot schemes, to run from April 1995, were announced in the Budget on 29 November 1994.<sup>64</sup>

**Details:** Four pilot schemes started in July 1993. Under the scheme, employers were paid a subsidy of £60 a week for 6 months, falling to £30 for the following six months, to take on long-term unemployed people. There were four pilot areas, two pilots being run by TECs and two by the Employment Service:

- Tyneside TEC, covering the cities of Newcastle and the districts of Wallsend, Gateshead and South Shields
- Devon and Cornwall TEC, covering the counties of Devon and Cornwall. [NB This scheme transferred to the Employment Service in April 1994]

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<sup>63</sup> HC Deb 16 March 1993, c 193

<sup>64</sup> HC Deb 29 November 1994, cc 1090-1

## Research Paper 96/66

- Employment Service area of South and South West London, covering the boroughs of Southwark, Croydon, Bromley, Lambeth, Wandsworth, Merton and Sutton
- Employment Service area of East Kent, covering the districts of Thanet, Dover, Shepway, Swale, Ashford and Canterbury

The pilots in Tyneside and East Kent covered people unemployed for two years or more. Those in Devon and Cornwall and South and South West London applied initially to people unemployed for four years or more. Eligibility for the scheme in Devon and Cornwall was reduced to two years' unemployment in April 1994. These pilots ran until December 1994.

In his Budget on 29 November 1994, Kenneth Clarke announced a further round of pilots to start in April 1995, as part of his package of measures designed to encourage employers to look more favourably on the long-term unemployed:

"More immediately, my right hon. Friend the Secretary of State for Employment intends to develop new pilots under the Workstart scheme. This offers employers a grant to recruit people who have been unemployed for over two years. There will be around 5,000 new job opportunities. Experience with existing pilots that we have been running suggests that the scheme helps to break down the prejudice which can blight the long-term unemployed." <sup>65</sup>

This time there were only two pilot areas - in the North West and in the West Midlands - and both were to be run by the Employment Service. Recruitment to these two pilots ended in March 1996.<sup>66</sup> They were designed to explore "various subsidy possibilities":<sup>67</sup>

- In the North West, the incentive to the employer depends on the length of unemployment: £700 for those unemployed for 2-3 years; £1,400 for those unemployed for 3-4 years; £2,800 for those unemployed for 4 years or more. Some unemployed people are given vouchers to present to prospective employers.
- In the West Midlands, the value of the subsidy varies between £700 and £2,800. Employment Service staff negotiate with employers over the exact amount in each case. The duration of the subsidy ranges from 3 to 12 months.<sup>68</sup>

Two further pilots, in which employers are offered £1,000 recruitment grants to take on the long-term unemployed were subsequently announced. The grants come in the form of vouchers issued to the long term unemployed and redeemable by employers. These pilots are

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<sup>65</sup> HC Deb, 29 November 1994, cc 1090-1

<sup>66</sup> HL Deb 10 January 1996, c 126, Lord Henley

<sup>67</sup> Dept of Employment Press Notice, 6 April 1995, "*Workstart proves an Effective Kickstart to a job*"

<sup>68</sup> Ibid

in Essex, where there are 1,000 employer subsidies (January - 26 April 1996) and Leeds where 5,000 long term unemployed will be issued with vouchers (until 26 July 1996).<sup>69</sup> Workstart subsidies will also be available to those participating in Project Work pilots.<sup>70</sup> [See Section E above]

**Costs and Numbers:**

A total of 1,575 employees participated in the 1993/94 pilot schemes.<sup>71</sup> The reply to a PQ shows the number involved in each area:<sup>72</sup>

Workstart Pilots July 1993 - December 1994			
Pilot	Number of places taken up*	Number of people still participating	Number of employers involved**
Kent	468	238	380
Devon and Cornwall	626	433	309
Tyneside	243	137	130
South West and South London	238	108	144

\* Figures February 1995

\*\* Figures September 1994 (evaluation completed in September)

The total programme costs for the 1993/94 pilots were £2.7 million.<sup>73</sup>

It is estimated that the pilots which started in April 1995 and ended in March 1996 will have helped some 800 people at an estimated final cost of £1.02 million.<sup>74</sup> For 1995-96 and 1996-97, £7 million has been made available for further variations to be piloted.<sup>75</sup>

<sup>69</sup> DfEE Press Notice, 21 March 1996, "New Workstart Pilot for Leeds - Forth"

<sup>70</sup> HL Deb 10 January 1996, c 126, Lord Henley

<sup>71</sup> HC Deb 20 February 1996, c 119W

<sup>72</sup> HC Deb 14 March 1995, cc 497-8W

<sup>73</sup> HC Deb 20 February 1996, c 119W

<sup>74</sup> HC Deb 5 February 1996, c 69W

<sup>75</sup> Cm 3210, para 8.71

### Further Reading

1. Coopers and Lybrand, *"Workstart Pilots: Qualitative Study. Final Report to the Employment Department and the Employment service"*, January 1994. This was an early study involving only a few interviews. It suggested that in 19 out of 21 cases a vacancy which would not normally have been filled by someone who was very long-term unemployed had been filled by such a person. Only 7 of the 21 vacancies were "additional", in the sense of being jobs which might not have existed without the scheme.
2. Institute of Employment Studies, *"Evaluation of Workstart Pilots"*, Report 279, by J Atkinson and N Meager, 1994. This reports the findings of an evaluation of employer participation in Workstart pilots, conducted in August 1994 among 399 participating employers. It found that Workstart met its main aim - to influence employers' selection decisions in favour of the very long term unemployed - among 45% of participating employers, although just over half this substitution was at the expense of the shorter term unemployed. It met its subsidiary aim - the creation of employment opportunities - among 17% of the vacancies covered, but had some partial job-creating effects among a further 27%.

## T. Jobfinder's Grant

A scheme which pays long term unemployed people who find full-time work a one-off grant to help them with the expenses of starting work.

**Announced:** 30 November 1993. In a statement following the Budget, David Hunt, then Secretary of State for Employment announced three pilots designed "to give particular assistance to people who have been unemployed for a long time in their search for work". One of the pilots was:<sup>76</sup>

"- the Jobfinder's Grant, giving assistance to people who have been out of work for two years or more when they find a job."

**Started:** On a pilot basis, on 7 February 1994. Extended nationally, following an announcement in the Budget on 29 November 1994, on 18 April 1995.

**Details:** The pilot scheme provided a grant to people who had been unemployed for two years or more who found a full-time permanent job paying less than £250 a week. The grant was piloted at two levels:

- £100 in the West Midlands areas of Birmingham, Dudley, Sandwell, Wolverhampton and Walsall; and;
- £200 in the East Midlands region, covering Derbyshire, Leicestershire, Lincolnshire, Nottinghamshire, Cambridgeshire, Northamptonshire, Norfolk and Suffolk.<sup>77</sup>

4,708 grants were awarded under these pilots.<sup>78</sup>

The national scheme pays a grant of £200 to people who have been unemployed for two years who find a full time job paying up to £150 a week.<sup>79</sup> There is a savings limit of £2,800.<sup>80</sup> If the recipient fails to start work or leaves during the first six weeks, the grant is repayable.<sup>81</sup>

Included within the national scheme, are two further pilots. The pilot in the South West will test the use of a grant varying in size with the length of unemployment. The levels will be £200 at 2 years, £300 at 3 years and £400 at 4 years or more. The other, which started on 22 May 1995, is in Yorkshire and Humberside. This allows the Employment Service

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<sup>76</sup> Dept. of Employment Press Notice, 30 Nov. 1993: *"New Jobseeker's Allowance will focus help on those in need - David Hunt"*

<sup>77</sup> Dept of Employment Press Release, 7 February 1994, *"Employment Service pilots cash help for jobfinders"*

<sup>78</sup> Dept of Employment Press Release, 18 April 1995, *"Jobfinder's grant goes national"*

<sup>79</sup> Dept of Employment Press Release, 18 April 1995, op cit

<sup>80</sup> HC Deb 7 November 1995, c 842-3W

<sup>81</sup> Dept of Employment Press Release, 29 November 1994, *"Michael Portillo welcomes Budget for jobs"*

## Research Paper 96/66

discretion to set the level of the grant between £100 and £400. It will also test a higher salary limit of £250, certain types of self employment and jobs lasting less than 30 hours a week but more than 16.<sup>82</sup> The savings limit in these pilot areas is £2,600.<sup>83</sup>

**Costs and Numbers:** The DfEE Departmental Report published in March 1996 gave the following expenditure and performance figures for Jobfinder's Grant:<sup>84</sup>

Jobfinder's Grant					
	1994/95 Outturn	1995/96 Estimated Outturn	1996/97 Plans	1997/98 Plans	1998/99 Plans
Expenditure (£ million)	0.7	5.0	5.0	5.0	5.0
Number of Grants	4,700	25,000	25,000	25,000	25,000

**Tax Status:** Exempt from tax.<sup>85</sup>

### Further Reading

1. Joanne Moore and Peter Dickinson, "*Evaluation of the Jobfinders' Grant Demonstration Project*", The Research Partnership, September 1995

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<sup>82</sup> Dept of Employment Press Notice, 18 April 1995, op cit

<sup>83</sup> HC Deb 7 November 1995, c 842-3W

<sup>84</sup> Cm 3210, Table 8.12

<sup>85</sup> Inland Revenue Press Release, 28 November 1995, "*Tax Treatment of Work Incentives: Government Pilot Schemes and Jobfinder's Grant*"

## U. Back to Work Bonus

A scheme, due to be introduced in October 1996, which will allow unemployed people who work part-time to be credited with half of their earnings up to £1,000 so that they can be paid it as a lump sum bonus if they get a full-time job and leave benefit. Legislation authorising this bonus is contained in the *Jobseeker's Act 1995* and the *Social Security (Back to Work Bonus) Regulations 1996 SI No 193*.

**Announced:** 12 October 1994 by Peter Lilley, Secretary of State for Social Security, at the Conservative Party Conference. Mr. Lilley gave more details in his statement to the House on the Jobseeker's Allowance on 24 October 1994 and in the White Paper on the "*Jobseeker's Allowance*" published that day.<sup>86</sup>

### "Back to Work Bonus

- 4.31 As outlined in 2.14ff a new scheme is to be introduced which will reward individuals and their partners who take part-time work whilst receiving JSA, and will provide them with a greater incentive to move into employment of 16 hours or more.
- 4.32 The Back to Work Bonus will start when people have been unemployed for three months or more. As now, they will keep the first £5 of any part-time earnings, while a couple will keep the first £10. Part-time earnings over that level will reduce JSA pound for pound, as happens now in Income Support. The Bonus scheme will provide unemployed people and their partners with an entitlement to a credit equal to 50% of earnings above the £5 limit. That credit will accumulate as long as people remain unemployed (subject to certain limits) and will be paid as a cash lump sum when they or their partners move into full-time work (16 hours or more a week, 24 hours or more for partners). As an example, people earning £30 a week will have their JSA reduced by £25 a week. But £12.50 a week will be accrued under the Back to Work Bonus. If they then return to work 20 weeks later, they will receive a lump sum of £250.
- 4.33 If both partners work and benefit is claimed on a means-tested basis then both sets of earnings will help to build up the bonus. The maximum amount of bonus which may be accumulated at any one time is £1,000 - a significant sum which will help with the varied costs which are incurred on making the transition into work. The scheme will encourage those in receipt of JSA to keep in touch with the labour

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<sup>86</sup>

Cm 2687

market, improve their employment prospects and reward those who make the step to full-time work."

**Costs and Numbers:** The *Compliance Cost Assessment* on the Back to Work Bonus Regulations expected "that at least 140,000 unemployed people will receive the bonuses in a full year once the scheme reaches its steady state, probably in 1998/99, and a further 10,000 income support claimants should also qualify".<sup>87</sup>

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<sup>87</sup> DSS, DfEE, January 1996



## V. National Insurance Contribution Holidays

From April 1996, employers have been able to claim a full national insurance rebate for up to a year after taking on someone who has been unemployed for two years or more. Legislation permitting these deductions is contained in the *Jobseeker's Act 1995* and the *Employer's Contributions Re-imbusement Regulations 1996 SI No 195*.

**Announced:** 29 November 1994. In his Budget statement, Kenneth Clarke said:<sup>88</sup>

The first step is to encourage employers to look more favourably on people who have been out of work for some time. I can announce, therefore, a wholly new incentive to encourage employers to take on more people who have been unemployed for two years or more. In future, employers will get a full national insurance rebate for up to a year after taking on such a person. That will provide employers with an important new reason to give a second chance to someone who has been unemployed for some length of time— *[Interruption.]* Yes, but the Opposition were very late on the scene on which we have been working for a long time and they have got most of it wrong. I am going to announce a package which will show the Opposition how to do it.

This first whole-year national insurance contribution holiday will run from April 1996.

**Costs and Numbers:** It is expected that 130,000 people a year will be helped by this measure and that employers will save up to £50 million.<sup>89</sup>

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<sup>88</sup> HC Deb 29 November 1994, c 1090

<sup>89</sup> Dept of Social Security Press Notice, 2 April 1996, "Alistair Burt announces extra help for job starters"

### W. Jobmatch

A pilot scheme designed to encourage unemployed people to take part time jobs.

**Announced:** 29 November 1994. In his Budget Statement on 29 November 1994, Kenneth Clarke said:<sup>90</sup>

I have also been impressed by an imaginative scheme pioneered by the training and enterprise council in Lincolnshire. This helps people build up full-time work by parcelling together a number of part-time jobs. The scheme is known in Lincolnshire as Jobmatch. I propose to extend it to help up to 3,000 people a year.

**Started:** On a pilot basis, on 3 April 1995. Two pilots are being run by TECs - in Lincolnshire and North London. Two are being run by the Employment Service - in Greater London and the North West.<sup>91</sup>

**Details:** A £50 a week allowance is paid to people who have been unemployed for two years or more if they take a part-time job of at least 16 but less than 30 hours a week. The allowance is paid for six months. Help and guidance is provided with finding the first part-time job and in building it up to full-time employment.<sup>92</sup> Training vouchers worth £300 are offered and bonuses are paid to participants who remain in employment after the allowance finishes.<sup>93</sup>

**Costs and Numbers:** The pilots will run for three years and it is estimated that 3,000 people will benefit each year. The total budget is £5 million in 1995/96, £4.359 million in 1996/97, and £4.354 million in 1997/98.<sup>94</sup>

### Further Reading

1. Helen Sampson, SIA Ltd, "*Evaluation of the Jobmatch Pilots: Qualitative Study*", November 1995, for the DfEE

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<sup>90</sup> HC Deb 29 November 1994, c 1093

<sup>91</sup> Dept of Employment Press Release, 29 March 1995, "*Jobmatch Pilots: Part-time work a springboard to full-time jobs*"

<sup>92</sup> Dept of Employment Press Release, 29 March 1995, op cit

<sup>93</sup> Cm 3210, para 8.75

<sup>94</sup> HC Deb 5 February 1996, c 70W

## X. Earnings Top-Up

A pilot social security benefit scheme, starting in October 1996 and supplementing the earnings of single people and couples without children, on low wages, in the same way as Family Credit boosts the income of low paid workers with children.

**Announced:** 29 November 1994. In his Budget Statement, Kenneth Clarke said:

"But childless and single people account for two thirds of the long term unemployed. These people, of course, cannot, at present, claim family credit. I would like to examine whether introducing a new in-work benefit for childless people would be effective.

This is obviously a very big step and I have agreed with my right honourable Friend the Secretary of State for Social Security that we should try it out on an experimental basis. We intend to test run a new benefit through a pilot scheme covering 20,000 people. If the pilot shows that the benefit helps to get childless couples and single people back into work, we will then consider introducing a national scheme."<sup>95</sup>

Further details were announced in a Consultation Paper issued on 5 July 1995<sup>96</sup> and in a Written Statement on the same day:<sup>97</sup>

**Mr. Roger Evans:** My right hon. Friend the Secretary of State for Social Security has today published a consultation paper, "Piloting change in Social Security— Helping people into work". This sets out the Government's proposals to test out in eight pilot areas a new in-work benefit. The benefit is designed to make work more rewarding for those with limited earnings power, by enhancing their earnings. It is called earnings top-up.

It will be directed towards people without dependent children and will complement family credit which already helps some 600,000 lower paid workers with children.

The proposed earnings top-up will increase the rewards of work by an average of about £23 a week for a couple without dependent children and about £19 for a single person of 25 or over. The Government propose to test the effectiveness of two different rates in the pilot areas. The maximum level of help could be up to £54 a week.

The proposals mark the first occasion in the UK in which a social security benefit will be tested out on a pilot basis. The extension of in-work benefits to all people on low incomes would be a major step. There is no experience from any other country on which to draw. So it is right to establish its

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<sup>95</sup> HC Deb 29 November 1994, c 1093

<sup>96</sup> *Piloting change in social security. Helping people into work*, DSS, July 1995

<sup>97</sup> Roger Evans, HC Deb 5 July 1995, c 291W

effectiveness by testing it on a local basis before deciding whether or not to develop a national scheme. Such a decision would only be taken if the pilot scheme proves its worth.

The pilot scheme will cost about £75 million over three years, before taking account of behavioural effects. Parliamentary approval for expenditure on the scheme will depend on the Appropriations Act via an appropriate reference in the departmental estimates. Introduction of a new benefit on a local and temporary basis does not require express statutory authority. The scheme will be subject to detailed rules governing conditions of entitlement, claiming and other matters normally covered in regulations. These will be set out in a publicly available document and Parliament will be given an opportunity to discuss its principle and details. If it is decided to proceed from a temporary pilot to a permanent national scheme, the Government will introduce the necessary primary legislation.

**Starting:** On a pilot basis in October 1996 in parts of the following areas: the North East, Yorkshire, Wales, Essex, the South Coast and Scotland.<sup>98</sup> The pilots are due to last three years.

**Details:** Earnings Top-Up will be a social security benefit paid to childless people who work 16 or more hours a week on much the same lines as Family Credit. It is an extra-statutory scheme, but the draft rules were debated in the House on 24 November 1995.<sup>99</sup> Two benefit rates will be tested. The lower rate (Scheme A) will give an estimated average weekly boost to income of £16 for single people under 25 and £24 for couples. The higher rate will give an estimated average weekly boost to income of £18 for single people under 25 and £25 for couples.<sup>100</sup> People qualify for the maximum credit if they earn below the "threshold". Under Scheme A this is £46.80 for single person aged 18-25, £56.50 for a single person aged 25-65, and £73 for a couple. Under scheme B, the threshold is £73 for all. The maximum credit is £22.10 for a single person under 25, £27.20 for a single person aged 25 or over, and £45.10 (£54.40 in scheme B) for a couple. A 70% taper withdraws benefit on incomes above the threshold. There is a £10 premium for those working 30 hours or more a week.<sup>101</sup>

**Cost and Numbers:** The cost will be about £75 million over three years.<sup>102</sup> The number receiving earnings top-up is expected to rise to 20,000 over the three year period.<sup>103</sup>

**Tax Status:** Exempt from tax.<sup>104</sup>

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<sup>98</sup> DSS Press Release, 6 November 1995, *Earnings top-Up Pilot Areas Announced*

<sup>99</sup> DSS, *Earnings Top-Up. Draft Rules*, November 1995, Library Location: Dep (3S) 2312. HC Deb, 24 November 1995, cc 876-899

<sup>100</sup> DSS Press Release, 6 November 1995, op cit

<sup>101</sup> Draft Rules, op cit, and *Piloting change in social security*, op cit

<sup>102</sup> HC Deb, 5 July 1995, op cit

<sup>103</sup> Draft Rules, op cit, Annex A

<sup>104</sup> Inland Revenue Press Release, 28 November 1995, *Tax treatment of work incentives: Government pilot schemes and jobfinder's grant*

## Y. Lone Parent Caseworker Pilot

A pilot scheme designed to help lone parents find work which will start in April 1997.

**Announced:** By Peter Lilley, Secretary of State for Social Security in a press notice accompanying the Budget on 28 November 1995:

"I will also be introducing a pilot scheme from April 1997 which will provide individual help with job search and assistance with training for work. This programme could help up to 25,000 lone parents. As part of this pilot we will be seeking to provide funding for private and voluntary agencies with innovative schemes. This new programme will cost around £14 million over the PES period."<sup>105</sup>

**Starting:** April 1997

**Details:** The details of the scheme are still being worked out and its name has not yet been finally decided. It is likely that the scheme will involve bringing together advice on employment, training, benefits and childcare for lone parents in one central place. Funding will be available for private and voluntary agencies with innovative schemes. There will be literature explaining the social security benefits available to lone parents who work or train, the various employment and training schemes on offer, and the local childcare facilities. It is possible that the money allocated to the pilots may be used to fund return to work courses for lone parents run by voluntary organisations, to subsidise childcare for lone parents on Training For Work courses run by TECs or to encourage TECs to provide courses on a part-time basis, with flexible hours which would make it easier for lone parents to participate.<sup>106</sup>

**Cost and Numbers:** The total programme will cost about £14 million over three years from April 1996 and it may reach up to 25,000 lone parents.<sup>107</sup>

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<sup>105</sup> DSS Press Release, 28 November 1995, "*Peter Lilley announces changes to benefits for families*"

<sup>106</sup> Source: DSS

<sup>107</sup> DSS Departmental Report, March 1996, Cm 3213, p 31

## Z. Child Maintenance Bonus

A social security benefit, to be introduced in April 1997, which is designed to encourage single parents in receipt of maintenance to return to work. Legislation for the bonus is contained in the *Child Support Act 1995*.

**Announced:** In the White Paper, "*Improving Child Support*", in January 1995:<sup>108</sup>

"There have been calls to extend a maintenance disregard into Income Support as well. The Government takes the view that this is not desirable because, like any other increase in out-of-work benefit disregards, it would reduce the clear water between in- and out-of work benefits and thus make it more difficult to be better off in work. However, the Government accepts that the current situation, where maintenance payments to parents with care on Income support reduce benefit pound for pound, may discourage some absent parents, and may be seen as unfair by parents with care whose former partners are meeting their obligations.

So that parents with care on Income Support or Jobseeker's Allowance who receive maintenance can see a direct benefit from it, the Government intends to introduce by primary legislation a scheme building on the principles of the Back to Work Bonus proposed in the Jobseeker's Allowance bill. For each week in which maintenance is paid, a parent with care will receive a credit of £5 (or the actual amount of the maintenance if less), which will be payable as a lump sum when she leaves Income Support or Jobseeker's Allowance to take up work of 16 hours or more. This will provide a substantial incentive to take up work and will ease any financial problems during the transition."

**Starting:** April 1997

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<sup>108</sup> Cm 2745, paras 5.4 - 5.5

## II Training and Employment Schemes since the War

### 1945 - 1971

It was not until the 1970's that training and employment schemes of the kind we know today were first introduced. In the two decades which followed the Second World War, the Government's "full employment" policy was so successful that unemployment never exceeded 3% and was generally below 2%. Manpower policies were developed in the 1960s to deal with regional imbalances and with skill shortages in particular sectors. For example, the **Regional Employment Premium**, a labour subsidy paid to manufacturers for each worker they employed in Development Areas, was introduced in 1967 : and the **Industrial Training Boards** with powers to levy employers and make grants to those who provided training of an approved standard, were established under the Industrial Training Act of 1964.

Public help with job search activity can be dated back at least to 1910 when the first public labour exchanges were set up as a means of bringing together employers and unemployed people with a view to cutting out waste in the processes of recruiting workers and of looking for a job. From the outset, labour exchanges had close links with the administration of unemployment insurance and, by the 1960s, a large network of local offices of the Ministry of Labour dealt with both employment and benefit work. On the employment side, the service had a reputation for dealing with poorly motivated people and with vacancies in predominantly unskilled occupations. The late 1960s saw a growing interest in manpower policies and there was concern about shortage of labour as a constraint on economic growth. In 1971, the Government published a policy document, "People and Jobs", which recommended the separation of employment work from the administration of benefit to break the "dole queue image" of the employment service. Attractive new Job Centres in prime high street locations would help people find work while Unemployment Benefit Offices (UBOs) would deal with benefit claims.

### 1972

**Training Opportunities Scheme (TOPS)** - ran from 1972 to 1985 when it was replaced by the Job Training Scheme. The aims of TOPS were to provide training on request from unemployed adults, subject to an economic need for the skills to be taught, to enable adults to change occupations quickly and to promote the concept of adult retraining. Applicants had to be unemployed or willing to give up employment, be at least 19 years of age, and to have spent at least two years away from full-time education. They also had to have a clear intention of taking up employment in the training occupation. A weekly allowance was paid.

**Community Industry (CI)** - started in 1972, on the initiative of the National Association of Youth Clubs. CI provides disadvantaged young people with temporary employment of community benefit in workshops, site projects and through placements with social care organisations. It is aimed at the least able 16-19 year olds who fall outside the scope of YTS.

## Research Paper 96/66

Participants receive a weekly wage which increases with age. They are normally on the scheme for 12 months.

### 1973

**Job Centres** - the first Job Centre of the type proposed in "People and Jobs" opened in Reading in May 1973. In the following three years a network of Job Centres separate from the UBOs was established. However, in 1987, the Government announced that the job-finding services of the Job Centres were to be re-integrated with the benefit administration and "policing" functions of UBOs. The two services have now been amalgamated under the Employment Services Agency and the 1200 offices operating throughout Great Britain are being "progressively integrated to provide clients with a complete range of services under one roof." [Employment Service Operational Plan 1992-1993].

**Professional and Executive Recruitment** - in 1973 the Department of Employment's Professional and Executive Register was restyled as Professional Executive Recruitment, delivered by separate management and charging fees to employers. It provided specialised recruitment services for professional, technical, scientific, supervisory and managerial vacancies. In September 1988, PER was privatised and sold to Pergamon Professional and Financial Services plc for £6 million.

### 1975

**Temporary Employment Subsidy (TES)** - ran from August 1975 to March 1979 when it closed to new applications. The objective was to encourage companies to defer threatened redundancies, affecting ten or more workers. The scheme offered a £20 a week subsidy for a maximum of 12 months for each full-time job maintained.

**Job Creation Programme (JCP)** - ran from October 1975 to December 1977 when it closed to new applicants. JCP provided full-time, paid work for up to twelve months on projects of benefit to the local community. Priority was given to those aged 16-24 and to those aged over 50. Participants received the normal local wage rate for the job up to a defined maximum.

**Recruitment Subsidy for School Leavers (RSSL)** - ran from October 1975 to September 1976. The scheme applied to school leavers in the Summer of 1975 and December 1975. The aim was to encourage private sector employers and the nationalised industries to give preference to unemployed school leavers when recruiting staff. Employers were paid a subsidy of £5 per head per school leaver recruited, for a maximum of 26 weeks.



**1976**

**Work Experience Programme (WEP)** - ran from September 1976 to April 1978 when it was incorporated in the Youth Opportunities Programme. Employers were asked to give unemployed 16-18 year olds a practical introduction to working life for a minimum of 6 months. The young people were paid a weekly allowance.

**Youth Employment Subsidy (YES)** - ran from October 1976 to March 1978. A subsidy of £10 per week for up to 26 weeks was paid to any private sector or nationalised industry employer who recruited a young person (under 20 on 1.10.76) who had been registered as continuously unemployed for 6 months or more.

**1977**

**Job Release Scheme (JRS)** - the full-time Job Release Scheme started in January 1977 and closed to new entrants in January 1988. The part-time scheme started in October 1983 and closed in May 1986. The purpose of the scheme was to encourage older people to retire early by paying them an allowance, provided they thereby released a job which was filled by an unemployed person.

**Small Firms Employment Subsidy (SFES)** - ran from July 1977 to March 1980 when it closed for new applicants. Small manufacturing firms in the private sector (originally only in Special Development Areas) were offered a subsidy of £20 per week for up to 26 weeks for each extra full-time job they created. There was a part-time scheme as well.

**1978**

**Youth Opportunities Programme (YOP)** - ran from April 1978 to September 1983 when it was replaced by the Youth Training Scheme. It provided a programme of up to 12 months work experience and training for unemployed school leavers aged 16-18. A weekly allowance was paid.

**Special Temporary Employment Programme (STEP)** - ran from April 1978 to March 1981, when it was replaced by the Community Enterprise Programme. Provided the long-term unemployed with temporary work of community benefit. Aimed at over 25s unemployed for at least 12 months and those aged 19 to 24 unemployed for at least 6 months.

**Short-Time Working Compensation Scheme for Textile, Clothing and Footwear Firms** - ran from May 1978 to March 1979 when it closed to new applicants and was subsumed in the Temporary Short Time Working Compensation Scheme. The scheme aimed to encourage employers in these industries to adopt short-time working instead of making people redundant.

## Research Paper 96/66

For a maximum of 12 months, employers were re-imbursed 75% of normal wages paid to those working short-time instead of redundancy.

**Adult Employment Subsidy (AES)** - ran from August 1978 to June 1979 in a few pilot areas. Employers in private industry and the nationalised industries received £20 per week subsidy for up to 26 weeks for every person they took on aged 19-64 (59 for women) who had been registered unemployed for 12 months or more.

### 1979

**Temporary Short Time Working Compensation Scheme (TSTWCS)** - ran from April 1979 to March 1984. The scheme was designed to encourage employers to adopt short-time working as an alternative to redundancy. Under the scheme, employers received 50% of normal wages paid to staff working short-time for up to nine months.

### 1981

**Community Enterprise Programme (CEP)** - ran from April 1981 to September 1982 when it was incorporated in the Community Programme. Provided temporary employment of benefit to the Community for the long-term unemployed with a view to improving their prospects of obtaining permanent employment. Aimed at over 25s unemployed for at least 12 months and those aged 18 to 24 unemployed for at least six months.

### 1982

**Young Workers Scheme** - ran from January 1982 to April 1986, when it was replaced by the New Workers Scheme. The aim of the scheme was to improve the competitive position of young people in the labour market in order to "price" them into jobs. Employers were paid a subsidy of £15 a week for each young person aged 18 in their first year of employment, and earning under £50 a week.

**Voluntary Projects Programme (VPP)** - ran from August 1982 to September 1988 when it was replaced by Employment Training. The projects offered unemployed people an opportunity to undertake constructive activities on an informal, part-time basis. Participants remained on benefit. The Manpower Services Commission funded some of the running costs and waged posts of the sponsors who were usually voluntary organisations.

**Community Programme (CP)** - ran from October 1982 to September 1988 when it was replaced by Employment Training. Provided certain unemployed people over 18 with up to a year's temporary full - or part-time work on projects of benefit to the Community. Participants aged 18-24 had to have been out of work for 6 of the previous 9 months. Those

aged 25 or over had to have been unemployed for 12 of the previous 15 months. From October 1984, most participants had to have been in receipt of unemployment benefit. Participants were paid a wage (the rate for the job) up to an average of £67 a week.

### 1983

**Job Splitting Scheme** - ran from January 1983 to April 1987 when it was replaced by Jobshare. Employers were paid a grant (originally £750) if they split a job which had previously been full-time and filled it with two unemployed workers or two employees facing redundancy.

**Enterprise Allowance Scheme (EAS)** - ran, nationally, from August 1983 to 1990-91 when it was gradually replaced by the Business Start Up Scheme run on a more flexible basis by the Training and Enterprise Councils (TECs). Originally the scheme provided an allowance of £40 a week for up to a year for people who had been unemployed for at least 8 weeks and who wanted to start their own businesses. Claimants had to be aged 18-65 and have access to £1000 capital.

**Youth Training Scheme (YTS)** - ran from September 1983 to May 1990 when it was replaced by Youth Training. YTS was a programme of training and planned work experience for 16 and 17 year old school leavers. It started as a one year programme but was substantially revised and became a two year programme in April 1986. Trainees were paid an allowance of £29.50 a week in their first year and £35 a week in their second year.

### 1984

**Job Clubs** - see Part I

### 1985

**Job Training Scheme (JTS)** - ran from July 1985 to September 1988 when it was replaced by Employment Training. The scheme provided training for unemployed people, mainly through off-the-job courses at Skill-centres and further education colleges. The courses lasted from 3 to 12 months and trainees received an allowance of £38 a week if single or £62.70 if they had an adult dependant. Trainees had to be 18 or over and to have been away from full-time education for at least two years.

**Wider Opportunities Training Programme** - ran from July 1985 to September 1988 when it was replaced by Employment Training. The scheme provided typically short-term and part-time training for unemployed people. Training included work preparation, assessment and basic skills training, training in literacy and numeracy, English as a second language and

## Research Paper 96/66

special help for women returners to the labour market. Most trainees continued to receive benefit but a few, on full-time courses, were paid the old Job Training Scheme allowances.

### 1986

**New Workers Scheme** - ran from April 1986 to January 1988. The aim of the scheme was to encourage employers to take on more young people at rates of pay which realistically reflected their age and inexperience. Employers were paid £15 a week for up to a year for each eligible young person they took on. Young people aged 18 or 19 had to be paid a wage below £55 a week and those aged 20, a wage below £65. The young people had to be in their first year of employment.

**Jobstart** - ran from July 1986 to February 1991. Under the scheme, people who had been unemployed and claiming benefit for at least 12 months could receive an allowance of £20 a week for up to 6 months if they took a full-time job with gross pay of under £90 a week. A pilot "50-Plus Jobstart" scheme, launched in June 1989, allowed qualifying people aged 50 or over to receive the allowance if they took a part-time job for at least 10 hours a week at an hourly rate of £2.57 or less.

**Travel To Interview Scheme** - see Part I

**Restart Courses** - see Part I

**Career Development Loans** - see Part I

### 1987

**New Job Training Scheme** - ran, on a national basis, from April 1987 to September 1988 when it was replaced by Employment Training. The scheme provided full-time training and work experience for an average of 6 months to people who had been unemployed for 6 months or more. Priority went to 18-25 year olds. Trainees received an allowance of £25 a week or the equivalent of their benefit, whichever was the higher. From April 1988 a training premium of £10 a week was paid on top of this.

**Jobshare** - ran from April 1987 to December 1991 when it closed to new applicants. Under the scheme, employers who created part-time jobs for unemployed people could qualify for a grant of £1000 towards administration and training costs. Jobs could be created by splitting an existing full-time post; combining regular overtime hours into a new job; or creating two new part-time jobs. The jobs had to be filled by people claiming unemployment benefit, under notice of redundancy or leaving Government training schemes such as Employment or Youth Training.

**1988**

**Employment Training** - ran from September 1988 to 1993, when it was merged with Employment Action to form Training For Work. The programme was aimed primarily at the long term adult unemployed. 18-24 year olds who had been unemployed for 6-12 months were the "guarantee" group and 18-50 year olds who had been unemployed for more than two years were the "aim group". Many other groups (eg anyone unemployed for 6 months or more, aged 18-60; the disabled; people whose first language is not English; certain lone parents; labour market returners) could qualify. The programme provided up to a year (later up to 2 years in some cases) training, designed to qualify people for work. A training allowance equal to benefit entitlement plus a £10 premium was paid. The scheme was run by the TECs who had a certain amount of flexibility in the details.

**1989**

**Action Credit** - pilot scheme introduced in 1989. Allowed benefit claimants who leave Employment Training to work part-time for up to 6 months while continuing to receive income support. The earnings are saved and paid as a lump sum when a full-time job is found, or after the part-time job comes to an end. The pilot does not appear to have been very successful and the scheme has been adopted by very few TECs.

**Job Interview Guarantee/Work Trials** - see Part I

**1990**

**Youth Training** - see Part I

**Training and Enterprise Councils (TECs)** - a network of 82 independent, local, employer-led councils which have been established throughout England and Wales to "promote more effective training by employers and individuals" and "to stimulate enterprise and growth". The first came into operation in April 1990 and the entire network was operational by October 1991. The Government has devolved responsibility for administering the main training schemes (notably Youth Training and Training For Work and any schemes for small business training) to these TECs. It has also given them considerable flexibility in how they run the schemes so it is no longer quite so easy to talk in terms of national "training schemes". The Scottish equivalent are **Local Enterprise Companies (LECs)** of which there are 22.

**1991**

**Training Credits** - see Part I, under Youth Credits

## Research Paper 96/66

**Job Review Workshops** - see Part I

**Job Search Seminars** - see Part I

**Employment Action** - ran from October 1991 to 1993 when it was merged with Employment Training to form "Training for Work". The scheme was aimed at 18-60 year olds who had been continuously unemployed for at least 6 months. They received an average of 6 months work on projects of community benefit and help with finding permanent work. Participants received their social security benefit entitlement plus an allowance of £10 a week. The scheme was mainly run by TECs.

**Business Start Up (BSUS)** - ran, nationally, from about April 1991 to March 1995. It replaced the Enterprise Allowance Scheme as a more flexible form of help for unemployed people who wanted to start their own businesses. It was administered by TECs. The general rule was that people had to be aged between 18 and 59 and unemployed for at least six weeks to qualify. TECs set the level of the allowance which could vary between £20 and £90 a week and last for between 26 and 66 weeks. The scheme was transferred from the Department of Employment to the Single Regeneration Budget in April 1994. From April 1995 there has been no separate financial allocation for BSUS. TECs may join a consortium bidding for SRB money and may use some of the funds they win to run schemes like BSUS but there is no longer a national scheme or national parameters. The TEC Operating Agreement for 1995/96 says that TECs "shall recruit no further participants in 1995/96."

### 1993

**Training for Work** - see Part I

**Community Action (CA)** - ran from 1993 to 1996, with recruitment to the programme ceasing on 29 December 1995. This was a programme designed to help people who had been unemployed for at least 12 months back into work by providing part-time work experience on projects of benefit to the local community and assistance with job search. The closure of the programme was announced at the time of the November 1995 Budget [HC Deb 28 November 1995, c 685W and DfEE Press Notice, 28 November 1995, "*Shephard announces £878m more for schools*"]. Its closure was linked with the introduction of pilot Project Work schemes, though these were not a direct replacement for CA.

**Workstart** - see Part I

**Learning For Work** - operated during the academic year 1993/94. It was announced by Norman Lamont in his Budget on 16 March 1993 [HC Deb. c 193]. To qualify, people had to be aged 18-60 and to have been registered unemployed continuously for 52 weeks or more

on 1 September 1993. It was run by TECs and LECs and provided full-time vocational courses at local colleges. Participants received an allowance equal to their previous benefit rate. 30,000 starts were planned but take-up was lower than expected.

**Jobplan Workshops** - see Part I

## 1994

**Workwise/Worklink** - see Part I

**1-2-1** - see Part I

**Modern Apprenticeships** - see Part I

**Jobfinder's Grant** - see Part I

## 1995

**Accelerated Modern Apprenticeships (aMAs)** - This scheme was similar to Modern Apprenticeships but aimed at 18 and 19 year old school leavers. It was announced by David Hunt, then Secretary of State for Employment in a statement on the White Paper, "*Competitiveness: Helping Business to Win*", on 24 May 1994. It was to start from September 1995, but, because of very low take-up (only 400 participants in December 1995<sup>109</sup>) was merged with Modern Apprenticeships from April 1996.<sup>110</sup>

**Job Match** - see Part I

**Career Development Loans Plus** - see Part I

## 1996

**Back to Work Bonus** - see Part I

**Project Work** - see Part I

**Earnings Top-Up** - see Part I

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<sup>109</sup> HC Deb 16 April 1996, c 391W

<sup>110</sup> DfEE Press Notice, 7 February 1996, "*Further expansion of Modern Apprenticeships*"

## **Research Paper 96/66**

**National Insurance Contribution Holidays** - see Part I

**Job Search Plus** - see Part I

**1997**

**Lone Parent Caseworker Pilot** - see Part I

**Child Maintenance Bonus** - see Part I



### III Further Reading

1. Employment Department Group Departmental Report, March 1995, Cm 2805
2. Department for Education and Employment Departmental Report, March 1996, Cm 3210
3. TEC Operating Agreement, 1996 [Library location: Dep/3 1222]
4. Employment Service (ES) Guide 39 - *"Advising Clients"*, Section P on *"Jobs and Programmes"*
5. The TEC Directory, November 1995. [Published by the TEC National Council, Westminster Tower, 3 Albert Embankment, London SE1 7SX]
6. DfEE booklet, *"Just the Job"*, January 1996
7. Dan Finn and Iain Murray, *"Unemployment and Training Rights Handbook"*, Third Edition, 1995
8. Youthaid, *"Guide to Training and benefits for Young People"*, 1995
9. DPA (Directory Publishers Association), *"The Training & Enterprise Directory 1996"*

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