

# Adult Learner Responsive Provision



Leading learning and skills

## Cumbria

Autumn 2008

### Adult Learner Responsive Provision:

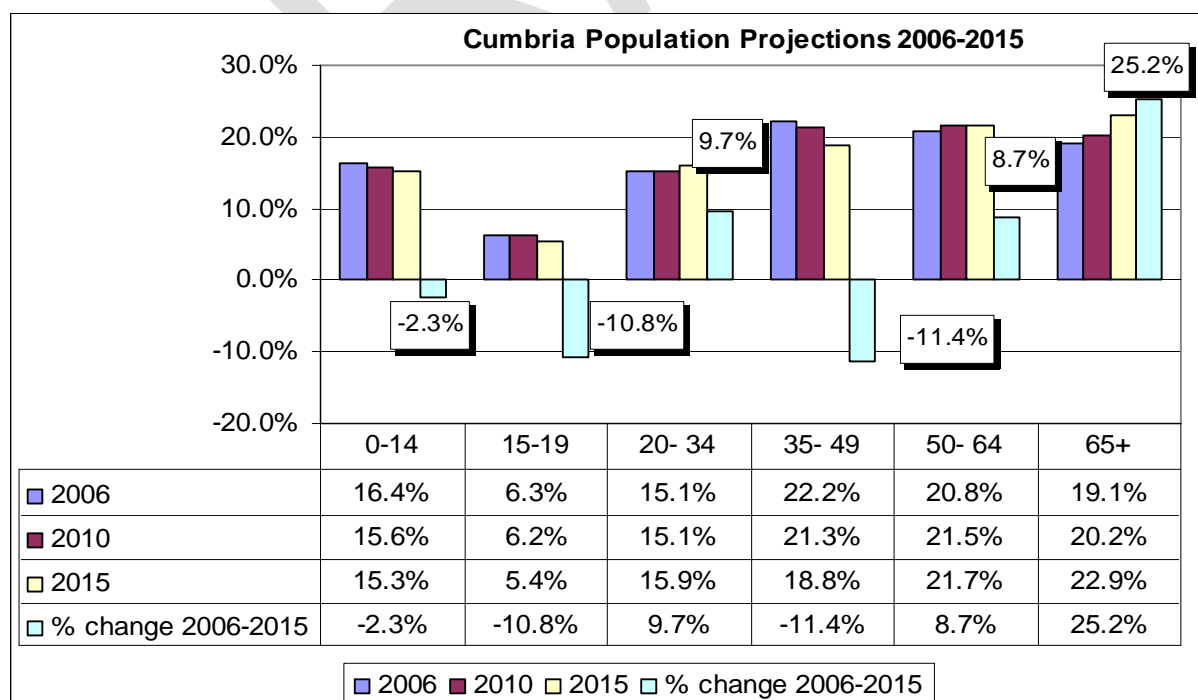
This is the sub-regional report focuses upon the five sub-regions of; Cheshire & Warrington, Cumbria, Lancashire, Greater Manchester and Greater Merseyside. Each report will focus upon the particular spatial issues and implications of Adult Responsive Provision. **A summary of implications for education, training and skills is provided at the end of the report.**

## Cumbria Learning and Skills Council

### Demographics:

- The fall in the 15-19 cohort from 31,400 in 2006 to 28,000 in 2015 provides a 10.8 per cent decline in the cohort.** This is lower than the regional. This downward trend is reflected across the sub-region, with Greater Merseyside experiencing the sharpest fall. **The fall in 15-19 year olds will impact on the supply of workers of this age, especially given that staying on rates in education have increased among these groups.**
- Equally the 35- 49 age group in Cumbria falls from 110,100 in 2006 to 97,500 in 2015 provides a 11.4 per cent decline in the cohort.

Figure 1: Cumbria Demographic Trends 2006-2015



Source: Revised 2006-based SNPP Local Authorities and higher areas; population projections by sex and quinary age groups.

### **Cumbria**

*In summary in the period 2005-15, there is expected to be:*

- *A fall of 2.3 per cent in 0- 14 year olds (1,900)*
- *A fall in the number of 15- 19 year olds of 3,400 (10.8%)*
- *Increase expected among 20- 34 year olds (7,300, or 9.7 %)*
- *A fall in the number of 35- 49 year olds of 12,600 (11.4%),*
- *A large increase in the number of people 50- 64 by 9,000 or (8.7%) and over 65 years old: 23,900 or 25.2%*

### **Working Age Adult Population (19- 59/64)**

- 3 **Cumbria adult working age population has increased marginally by 6,000 from 270,000 to 276,000 from 2006 to 2007.**
- 4 The greatest increase of 5,000 was in Carlisle from 55,000 to 60,000 (9.7% increase). Eden and Copeland have both declined as indicated in the table.

**Figure 2: Cumbria Working Age Population 2006- 2007 (19- 59/64)**

	2006 Population aged 19- 59/64 (000s)	2007 Population aged 19-59/64 (000s)	Change 2006/ 2007
Allerdale	51	53	2.1%
Barrow-in-Furness	39	39	0.0%
Carlisle	55	60	9.7%
Copeland	40	40	-1.3%
Eden	29	28	-3.1%
South Lakeland	56	57	0.9%
<b>Cumbria</b>	<b>270</b>	<b>276</b>	<b>2.0%</b>

Source: Annual Population Survey 2006, 2007 (19- 59/64).

### **Qualification Profile**

- 5 The qualifications of the region's workforce are a proxy for their skills. Although the North West has increased its qualification profile, in comparative terms it has not managed to close the gap with the England.
- 6 Cumbria performs comparatively well to the regional and England qualification profile, specifically at Level 2. Cumbria does have a lower proportion of adults qualified at Level 4 in comparison to the regional and national picture.

**Figure 3: Cumbria Qualification Profile**

	Population aged 19-59/64 (000s)	level 4 (%)	level 3 (%)	level 2 (%)	lower than level 2 (%)	without a qualification (%)
England	29,519	30.2%	49.0%	68.9%	18.6%	12.5%
North West	3,932	27.1%	46.8%	67.7%	17.8%	14.5%
Cheshire/Warrington	502	35.6%	52.7%	72.9%	17.6%	9.4%
<b>Cumbria</b>	<b>276</b>	<b>26.9%</b>	<b>47.8%</b>	<b>72.2%</b>	<b>18.1%</b>	<b>9.7%</b>
Greater Manchester	1,501	27.1%	46.9%	66.9%	17.8%	15.3%
Lancashire	822	26.0%	47.6%	68.4%	17.8%	13.7%
Merseyside/Halton	832	23.3%	42.0%	63.8%	17.7%	18.5%

Source: APS07 Highest qualification held by population aged 19-59/64.

- 7 Analysis of the qualification profile at district level provides a distinct contrast to the Cumbria profile. South Lakeland and Eden have a higher qualification profile than the local office average, particularly at Level 4.
- 8 Cumbria has a lower proportion of adult without a qualification, than the regional average of 14.5 per cent. Areas with a higher proportion than the Cumbria average are Allerdale (12.7%), Barrow-in-Furness (12.5%) and Copeland (11.6%).

**Figure 4: Cumbria Qualification Profile**

	Population aged 19-59/64 (000s)	level 4 (%)	level 3 (%)	level 2 (%)	lower than level 2 (%)	without a qualification (%)
Allerdale	53	19.5%	44.3%	67.7%	19.6%	12.7%
Barrow-in-Furness	39	23.1%	41.7%	65.8%	21.8%	12.5%
Carlisle	60	25.3%	46.9%	<b>76.0%</b>	17.6%	6.4%
Copeland	40	26.9%	47.3%	69.6%	18.8%	11.6%
Eden	28	<b>28.3%</b>	<b>49.2%</b>	74.1%	18.9%	6.9%
South Lakeland	57	<b>37.5%</b>	<b>55.9%</b>	<b>77.4%</b>	13.8%	8.8%
<b>Cumbria</b>	<b>276</b>	<b>26.9%</b>	<b>47.8%</b>	<b>72.7%</b>	<b>18.1%</b>	<b>9.7%</b>

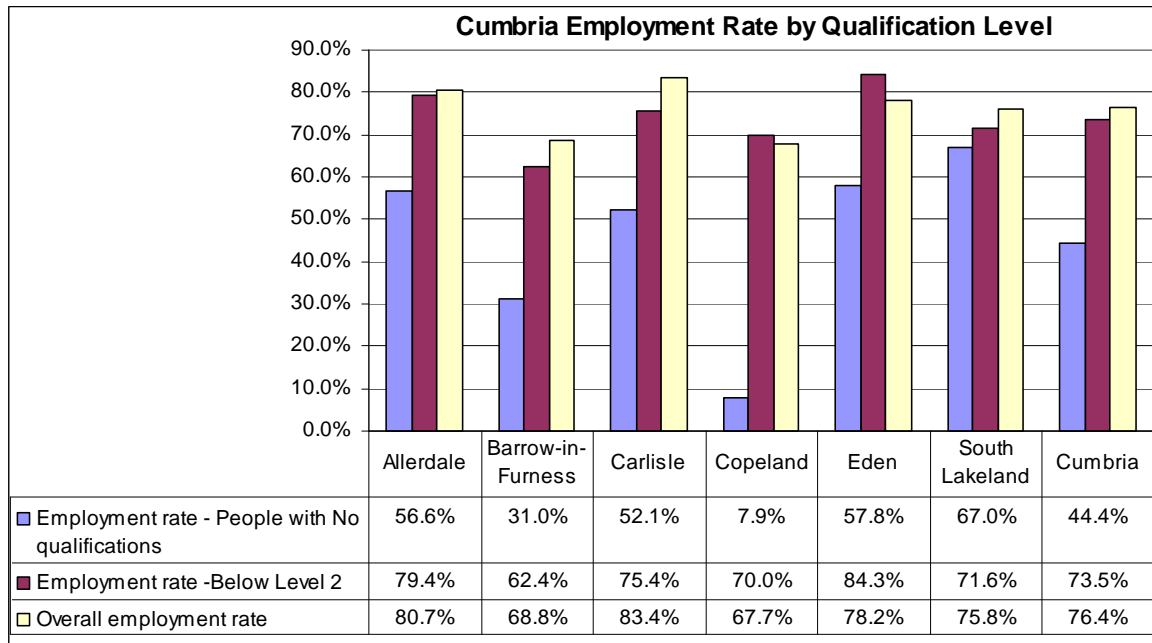
Source: APS07 Highest qualification held by population aged 19-59/64.

- 9 The **Employer Responsive report outlines the proportion of the working age population who are qualified to at least a Level 2 and Level 3 at district level.** This analysis also includes projections of Level 2 and 3 up to 2011, this has been based upon current performance and the anticipated gap with the national average.

### Trends in Employment Rate

- 10 The Government has the target of **80 per cent working age population in employment** and this requires the strategic alignment of organisations and agencies on this agenda.
- 11 The employment rate in the North West sub-regions varies significantly and can be largely attributable to the industrial structure of the area.
- 12 **The employment rate of those with no qualifications is comparatively strong within the Cumbria and the local areas,** in particular this is notable for South Lakes with 67.0 per cent. **Barrow-in Furness however, has a much lower rate of employment for those who have no qualifications at 31 per cent,** one of the lowest in the region (Burnley has the lowest rate at 25.1%).
- 13 Overall Employment rates vary from 67.7 per cent to 80.7 per cent in Allerdale.
- 14 Providing the opportunity for people to gain a qualification up to Level 2 is expected to improve their employability and provide a platform for progression into the workplace. (See Employer Responsive section on the Train to Gain programme).

**Figure 5: Cumbria Employment Rate below Level 2**



Source: Annual Population Survey 2007.

## Employability & Worklessness

### How to support workless people into sustainable jobs (focusing on priority groups)

#### National Strategy

- 15 The Government has made a clear commitment to integrate its employment and skills strategies into a truly seamless employment and skills system which **not only helps people into work but helps break the cycle of low skills, short-term jobs and low wages**. The joint DWP/DIUS publication **Work Skills** (June 08) and the subsequent **welfare reform green paper** (July 08) outline the plans to overhaul the welfare and training system and improve skills.

*“Our vision is a welfare state where no one is written off and everyone is expected to contribute. We want to do more to prevent people from drifting into long-term unemployment or inactivity and becoming detached from the labour market.” (No one written off: reforming welfare to reward responsibility, DWP July 2008).*

- 16 The LSC with partners will support individuals through skills development from worklessness into sustainable employment, through the delivery of PSA targets of the LSC (Skills for Life & Level 2) and those of other agencies.

#### Overview Workless People

- 17 Sub-regions and districts which have in recent years experienced strong job creation have generally seen a stronger rise in resident employment rates and a fall in claimant worklessness.
- 18 Manchester and Liverpool in particular have seen large absolute changes in jobs created and falling benefit claimant rates. By comparison, an area like Blackpool with severe economic weaknesses, has seen little job growth and little reduction in the numbers claiming benefits. Some areas have seen a greater reduction in claimant worklessness than others with a similar level of job growth. Job creation in Barrow and Blackburn with Darwen has been at approximately the same

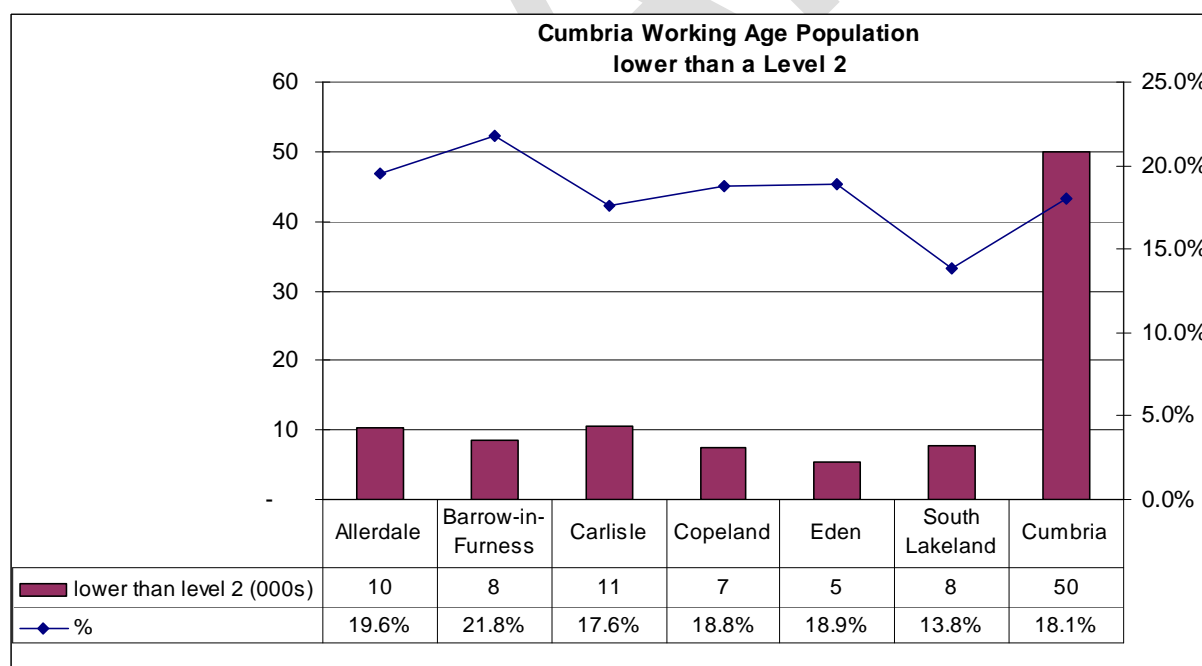
modest level between 1999 and 2006, but Barrow has seen some fall in claimant count while the effect in Blackburn with Darwen has been neutral.

- 19 There may be a number of factors at play in explaining these trends: for those districts where there are large numbers of in-commuters, jobs created may not feed through to increases in resident employment.
- 20 In the urban districts with higher levels of in-migration of foreign workers, there may be less of a reduction in claimants; in districts such as Liverpool and Knowsley where claimant counts were highest at the start of this period, new jobs are more likely to be filled by those formerly claiming benefits; finally, the figures may demonstrate the impact of an additional policy focus and funding for worklessness in these areas.
- 21 The true effect of the economic down turn is yet to be measured, but will have significant implications for government policies and PSA agreements.

### Working Age with a qualification lower than level 2

- 22 A significant proportion of those lacking a Level 2 are workless. In 2007, 17.8 per cent of the adult working age population<sup>1</sup> in the North West had a qualification **lower than a level 2**, this is equivalent to 699,000. This compares to 18.6 per cent for the England average.
- 23 **Cumbria has 18.1 per cent (50,000) of the working age population lower than a level 2, which is higher than the regional average 17.8% (figure 6 provides a district summary).** Allerdale has a significant proportion of the working age population qualified below Level 2 at 19.6 per cent.

**Figure 6: Adult Working Age Population without a Level 2 (19- 59/64)**

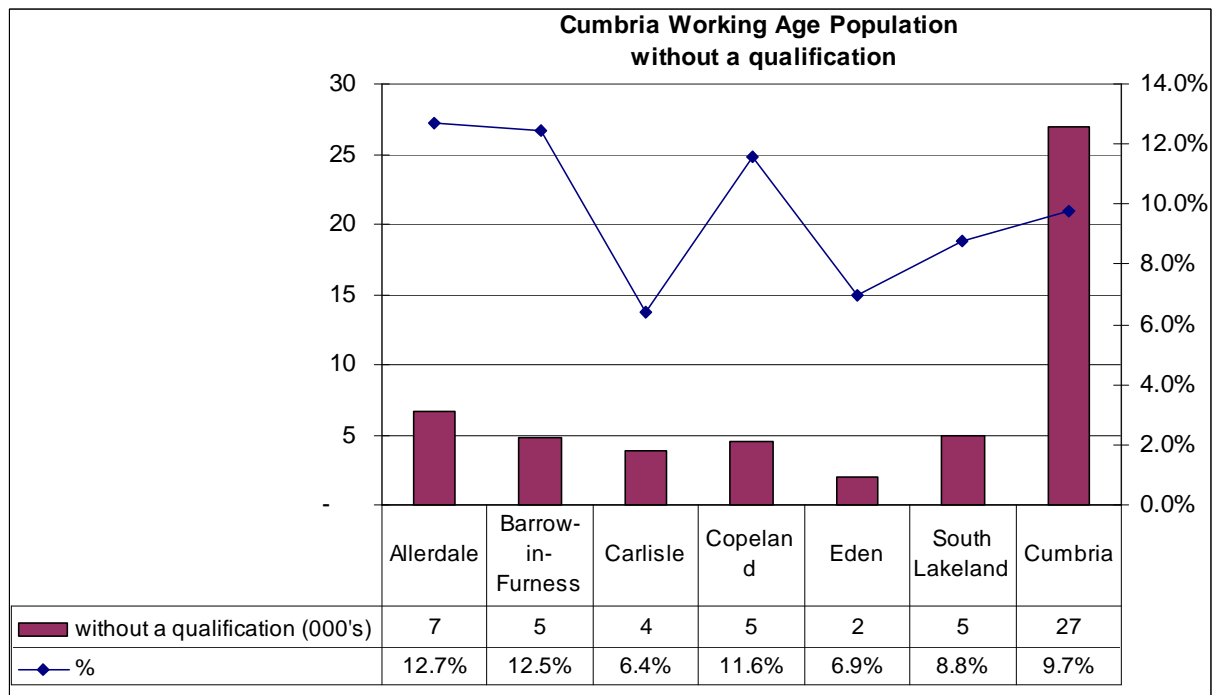


Source: Annual Population Survey 2005-2007 (19-59/64).

- 24 In the region over 14 per cent of the working age population have no qualifications which is equivalent to (570,000). Cumbria has a lower proportion of the working age without a qualification, Allerdale and Barrow-in-Furness has just over 12 per cent - further breakdown is provided in figure 7.

<sup>1</sup> Age19-59/64.

**Figure 7: Working Age Population with No qualifications (19- 59/64)**



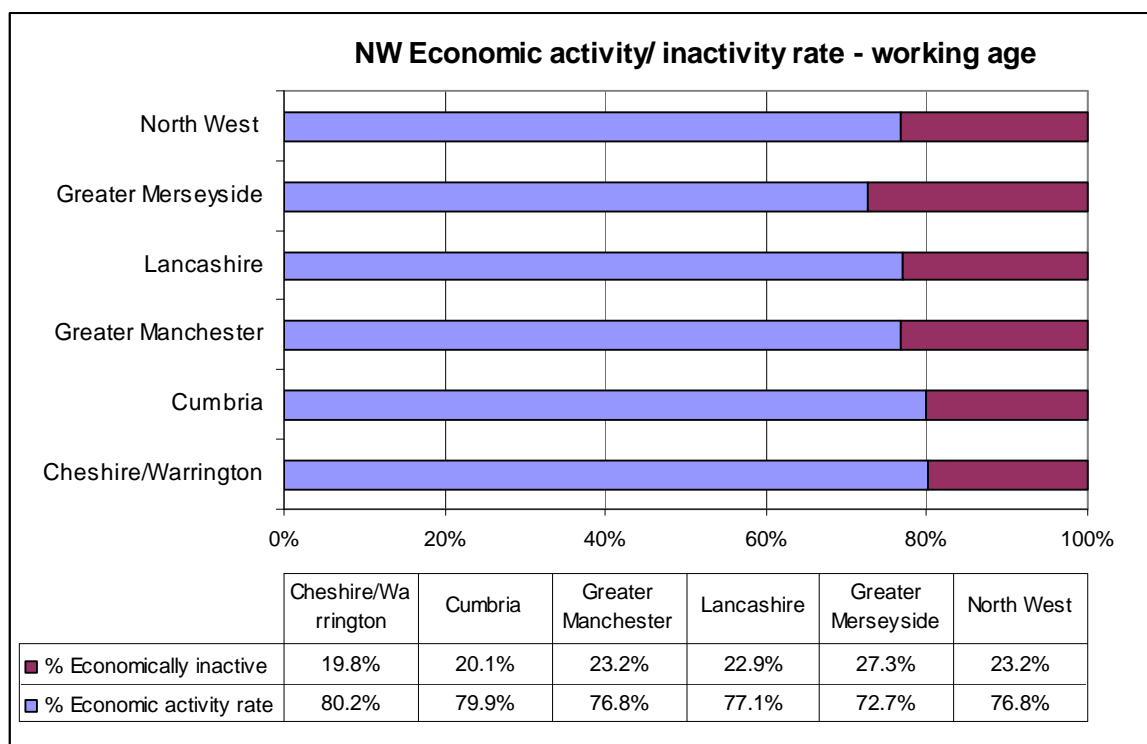
Source: Annual Population Survey 2005-2007 (19-59/64).

### Economically Active and Inactive

- 25 **Rates of economic inactivity are typically higher amongst those with no qualifications**, of the economically active<sup>2</sup> population, 27.8 per cent do not have a Level 2. For the inactive population, the corresponding figure is 49 per cent. The North West still has a gap to close with the national average in the proportion of the working age population without a level 2 qualification.
- 26 The North West working age population is split into those who declare themselves as either economically active or economically inactive which is a 76.8%: 23.2%.

<sup>2</sup> A person is economically active if they are either employed or unemployed in a particular period - usually the survey reference week.

**Figure 8: Working Age Population: Economically Active/ Inactive**



Source: Annual Population Survey 2007.

27 Cumbria has a comparatively high economically active population, however, district level analysis illustrates the disparities in those who are economically active.

**Figure 9: Cumbria Economically Active and Inactive**

	Economic activity	rate %	Economically inactive	rate %
Allerdale	46,100	82.8	9,500	17.2
Barrow-in-Furness	31,400	72.8	11,700	27.2
Carlisle	54,000	85.4	9,200	14.6
Copeland	30,900	72.3	11,800	27.7
Eden	24,300	79.3	6,300	20.7
South Lakeland	47,200	79.4	12,200	20.6
<b>Cumbria</b>	<b>235,100</b>	<b>79.9</b>	<b>59,000</b>	<b>20.1</b>

Source: Annual Population Survey 2007.

**A significant proportion of those lacking a level 2 are workless**

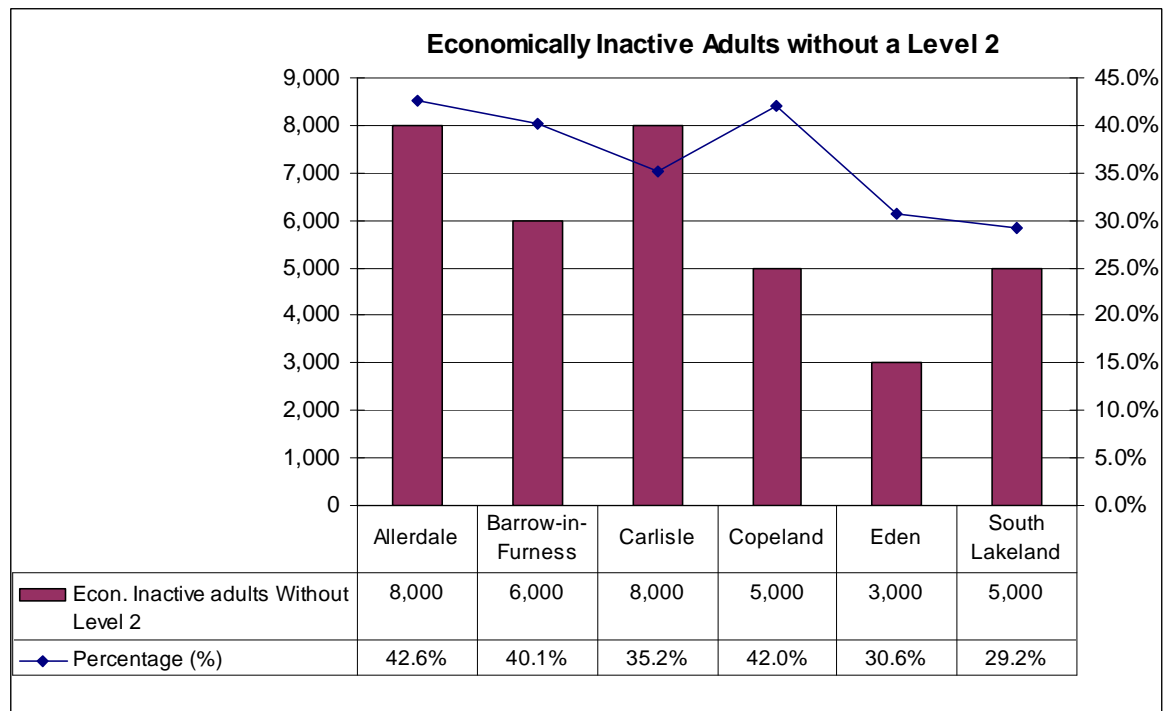
**Workless People Without a Level 2**

28 There is also a strong spatial dimension to worklessness. For adults across the region the rate of inactivity is highest in Greater Merseyside at 27.3%, compared to the regional average of 23.3% and the England average of 21.4%. **Cheshire and Warrington and Cumbria have inactivity rates below the England average.**

29 Those are 'worklessness' are defined as those either unemployed without a Level 2 and those economically inactive adults without a level 2. For the North West this equates to 600,000 individuals.

- 30 **The Annual Population Survey 2005 indicates that of the 97,000 adults of working age without a Level 2 qualification in Cumbria, 36.0 per cent (35,000) are also economically inactive without a level 2.** A breakdown by district indicates that of those Adults without a level 2 a high proportion are economically inactive – close to half in Allerdale, Barrow-in-Furness and Copeland respectively.

**Figure 10: Economically Inactive People without a Level 2**



Source: Annual Population Survey 2005.(awaiting update from DCSF). Workless figures not available at this level, (Unemployment figures for those without a level 2 are suppressed at this level).

- 31 The North West has the second highest rate of Incapacity Benefit claims across English regions, double the lowest rate found in the South East.

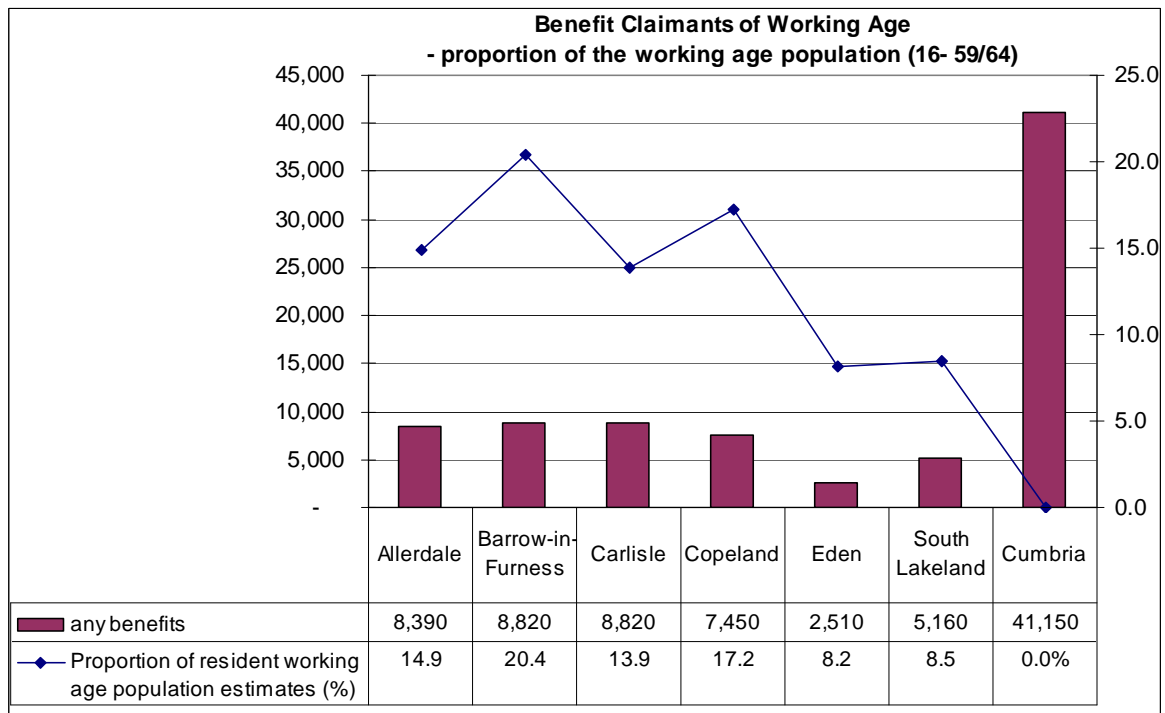
**The region has much higher level of claimants, especially of Incapacity Benefit...**

- 32 A significant proportion of the working age people within the region who are not in work will be claiming out of work benefits.

**The number of people claiming out of work benefits remains very high in the region in general and continues to be highly concentrated amongst certain benefits...**

- 33 In 2008 there were around **736,700 people in the region claiming out of work benefits, which is 17.4% of the working age population**, (compared to 13.6% for the UK as a whole). This is around 110,000 more people claiming these benefits than if the region met the UK average. The majority of these were claiming Incapacity Benefit (IB) (398,160 or 9.4% of the working age population).
- 34 **Cumbria has approximately 14 per cent of working age population claiming some type of benefit, in comparison to the regional position (18%).** This is equivalent to 41,140 claimants from the working age population from Cumbria.
- 35 Barrow-in-Furness has the highest benefit claimants with 8,820, (approx 20.4 per cent of the working age population), lowest proportions are in Eden and South Lakeland.

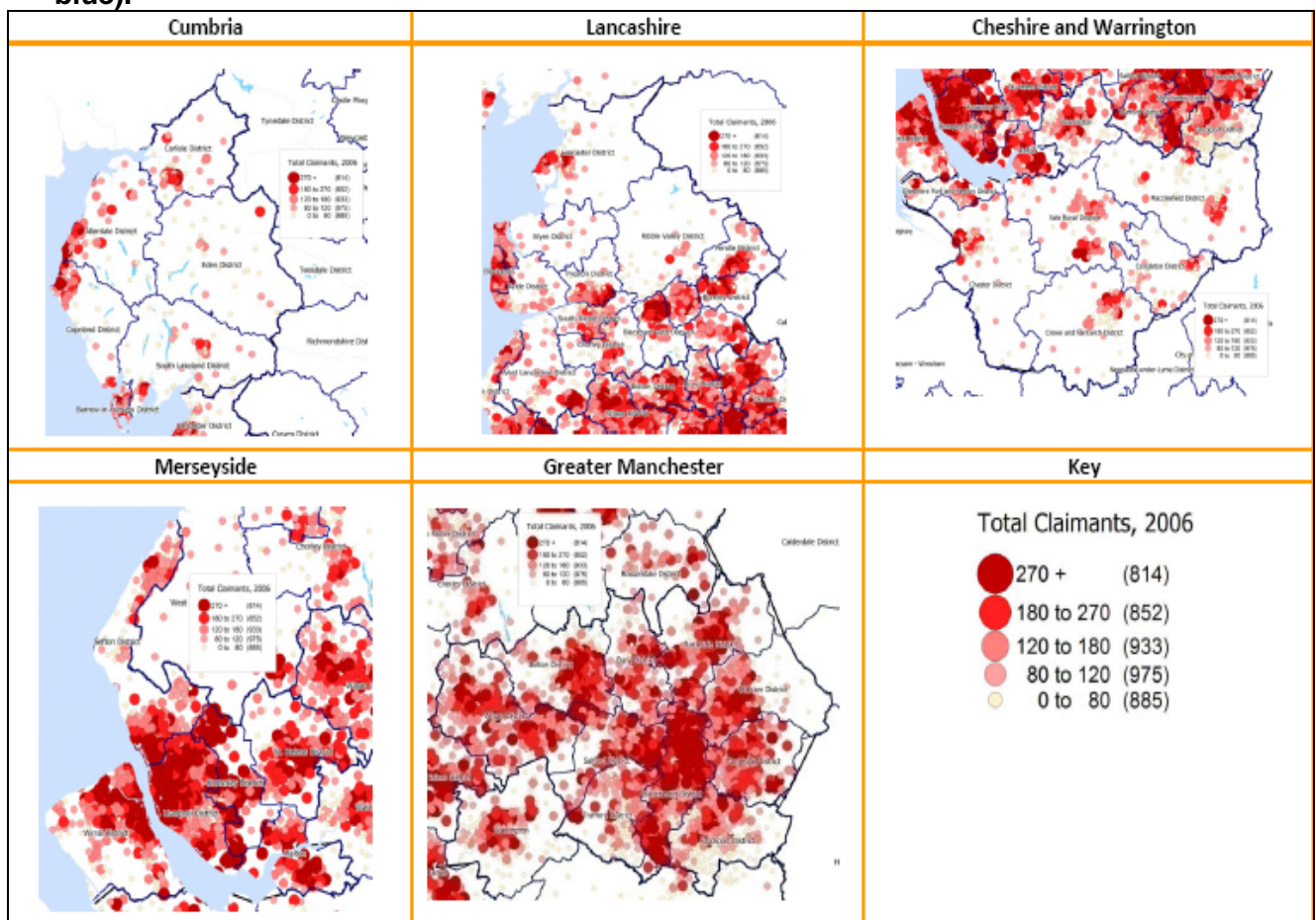
**Figure 11: Benefit Claimants as Proportion of the Working Age Population**



Source: Benefit claimant data - DWP via NOMIS, February 2008. Notes benefits include: carers allowance; disability living allowance; incapacity benefit; income support (IS)/pension credit (PC); job seekers allowance; severe disablement allowance; widows benefit and other combinations.

- 36 The pattern of worklessness is present in several local neighbourhoods and amongst particular labour market groups. The groups who have benefited less from the growth in employment are **older workers, those with no qualifications and some ethnic groups**. This is consequently reflected in the proportion of benefit claimants from these client groups.
- 37 Whilst many of the geographical concentrations of worklessness have been distant from the major hotspots of employment growth (such as places like **Barrow and Blackburn**), historically the wide geographical spread of job growth has provided good opportunities for many claimants to access work opportunities. Given the current economic slowdown this issue is likely to be exacerbated as job opportunities decline in the region.

**Figure 12: Total Claimants by SOA in the North West, by sub-region (districts in blue).**



**Workless People: how we engaged with our priority groups?**

- 38 A key constraint upon the economic performance of the North West, and the key locations within it, is the extent of worklessness<sup>3</sup> in the region.
- 39 Despite the steady increase in the region’s overall employment rate (closing the gap with England as the rate has risen from 70.5% in 1997 to 72.5% in 2007), **the NWDA’s most recent economic analysis suggests the region’s lower employment rate accounts for £4bn of the region’s current £17bn output gap with England.**
- 40 The numbers of young people and adults that are not engaged in any form of employment, or are unable to work for varying reasons creates significant gaps in the local and regional economy.
- 41 Overall there is a clear pattern of lower attainment of the economically inactive population compared to the active. **72.2 per cent of the working age active population are qualified to level 2 (2.2 million with L2) and only 19.5 per cent of the economically inactive population have the same qualification (202,000 with L2).**

**In developing services to tackle worklessness<sup>4</sup>, account needs to be taken of the higher levels of economic activity amongst certain groups in society.**

<sup>3</sup> The Social Exclusion Unit (2004) describes worklessness as including “people who are unemployed or economically inactive, and who are in receipt of working age benefits.”

## Characteristics of Key Client Groups

- 42 **Worklessness continues to be heavily concentrated amongst particular groups....**there are a range of socio-economic groups which are recognised as suffering labour market disadvantage in general and this is likely to be reflected in **lower employment rates and higher rates of benefit claiming.**
- 43 The circumstances and characteristics of key client groups: **Offenders; Lone Parents; People from Ethnic Minority Groups (BME); Learners with Learning Difficulties and/or Disabilities (LLDD); People from Deprived Areas and Older Jobseekers (aged 50+)** are outline in the following section.

### Offenders

- 44 55 per cent of all ex-offenders are economically inactive in the region. This has huge implications, as often they have multiple barriers to overcome before being available to the labour market.
- 45 Offender Learning and Skills and Employability Skills Programmes will continue to contribute to overall performance of the skills for employability agenda.
- 46 LSC has approved **capital investment of £950,000** in the learning and skills departments of prisons and probation.
- 47 Coming on top of a recent ICT Refresh investment of £1.8 m in North West prisons this is a significant change which will improve delivery of learning and skill to offenders. A further investment of capital in prisons for young offenders and young adult offenders has just commenced.

### Lone Parents

- 48 **Cheshire & Warrington and Cumbria have a lower proportion of lone parents. Cheshire & Warrington has (9.3%) 33,293<sup>5</sup> (5,008 males and 28,285 females), whereas Cumbria has (5.6%) 19,968 (2,869 males and 17,099 females).**
- 49 At 38.3 per cent Greater Manchester has the highest proportion of lone parents (compare to other sub-regions)
- 50 Analysis of the Lone Parents statistical group in the region indicates that 94,340 are claiming some type of benefit, over 80 per cent of which are claiming income support (IS)/pension credit (PC) (83,060), this is equivalent to 2.2 per cent of the working age population.
- 51 **Cumbria has 4,180 Lone parents are claiming any type of benefit**, the majority of which are claiming income support (IS)/pension credit (PC).

**Figure 13: Cumbria Lone Parent Benefit Claimants**

	Lone Parents Claiming Any Benefit	% of Working Age Population
Allerdale	930	1.7
Barrow-in-Furness	860	2.0
Carlisle	970	1.5
Copeland	810	1.9

<sup>4</sup> The Social Exclusion Unit (2004) describes worklessness as including “people who are unemployed or economically inactive, and who are in receipt of working age benefits.”

<sup>5</sup> 2001 census - standard tables.

	Lone Parents Claiming Any Benefit	% of Working Age Population
Eden	200	0.7
South Lakeland	410	0.7
<b>Cumbria</b>	<b>4,180</b>	<b>1.5</b>

Source: Benefit claimant data - DWP via NOMIS. Notes benefits include: carers allowance; disability living allowance; incapacity benefit; income support (IS)/pension credit (PC); job seekers allowance; severe disablement allowance; widows benefit and other combinations.

### People from Ethnic Minority Groups

- 52 Seven per cent of the region are from a ethnic minority group, this proportion varies significantly by sub-region with some local authority districts having over a quarter of the population from a Black and Ethnic Minority community.

**Figure 14: Population breakdown by Ethnicity**

Ethnicity (%)	England	NW Region	Gtr Manchester	Gtr Merseyside	Lancashire	Cheshire & Warrington	Cumbria
% of white - working age	88.5	93.0	89.3	96.6	91.7	97.8	97.4
% of mixed ethnic group	0.8	0.6	0.8	0.4	0.7	0.6	0.8
% of Indian	2.5	1.2	1.4	0.4	4.5	0.0	0.6
% of Pakistani/Bangladeshi	2.3	2.6	4.1	0.4	8.9	0.6	!
% of Black or Black British	2.7	0.9	1.8	0.6	0.1	0.1	!
% of other ethnic group	3.1	1.6	2.3	1.4	2.4	0.2	!

Source: Census 2001.

- 53 Available data indicates that 13,600 (2.5%) the working age population are from a Black or Ethnic Minority Group.

**Figure 15: Cumbria % of People from Ethnic Minority Groups**

	% of BME - working age	% of Working Age Population	Proportion (%)
Allerdale	!	55,600	!
Barrow-in-Furness	!	43,100	!
Carlisle	1,200	63,200	2.0
Copeland	900	42,700	2.2
Eden	!	30,700	!
South Lakeland	!	59,400	!
<b>Cumbria</b>	<b>2,100</b>	<b>294,700</b>	<b>0.7</b>

Source: Annual Population Survey 2007. (Note ! Estimate and confidence interval not available since the group sample size is zero or disclosive (0-2)).

- 54 Cumbria has over 2,100\* of working age adults from BME communities, with an employment rate of (90.5%), significantly higher than the regional average.
- 55 There are issues with disclosure, as the numbers are small for Cumbria, where possible data had been supplied.

**Figure 16: Working Age Employment Rate - BMEs**

	working age employment rate - BMEs	% of BME Working Age Population	Proportion (%)
Allerdale	!	!	!
Barrow-in-Furness	!	!	!
Carlisle	1,000	1,200	77.6
Copeland	900	900	100.0
Eden	!	!	!
South Lakeland	!	!	!
<b>Cumbria</b>	<b>1900</b>	<b>2100</b>	<b>90.5</b>

Source: Annual Population Survey 2007. (Note ! Estimate and confidence interval not available since the group sample size is zero or disclosive (0-2)).

**Adult Learners with Learning Difficulties and/or Disabilities (including those with Mental Health problems)**

- 56 People with disabilities are twice as likely to have no qualifications. Nationally, the rate of economic inactivity for people with a disability is significantly higher than for the population average. This is a particular issue in the North West, which has an inactivity rate for people with a disability of 51.9 per cent, 7.3 percentage points above the national average.
- 57 The North West has the second highest rate of people with LDD (23.6%). There are 19,624 adult learners (19+) in Further Education who have declared that they have a learning difficulty and/or disability in the region, this is a decline of 3,429 learners since F05 2006/07 (23,053).
- 58 Declaration of LDD decreased in Cumbria between 2005/06 and 2006/07, which was reflected by the overall fall in the proportion of adult learners on programme. The latest F04 2007/08 information indicates a further fall in learners with LDD, again learner this may represent the overall proportion of learner numbers.

**Figure 17: Adult Learners Responsive, with Learning Difficulties and/or Disabilities**

Learner Numbers		Year	Source		
		2005/06	2006/07	2007/08	
Partnership Team	LLDD	F05	F05	F05 (%) Change	F04
Cumbria	Learners with LDD	1,964	1,690	-14.0%	1,240
Cumbria Total		20,281	14,102	-30.5%	11,068

Source: LSC FE F05 05/06, 06/07, F04, 2007/08.

**People from Deprived Areas (Index of Multiple Deprivation 2007)**

- 59 The Index of Deprivation 2007 is calculated by collecting data on seven main topic areas or domains, each measuring a different aspect of deprivation. Areas may be counted as deprived in one or more of the domains depending on the number of types of deprivation that they experience.
- 60 Results from the seven domains are combined to give an overall Index of Multiple Deprivation. The domains do not contribute equally to the overall IMD; the weightings used are Income Deprivation (22.5%), Employment Deprivation (22.5%) Health Deprivation and Disability (13.5%), Education, Skills and Training Deprivation (9.3%), Barriers to Housing and services (9.3%), Living Environment Deprivation (9.3%), Crime (9.3%)

61 Northwest Local Authorities feature in the worse performing 50 authorities in England (according to rank). **Liverpool remains the worst performing district nationally, whilst both Manchester and Knowsley feature in the bottom 10 despite improving their position since the IMD 2004.**

62 **Most districts in Cumbria have improved on there rank score from 2004/2007 with the exception of Copeland which has increased by 6 points.**

**Figure 18: IMD 2007 – Full North West District Ranking (change 2004/ 2007)**

LA Name	2004 Score	2004 Rank	2007 Score	2007 Rank	Score Difference	Rank Difference
Liverpool	49.78	1	46.97	1	-2.81	0
Manchester	48.91	2	44.5	4	-4.41	2
Knowsley	46.57	3	43.2	5	-3.37	2
Blackpool	33.91	24	37.66	12	3.75	-12
Salford	38.19	12	36.51	15	-1.68	3
Blackburn with Darwin	32.28	34	35.83	17	3.55	-17
Burnley	31.83	37	34.61	21	2.78	-16
Rochdale	33.69	25	33.89	25	0.2	0
Barrow-in-Furness	32.98	29	32.69	29	-0.29	0
Halton	34.29	21	32.61	30	-1.68	9
Hynburn	28.53	58	30.91	40	2.38	-18
Oldham	30.73	43	30.82	42	0.09	-1
Pendle	27.59	71	30.24	44	2.65	-27
St.Helens	31.95	36	29.82	47	-2.13	11
Preston	28.47	59	29.78	48	1.31	-11
Bolton	29.41	50	29.67	51	0.26	1
Tameside	29.81	49	28.78	56	-1.03	7
Wirral	30.06	48	27.9	60	-2.16	12
Wigan	29.26	53	26.91	67	-2.35	14
Copeland	25.67	84	25.73	78	0.06	-6
Sefton	26.12	78	25.13	83	-0.99	5
Rossendale	24.05	92	24.23	92	0.18	0
Carlisle	22.2	108	22.7	110	0.5	2
Lancaster	22.25	107	21.94	117	-0.31	10
Allerdale	22.92	105	21.63	119	-1.29	14
Bury	23.53	97	21.42	122	-2.11	25
West Lancashire	21.07	127	20.4	141	-0.67	14
Ellesmere Port & Neston	19.8	141	19.92	147	0.12	6
Stockport	18.06	159	18.06	161	0	2
Warrington	19.39	147	17.89	165	-1.5	18
Wyre	17.77	161	17.7	170	-0.07	9
Crewe & Nantwich	17.09	174	17.45	174	0.36	0
Trafford	20.15	136	17.33	178	-2.82	42
Chester	17.03	178	16.86	184	-0.17	6
Chorley	17.15	172	16.56	188	-0.59	16
Vale Royal	17.06	176	16.18	196	-0.88	20

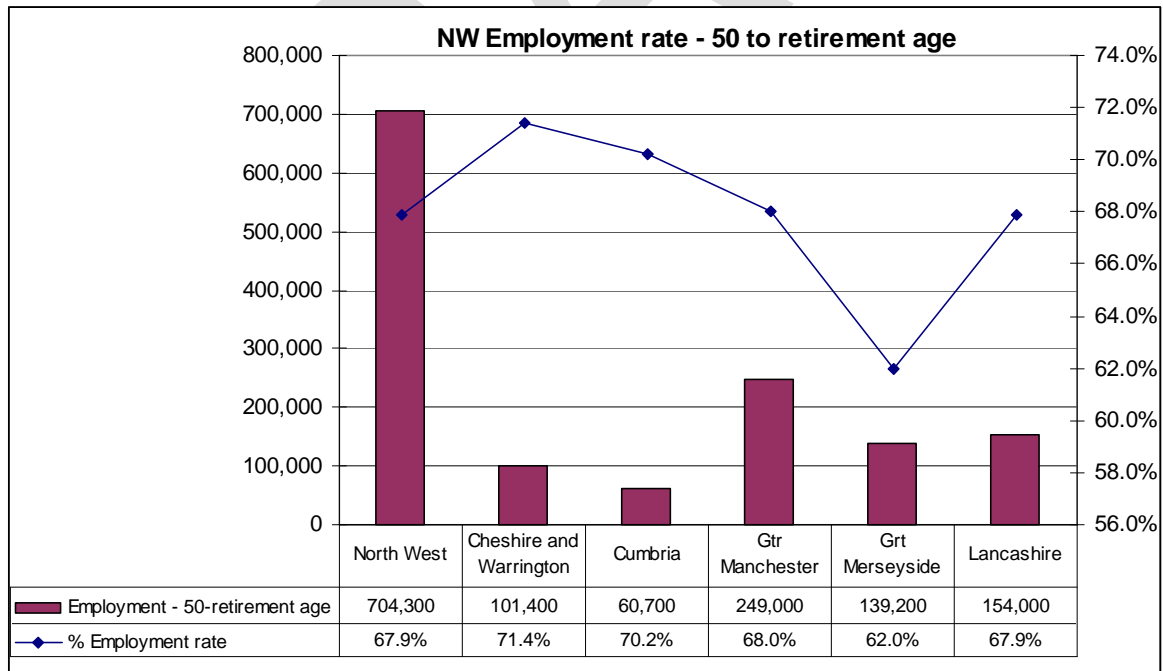
LA Name	2004 Score	2004 Rank	2007 Score	2007 Rank	Score Difference	Rank Difference
Eden	15.7	200	14.64	221	-1.06	21
South Ribble	13.95	229	14.1	233	0.15	4
Fylde	13.06	240	12.86	251	-0.2	11
South Lakeland	12.01	258	11.67	267	-0.34	9
Macclesfield	11.13	276	10.67	290	-0.46	14
Ribble Valley	10.34	288	10.07	302	-0.27	14
Congleton	9.51	305	9.86	303	0.35	-2

Source: IMD 2004/ 2007.

### Older Jobseekers (50-retirement)

- 63 The employment rate is 72.4 per cent for the region, which is lower than the national trend of 74.4 per cent.
- 64 **For adults in the 50 to retirement age, the North West rate is 67.9 per cent, well below the England average of 71.4 per cent.**
- 65 Overall Greater Merseyside has the lowest employment rate for 50+ at 62 per cent and Cheshire & Warrington the highest at 71.4 per cent. The employment rate varies in the sub-regions from Knowsley at 57.4 per cent to 74.7 per cent in Stockport.
- 66 The ability to retain these older workers in the labour force will depend on the strength of labour demand, but also on increasing awareness of the opportunities amongst workers and employers.

Figure 19: Regional Employment Rate: 50 to retirement age

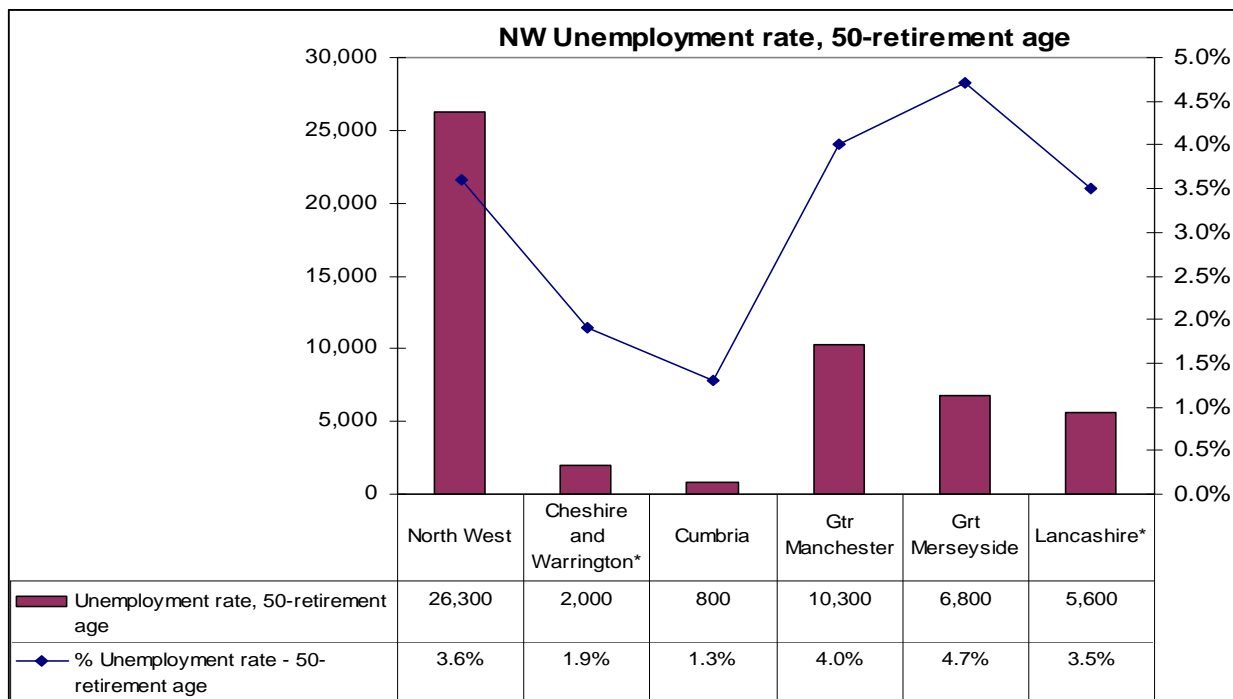


Source: Annual Population Survey 2007.

- 67 The North West rate of economic inactivity for people ages 50 to retirement age is above the England average.
- 68 The number of people aged over 50 with no qualification is relatively high at 25% and make up around a third of the total (250,000).

- 69 The unemployment rate for 50-retirement stood at 3.6 per cent or 26,300 people.
- 70 While the lack of skills will be a barrier to employment amongst this group, it overlaps with other issues which limit employment (e.g. including mental and behavioural difficulties, record of offending etc).
- 71 It is also likely that over time, an **increasing number of people will remain in employment post retirement age**. It is likely that some retraining of these older groups will be needed to meet skills needs and this has implications for the future pattern of training delivery, with lower demand for full time provision, and increased demand for flexible part-time or work based provision.

**Figure 20: NW Unemployment rate - 50-retirement age**



Source: Annual Population Survey 2007.(note\* Estimate is less than 500; Blackpool, Warrington,).

### Over 50 to retirement Age - Attitudes towards learning<sup>6</sup>

- 72 Of the differences noted among particular groups of customers, age was the factor that most clearly differentiated the views of Jobcentre Plus customers towards the Leitch recommendations. This is partly due to the variations in the type of programmes and the access to training that are currently available to younger customers, but attitudes to training also vary with age. **'As people move towards retirement, they see less value in investing in training than younger people'**.

#### Key messages: Tackling Worklessness focusing on priority groups

1. economically inactive population and those with no qualifications	<ul style="list-style-type: none"> <li>• Key challenge of enabling workless people back into sustained employment.</li> </ul>
2. Lone parents	<ul style="list-style-type: none"> <li>• Lone parents significant variation in the sub-region</li> </ul>
2. Offenders 3. Ex-offenders	<ul style="list-style-type: none"> <li>• Lack of information available on this client group, making it difficult to quantify the multiple barriers faced by offenders.</li> </ul>

<sup>6</sup> NW Skills for Employability Study 2008.

**Key messages: Tackling Worklessness focusing on priority groups**

4. BME Community	<ul style="list-style-type: none"> <li>Multiple barrier; lower employment rates and economic inactivity rates</li> </ul>
5. Older Job Seekers	<ul style="list-style-type: none"> <li>* Adult Advancement &amp; Careers Service – link to the challenges that this new services will face given different client groups (i.e. as above older worker least flexible and less open to change).</li> </ul>
7. Learners with Learning Difficulties and/or Disabilities	<ul style="list-style-type: none"> <li>the North West, which has an inactivity rate for people with a disability of 51.9 per cent, 7.3 percentage points above the national average.</li> </ul>

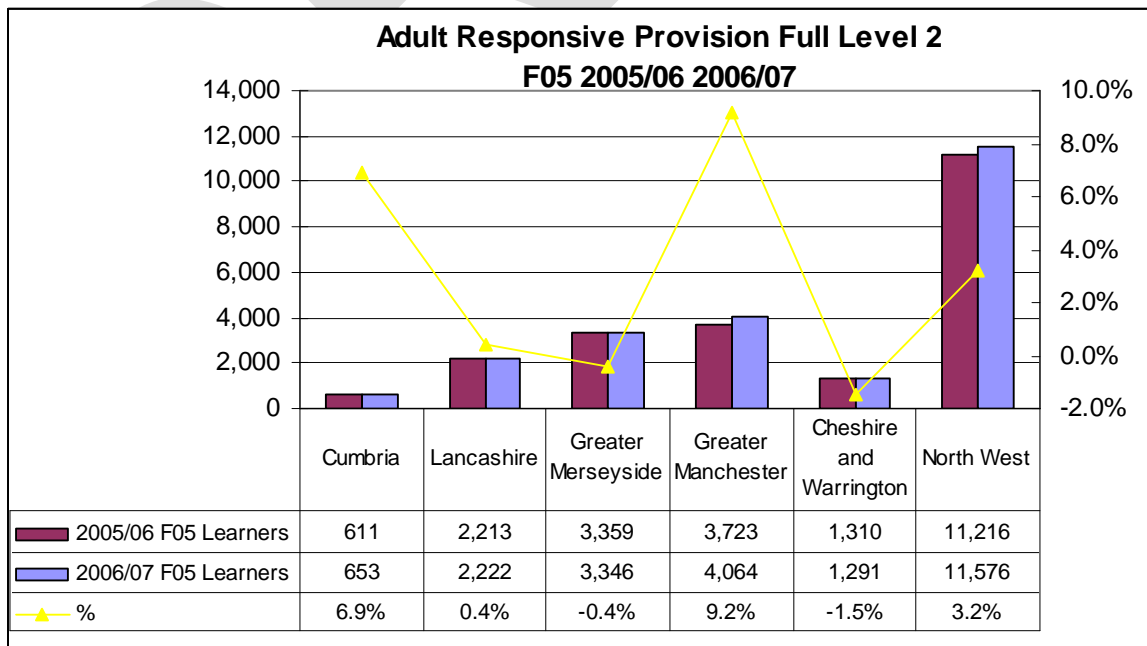
**Adult Learner Responsive Provision  
Learner Volumes**

**Adult Responsive Full Level 2**

**PSA Indicator 2: By 2011 we should be aiming for 79 per cent of adults qualified to at least Full Level 2**

- 73 The latest figures from the Annual Population Survey indicates that 67.7 per cent of the region’s working age population<sup>7</sup> has a Level 2 qualification: similar to the national level of 68.9 per cent.
- 74 This analysis will review learner volumes with regard to Adult Learner Responsive Provision: **Adult Level 2, Adult Level 2, Skills for Life, OLASS, Adult Safeguarded Learning, Developmental Learning and IAG.**
- 75 Trends in adult responsive provision indicate that just over 26,082 learners continue to study a full level 2 qualification in 2007/08.
- 76 Adult responsive provision has continued to fall and this is reflected by the continued growth in employer responsive provision.

**Figure 21: NW Adults Responsive Full Level 2 Provision**



<sup>7</sup> qualification held by population aged 19-59/64.

Source: 19+ Learner Responsive provision within FE, F05 2005/06, 2006/07.

77 Cumbria has 9,280 learners in 2007/08, with 618 adult learners undertaking a Full Level 2 (6.7% of the overall volume of learners).

**Figure 22: Cumbria Adult Responsive Full Level 2**

2007/08				
Provider Name	Number of Learners	%	Full level 2 learners	Proportion of overall %
Cumbria Total	9,280	100.0%	618	6.7%

Source: 19+ Learner Responsive provision within FE, 2007/08 F04.

78 Over 60 per cent of learners are from non-disadvantaged areas, as the Level of qualification rises from a Full Level 2 to a Full Level 3, this increase to 70 per cent.

**Figure 23: Adult Responsive Full Level 2 by Disadvantage**

2007/08			
LSC	Disadvantage	Number of Learners	Full level 2 learners
Cumbria	Not Disadvantaged	6,452	412
	Disadvantaged	2,828	206
Cumbria Total		9,280	618

Source: 19+ Learner Responsive provision within FE, 2007/08 F04.

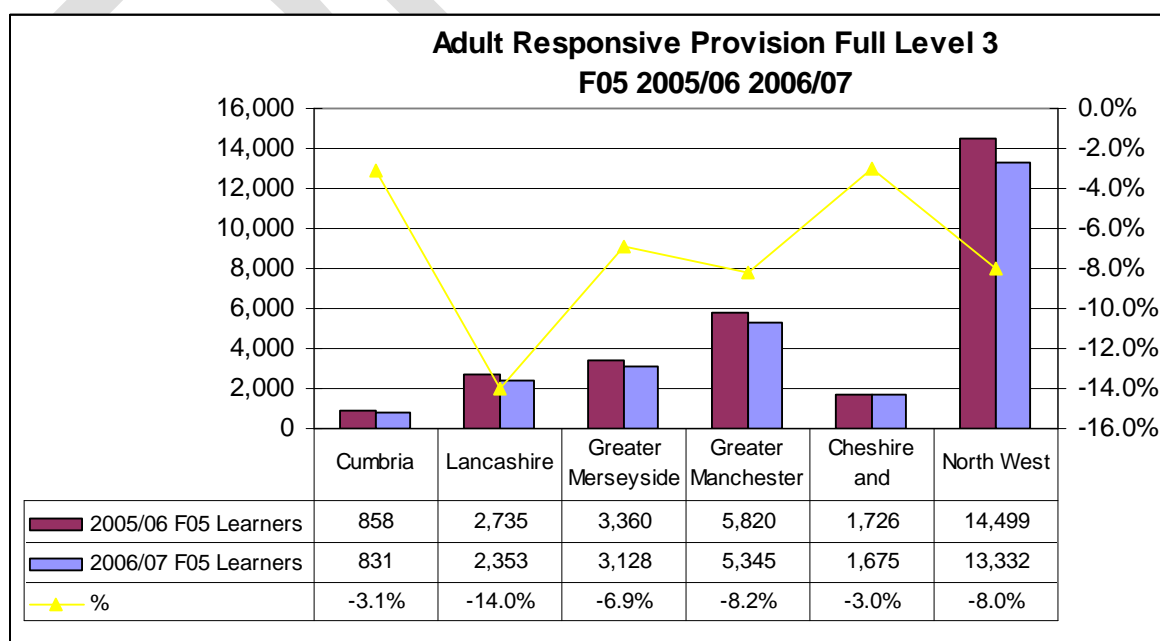
### Adult Level 3

**PSA Indicator 3: By 2011 we should be aiming for 56 per cent of adults qualified to at least Full Level 3**

79 The latest figures from the Labour Force Survey indicates that 46.8 per cent of the region's working age population had a Level 3 qualification: slightly below the national position of 49.0 per cent.

80 Adult Learner Responsive provision at Full Level 3 indicates that over 13,332 learners continued to study for a Full Level 3 (a fall of 8 percentage points from 2005/06). In 2005/06 this stood at 14,449 learners.

**Figure 24: NW Adults Responsive Full Level 3 Provision**



Source: 19+ Learner Responsive provision within FE, F05 2005/06, 2006/07.

81 Cumbria provides 9,280 of which 798 are undertaking a Full Level 3.

**Figure 25: Cumbria Adults Responsive Full Level 3 Provision**

Provider Name	2007/08 Number of Learners	%	Full level 3 learners	Proportion of overall %
Cumbria	9,280	100.0%	798	8.6%

Source: 19+ Learner Responsive provision within FE, 2007/08 F04.

82 Over 60 per cent of learners are from non- disadvantaged areas, as the Level of qualification rises from a Full Level 2 to a Full Level 3, this increase to 70 per cent.

**Figure 26: Adult Responsive Full Level 3 by Disadvantage**

LSC	Disadvantage	2007/08	
		Number of Learners	Full level 3 learners
Cumbria	Not Disadvantaged	6,452	560
	Disadvantaged	2,828	238
<b>Cumbria Total</b>		<b>9,280</b>	<b>798</b>

Source: 19+ Learner Responsive provision within FE, 2007/08 F04.

## How to achieve the PSA Skills for Life ambition?

### Skills for Life

- 83 The national Skills Strategy in April 2001 outlined the challenge “to improve the basic skills levels of 2.25 million adults (aged 16 and over) between 2001 and 2010”.
- 84 The region has made significant progress on this target and achieved the 2007 milestone by 200 per cent (2,276,000 by July 2008), but there is no room for complacency, given the challenges of the new Skills for Life target.
- 85 From August 2008, the LSC adopted the Leitch PSA target for Skills for Life. This target is that by 2020: **95 per cent of adults should have basic functional literacy and numeracy skills**<sup>8</sup>. (Functional Skills are defined as entry 3 for numeracy and level 1 for literacy/ ESOL). Current baselines<sup>8</sup> would suggest that in the North West the actual figure of **adults operating at these levels is 83% for literacy/ ESOL at level 1 and 75% for numeracy at entry level 3**.
- 86 To support this challenging target the LSC grant letter confirmed that the total funding for Skills for Life will increase from £946m currently to £1,018m by 2010/11 with most of this targeted at individual rather than employer based training. It also confirmed total potential numbers of adult learners in England for Skills for Life as rising from 1,147,000 in 2007/8 to 1,227,000 in 2010/11.

### Regional Skills for Life Breakdown

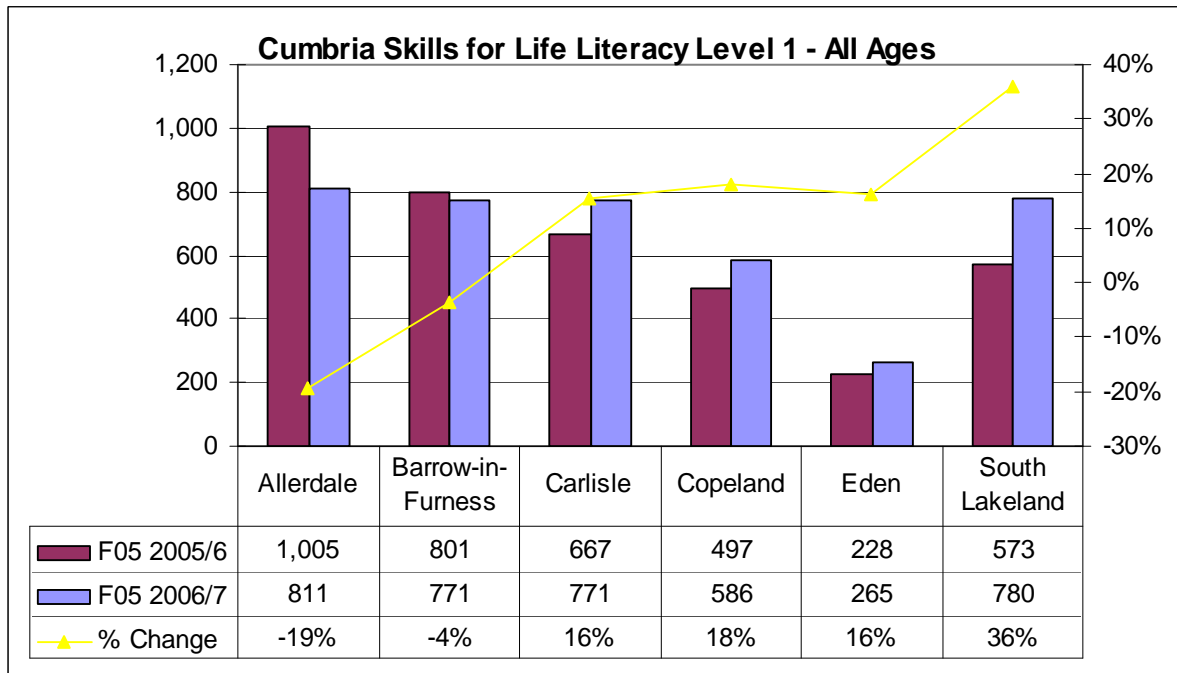
**The Skills for Life PSA target is based upon all ages (16-18 and 19+), the following charts also provide a position statement for the region as a whole for Literacy Level 1, ESOL, Level 1 and Numeracy Entry Level.**

- 87 The proportion of Skills for Life Literacy Level 1 has increased from 3,771 to 3,984 (5% increase). Strong growth was in South Lakeland (17%) and has been

<sup>8</sup> Only baseline data available (DfES 2003 Survey).

particularly high from 573 to 780, this success should be noted and perhaps reviewed as good practice.

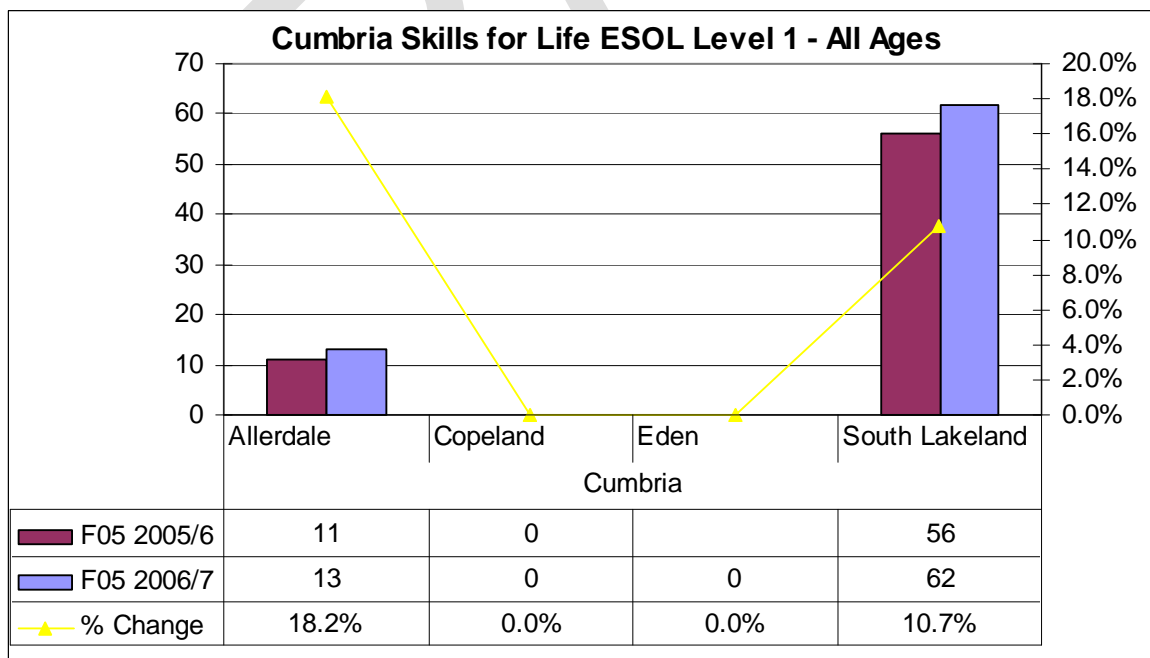
**Figure 27: Cumbria Skills for Life Literacy Level 1 (Skills for Life Target) all ages**



Source: Residency, All Programmes, F05 2005/06, 2006/07.

88 A subset of Literacy is ESOL, again the increase in South Lakeland is reflected in the growth.

**Figure 28: Cumbria Skills for Life ESOL Level 1 (subset of SfL Literacy L1 learners) all ages**

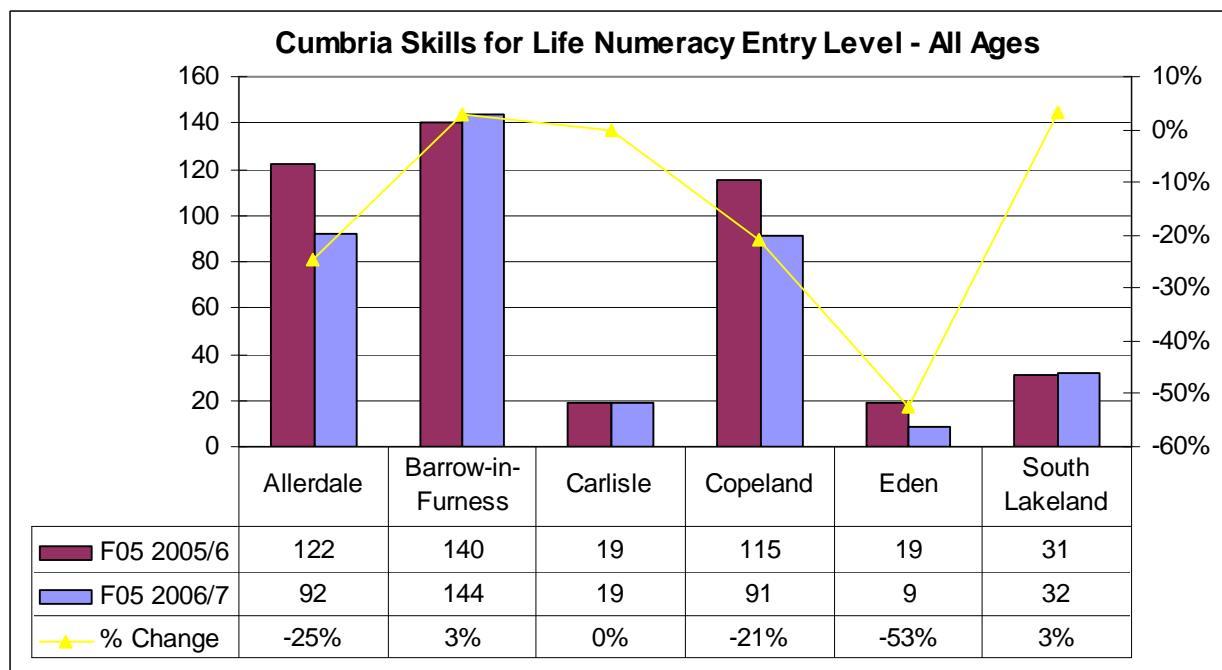


Source: Residency, All Programmes, F05 2005/06, 2006/07.

89 Cumbria Numeracy Entry Level (all ages), has declined from 446 in 2005/06 to 387 in 2006/07. At district level Eden has experienced the most significant decline. It would be useful to review the reasons behind this decline as the

region has a demanding PSA Numeracy target, which requires significant growth from across the region.

**Figure 29: Cumbria Skills for Life Numeracy Entry Level (subset of S4L target) all ages**



Source: Residency, All Programmes, F05 2005/06, 2006/07.

### Skills for Life - Priorities for the Region

- 90 The National Audit Office (NAO) published; "Skills for Life: Progress in Improving Adult Literacy and Numeracy" on the 6th June 2008.
- 91 This document made a number of recommendations for the future focus for Skills for Life, the key areas of activity of which have been used as the framework for the **North West Skills for Life Implementation Plan: (Full Plan [here](#))**. The focus will be upon the following activity:
- 1. The need to deliver more numeracy provision.**
  - 2. Monitor the potential impact of other agendas including functional skills (set to replace Skills for Life adult qualifications in 2013) and the foundation learning tier,**
  - 3. Improve participation and achievement on Skills for Life programmes**
  - 4. Improve participation on Skills for Life programmes from priority groups, including Jobcentre Plus clients and offenders,**
  - 5. More support to encourage employers to invest in Skills for Life development for their employees (including better use of Train to Gain)**
  - 6. Increased engagement with the Third Sector (voluntary and community organisations)**
  - 7. Continue to invest in professional development of teaching staff.**
- 92 **Those with numeracy skills at Level 3 and above attract up to 13 per cent more earnings compared to those with lower skills levels.**
- 93 in response to this nationally, the National Centre for Excellence in the Teaching of Mathematics (NCETM) has been commissioned by the Department for Innovation, Universities and Skills (DIUS), to work with key partners to develop a National Numeracy for Employability Strategy.

### Why is there a need to focus on numeracy?

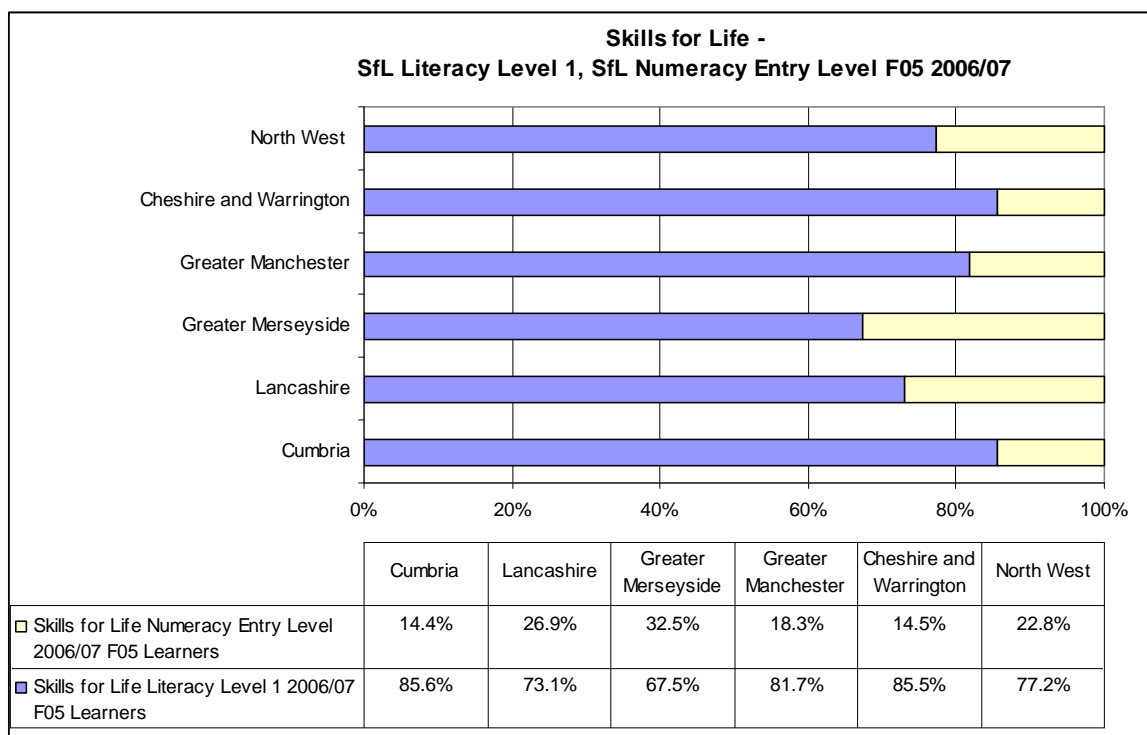
**Evidence suggests:**

- **Men aged 16- 37 with numeracy skills at Entry Level 3 are up to 8 per cent more likely to be economically active than men with lower skills. (Four Years On: Findings and messages for policy & practice, NRDC, 2006).**
- **For women the NRDC study showed that “while the impact of low level literacy and low numeracy is substantial, low numeracy has a greater negative effect.**
- **Employer’s surveys/ job requirements across a range of sectors and SSSA supported work on basic employability skills, all demonstrate the importance of good numeracy skills across a wide range of jobs and learning programmes.**
- **More than 6 in 10 of those in routine or semi-routine work had Entry Level 3 or lower numeracy skills.**

### **Skills for Life Regional Performance**

- 94 North West providers have also achieved the aspirational benchmark of 80:20 – approved/target: non approved provision. In 2006-7 the balance and mix for the region was 82: 20. However this move may have affected the success rates for Skills for Life provision as approved qualifications are more difficult to achieve.
- 95 Success rate for the region indicates that all Skills for Life provision (all subjects, all levels, and all funding streams) **is 53%**. This is **below the national average of 57% and significantly below the DIUS aspiration of 70% to be achieved by 2010.**
- 96 Further support for providers will be needed to be put in place to ensure this position improves. In particular there needs to be an increased focus in *numeracy provision*, which historically has been in the shadow of literacy programmes.
- 97 In the North West there has been significant progress. The region achieved 108% of its 2001- 2004 Public Service Agreement (PSA) target.
- 98 The 2004-07 regional target for learner achievement was 109,670 and by August 2007 the North West had achieved 244, 329 (223%). The region has achieved a further 12,106 learner achievements in the first term of 2007-8.
- 99 A key issue is that the majority of this provision **was delivered at levels 1 and 2 and therefore more needs to be done to improve achievement of entry level** provision, especially as this is the functional level identified for numeracy.
- 100 It is estimated that a significant amount of achievements at levels higher than the functional levels identified by Leitch are “first” achievements and therefore will need to capture when monitoring progress.
- 101 Current benchmarks suggest that 30% of level 2 achievements in literacy and ESOL are learners achieving for the first time and 50% of level 1 and level 2 achievements in numeracy are from learners achieving for the first time, and thus will be included as counting towards Leitch aspirations.
- 102 2006/07 the balance between learner volumes for literacy and numeracy is available below.

**Figure 30: Skills for Life Balance 2006/07**



**Key messages:** Progress in Improving Adult Literacy and Numeracy - the challenge of the PSA targets...

**Issue:**

**Implication:**

1. Numeracy is one of the biggest challenges. An estimated 6.8 million adults have numeracy skill levels below Entry Level (national).	<ul style="list-style-type: none"> <li>there is a large national interest in increasing the level of numeracy provision, the North West is developing a Numeracy Implementation Plan which will support the increase in numeracy achievements.</li> </ul>
2. increase the volumes of adult functional skills – as the majority of provision is currently delivered at levels 1 and 2.	<ul style="list-style-type: none"> <li>more needs to be done at entry level – as this is the functional level which has been identified for numeracy.</li> </ul>
3. encourage employers to invest in Skills for Life development for their employees.	<ul style="list-style-type: none"> <li>We need to continue to ensure that employers promote the importance of good numeracy skills across a wide range of jobs and learning programmes – by promoting the end benefits to their company.</li> </ul>
4. continue to invest in professional development of teaching staff.	<ul style="list-style-type: none"> <li>As demand for tutors increases more need to train to achieve the delivery target.</li> <li>We need to build the capacity required to support this learning.</li> </ul>

**Summary of Implications for education, training and skills:**

**1. The Policy Challenge: the contribution of the PSA target:**

The qualifications of the region's workforce are a proxy for their skills. Although the region has increased its qualification profile, it has not managed to close the gap with England.

- Level 2: In Cumbria **strong progress** has been made in terms of young people and adults in obtaining this qualification (**67.3 per cent in 2005 to 72.2 per cent in 2007**), an increase of 4.9 per cent.

- Level 3: In 2007 Cumbria (**47.8%**) is performing in line with the regional trend (46.8%). Again good progress has been made from 44.1 per cent in 2005 (3.1% increase). (Projections on Adult Level 2 and Level 3 see Employer Responsive report).

## **2. The Challenge of the PSA Skills for Life ambition**

Regional analysis suggests that without any growth, the North West would achieve the Literacy/ ESOL Leitch PSA targets, however **the region would be 5,081<sup>9</sup> achievements short for numeracy Leitch PSA targets.**

**To encourage growth the learning and skills sector will need to encourage employers to invest in Skills for Life development for their employees.**

- Skills for Life Literacy Level 1: Overall volumes in FE for the region were 64,387 in 2006/07, of which Cumbria delivered 3,984 (6.2% of the regional total). Modelled achievement counting towards First Level 1 or above in literacy in 2007/08 indicates that the region would have **to achieve 32,655 to maintain progress towards the projected 2011 PSA target for Skills for Life.**
- Skills for Life First Entry Level 3 Numeracy: Overall volumes in FE for the region were 10,277 in 2006/07, of which Cumbria delivered 387 compared to 446 in 2005/06 (13% decrease). Modelled achievement counting towards First Entry Level 3 numeracy in 2007/08 indicates that the region would have **to achieve 12,629 to maintain progress towards the projected 2011 PSA target for Skills for Life.**

To support this PSA ambition an increase in the **volumes of adult functional skills is required, as the majority of provision is currently delivered at levels 1 and 2.**

## **3. How to support workless people and move them into sustainable jobs (specifically focusing on priority groups)**

**The LSC has a leading role to play in delivering the new integrated objective of sustainable employment and progression, working with the DWP and Jobcentre Plus.**

**Workless People:** For the future prosperity of the region, there is a need to **get people who are currently economically inactive back into employment**, and particularly into jobs with **level 2 and above skills requirements.**

- In Cumbria, 36.1 per cent (35,000) of the economically inactive are without a Level 2. For Allerdale this rises to 42.6 per cent.<sup>10</sup>
- **In 2008, 14.9 of the working age population in Cumbria were claiming benefits (41,140 people).** The North West position is higher at 17.4 per cent (736, 700 people).
- **Increased focus on reducing those who are workless will be a considerable challenge for the North West, given the differences across the local LSC areas. Barrow-in-Furness & Copeland had higher proportion of benefit claimants at 20.4 & 17.2% respectively.**
- For Cumbria, the key groups that are likely to suffer disadvantages in the labour market **include: lone parents; offenders; older workers and some ethnic groups.**
- **The economic downturn and 'likely' recession will bring with it a number of challenges**, as inevitably there will be an increase in the number of JSA claimants, so

<sup>9</sup> (Per year), modelling based upon Comprehensive Spending Review and a 14.5% share of the national target.

<sup>10</sup> Annual Population Survey 2005 (awaiting update from DCSF).

partners will need to **shift focus on the short/ medium term jobless alongside the longer term unemployed.**

**4. Offender Learning and Skills Service (OLASS) contribution to the PSA agenda**  
The challenge is to continue to improve participation on Skills for Life programmes from priority groups (such as offenders and ex-offenders), given the challenging PSA targets. This becomes an even greater challenge as 'easier to reach' learners may be engaged and suggests that **more innovative and flexible ways of delivering programmes may be required to those 'hardest to reach'** but with the most need – especially offenders in the community.

- **Based on national data, 50 per cent of offenders are below level 1 and over half do not have any qualifications.**
- **800 offenders are released in the NW every quarter (approximately 75% will be workless on release).**

In response to this challenge, providers need to review current policies, recruitment practices and modes of delivery to provide opportunities for all- in partnership with the learning and skills sector.

#### **5. Trends in Adult Learner Responsive Provision: Adult Level 2 & 3; Skills for Life and Adult Safeguarded Learning**

**Impact of Demographic Trends:** The fall in 15- 19 year olds will impact on the supply of workers of this age, especially given that staying on rates in education have increased among these groups. This will have implications for those sectors and occupations which traditionally rely on young people for employment. **It may also increase the requirement for Level 2 qualified adults.**

**As demand for level 2 increases from employers as the nature of the employment structure changes we need to continue to up skill the adult workforce.**

**Increase in the number of older people** will be a key issue for the region and the ability of employers to meet their skill needs. The main implication of the ageing population in certain parts of the region is that **increased targeting** is needed on those aged 50+, both to **retain those already in work** and to **encourage and enable** those who are **currently not in the workforce to return to employment.**

**Adult Full Level 2: The contribution of the learning and skills sector to the Adult Full Level 2 PSA target is crucial if we are to meet the expected future demand for skills. Based upon modelling the target,** the growth required in Adult Full Level 2 provision is a real challenge. In Cumbria, the combined number of learners participating on employer responsive (1,090) and adult responsive (618) provision reached 1,708<sup>11</sup> Full Level 2 learners in 2007/08. Despite this growth in learners, modelling would suggest that 2,869 achievements are required in 2007/08 to maintain growth toward the PSA 2011 target.<sup>12</sup>

**Adult Full Level 3:** The combined number of learners participating on employer responsive (867) and adult responsive (798) provision reached 1,665<sup>13</sup> learners in 2007/08. Modelling for Cumbria would suggest that 1,050 achievements are required in 2007/08 to maintain growth toward the PSA 2011 target of the regional total of 15,000.<sup>14</sup>

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<sup>11</sup> ILRF04 return 2007/08.

<sup>12</sup> Based on 7% share of regional target.

<sup>13</sup> ILRF04 return 2007/08.

<sup>14</sup> Based on 7% share of regional target.