

Young People in Jobs Without Training



Leading learning and skills

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Information Service

Purpose: This document forms the 'young people in jobs without training' section of the South West Strategic Analysis 2008. The Strategic Analysis is the annual 'stock-take' analysis and considers labour market intelligence, performance information and Government policy to develop a full strategic picture of current education and training marketplace. The analysis is supported by national skills research (including Skills in England Report 2007, National Employer Skills Survey and Working Futures). The stock-take provides the intelligence to confirm our strategies and priorities.

Theme: Young people in jobs without training

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Key Points

- > Measures to raise the participation age in the Education and Skills Act 2008 are designed to improve the skills base of young people and will impact not only on those classed as NEET but also on young people who leave school at 16 or 17 to work in 'Jobs without Training' (JWT).
- > The Education and Skills Act 2008 places a duty on **all** young people to participate in education or training up to the age of 18 and imposes a duty on employers who are not providing accredited training to release their young employees for training.
- > Until recently, young people in JWT have not been a strategic priority but the impending legislative changes mean that policy makers need to better understand the characteristics of this group; their motivations and the types of learning which will engage them and meet their employers' skills needs.
- > In the current economic climate, the range of employment opportunities for young people is likely to be squeezed and although the numbers staying on in learning are rising, so too are youth unemployment figures and the proportions classed as NEET. People in the JWT group are particularly likely to fall into a 'low pay, no pay cycle' and measures to ensure that they can learn and develop their skills to withstand the recession will be increasingly urgent.
- > In the South West, 9.6% of young people entered jobs without training (c15,000) in December 2008 which is the greatest proportion after the East of England (10%) and well above the English average of 8.4%.
- > Combined with the NEETs and 'Not Knowns', young people not in education or training account for 18.2% of young people in the region. This is below the national average of 19.6% but is a measure of the scale of the challenge facing those charged with engaging all young people in learning or training.
- > Within the region, Devon has the largest proportion (13.1%) of young people in Jobs without Training and Somerset (6.5%) and Bath and North East Somerset (6.5%) the least. In South Gloucestershire, although relatively high proportions leave school for employment an above average proportion (7.9%) are in work with Level 2 training compared with the regional average (2.7%).
- > Over the last three years the numbers in JWT have been on a declining trend in the region, as elsewhere.
- > National research has shown that young people in JWT are not a homogenous group and they have very different motivations and experiences requiring different policy responses. In fact, several of the sub-groups of young people in JWT have more in common with NEET sub-groups than with others within the JWT category.
- > Overall young people in JWT tend to be male (60%) white (95%) with 30% qualified to Level 2 and the remainder qualified below that level, including 9% with no GCSEs

- > 16 and 18 year old leavers who enter jobs without training are most likely to be employed in Elementary occupations at the age of 19. Their occupational profile differs markedly from those who have benefited from Government Supported Training or work with training.
- > Education Maintenance Allowances have been shown to have disproportionate and positive impact on the destinations of groups who are under-represented in post-16 education. However, in the South West, EMA take up rates have not been increasing at the national rate, although the region performs well in relation to early take-up in September.
- > The jobs in which young people are employed (not just those in JWT) are dominated by Sales and Elementary occupations, such as bar work, cleaning and labouring. Two sectors – Wholesale and retail and Hotels and restaurants provide more than 1 in 2 of all the jobs undertaken by young people aged 16-19.
- > The Sector Skills Councils which cover these two sectors (Skillsmart Retail and People 1st) have a below average take up of Apprenticeships. Further, 18% of employers in People 1st believe that apprenticeships are not relevant to their sector.
- > National research found that most young people in JWT did not think there were apprenticeships in their chosen field of work. Moreover, their employers tended to regard their young employees as short-term staff and saw little point in investing in training for them.
- > In respect of Train to Gain, employers in key sectors for young people's employment had below average awareness of the support available to employers through this route.
- > Young people in JWT face numerous barriers to engagement including a lack of support post-16, a dislike of formal education and a lack of planning skills. All of these point to a need for improved pre-16 guidance, better follow up and support services and better advice on the range of learning options available including apprenticeships and Diplomas.
- > For those who are content in their work and see employment as a positive step, there is a need for more work based learning opportunities below Level 2; a need to encourage more employers to offer apprenticeships; and the increased availability of work-based learning that offers clear future benefits and financial incentives.

Background and Policy Context

'Young people in jobs without training (JWT)' are defined as people aged 16 or 17 who are in full time work (more than 16 hours per week) and not in receipt of training leading to Level 2 or above. In other words, people in this classification may be receiving training, but such training is below Level 2 and/or not accredited, for instance Health and Safety or induction training.

Until recently, unlike those categorised as NEET (Not in Education, Employment or Training), young people in jobs without training have not been a strategic priority since any employment has been seen as a legitimate post-school destination. However, the sorts of jobs which young people can access at this level tend to be low level, routine and unskilled occupations typified by casual and seasonal employment which neither fits with the government's aspirations for a workforce with world class skills qualified to at least Level 2, nor its ambitions to improve social mobility.

In recognition that creating better education and training opportunities for young people in jobs without training (JWT) should be a priority, measures to address this issue are contained in the Education and Skills Act 2008. The Act will raise the school leaving age by making participation in education or training compulsory up to the age of 18 and will bring those who are in work without training into the policy framework for the first time.

The new legislation transforms the policy context for young people in JWT and responds to the Leitch Review findings that England has one of the lowest post-16 participation rates in Europe with the problem being especially acute at the age of 17. Each year just under a quarter of a million young people in England and Wales leave education between the ages of 16-18. Those who leave are often poorly qualified and either enter low paid work often without training or the 'Not in Education, Employment or Training' (NEET) group. These young people are a major challenge for public policy as research has consistently shown that they are at risk of long-term social exclusion with regard to later employment and life chances and as such, are more likely to suffer longer periods of unemployment, have poorer health and are more likely to engage in criminal activities than their peers¹.

The Education and Skills Act 2008 sets out the government's policy to raise the compulsory participation age and includes:

- A duty on young people to participate in education or training
- Duties on employers to release young people for training if they are not providing accredited training themselves
- A duty on local authorities to ensure that young people participate
- A duty on local authorities to take action if they believe that a young person is not receiving suitable education or training
- A duty on education and training providers to inform the local authority if a young person drops out.

¹ Nuffield Review of 14-19 Learning 2006

The raising of the participation age is to be introduced in stages. From 2013, the government proposes that young people will participate until the end of the academic year in which they turn 17, and then from 2015 this will be raised to 18.

In order to prepare for 2013, therefore, it is vital for the LSC, local authorities, Connexions Services and education and training providers to better understand the characteristics of those who opt for work without training; what the barriers are to them engaging in training; and what learning options need to be available which will be attractive to young people in JWT and their employers.

The economic recession adds an extra urgency to the task as latest data shows that youth unemployment is rising, and of all labour market groups, people aged 16-17 across the UK have seen the greatest fall in employment in the past year with a 12.5% downturn in the proportions entering work compared with 0.4% fall for all people of working age². While this may be seen as a positive change since more people are staying on in learning in response to economic conditions, it is also the case that more people are entering the NEET category as the pool of available work dries up. Research³ shows that there is an increasing concentration of unemployment within groups who repeatedly cycle between unemployment and low paid temporary work as a result of the type of work they are able to do and the barriers they face in moving on to more stable employment.

In the South West, there has been a 5% increase in the numbers classed as NEET between December 2007 and 2008 compared with a 0.8% increase in England.

Within the region, the picture is more volatile with continuing declines in NEET figures in some areas, for example, Somerset, contrasting with dramatic increases in NEETs in other local authority areas, particularly Swindon.

Young people in jobs without training: data issues

Young people in jobs without training are a group of people about which little is known for a number of reasons:

- > Connexions CCIS system categorises young people in work in terms of:
 - Jobs with no training
 - Jobs with associated G.S.T. (e.g. apprenticeships)
 - Jobs with other recognised Level 2 training

Connexions Services often do not have accurate information into which category a young person's job falls and a whole series of studies have identified '*severe problems*' with the reliability and accuracy of the data on the system. For instance, follow-up research for the DCSF⁴ found that as many as a third of the estimated JWT population could not be contacted because of out of date records. Of those

² ONS, Labour Market Statistics First Release Feb 2009

³ Nuffield Review of 14-19 Learning 2006

⁴ DCSF, RR071: The Learning Agreements Pilot, 2009

contacted, a quarter were found not to be in JWT at the time of contact. Other national research projects have similarly struggled to identify and interview people in this group and improvements in data accuracy will be vital component of action to address needs.

- > The difficulties are compounded because the job hunting strategies of young people are varied and complex and the individuals themselves are difficult to track. Many are employed on short term contracts through employment agencies and there is little incentive for them to inform Connexions every time they change job.
- > Connexions are only required to update information on people in employment or full-time education annually as opposed to 3 months for NEETs/unknowns. In the space of a year, young people could have moved into or out of work several times.
- > Connexions' main priority has been NEETs and Unknowns and under current targets information that a young person has moved jobs, for example, from Tesco to Sainsburys, has not been seen as greatly significant.

As a consequence, '*Very little is known about those in JWT*'⁵ and '*very little published statistical evidence is available detailing their qualifications, ethnicity, socio economic backgrounds for example*'⁶

The following sections therefore draw on a range of published material to provide information which helps policy makers achieve a better understanding of those who are in jobs without training at 16 or 17. Much of the research undertaken in this area has been at a national level, and although there are no reasons to assume that young people in JWT in the South West differ from the norm, it may be expected that in the rural parts of the region the barriers young people face in accessing a range of training options may well be more severe.

Young people in JWT in the South West Region: Key statistics

Connexions data for December 2008 shows that:

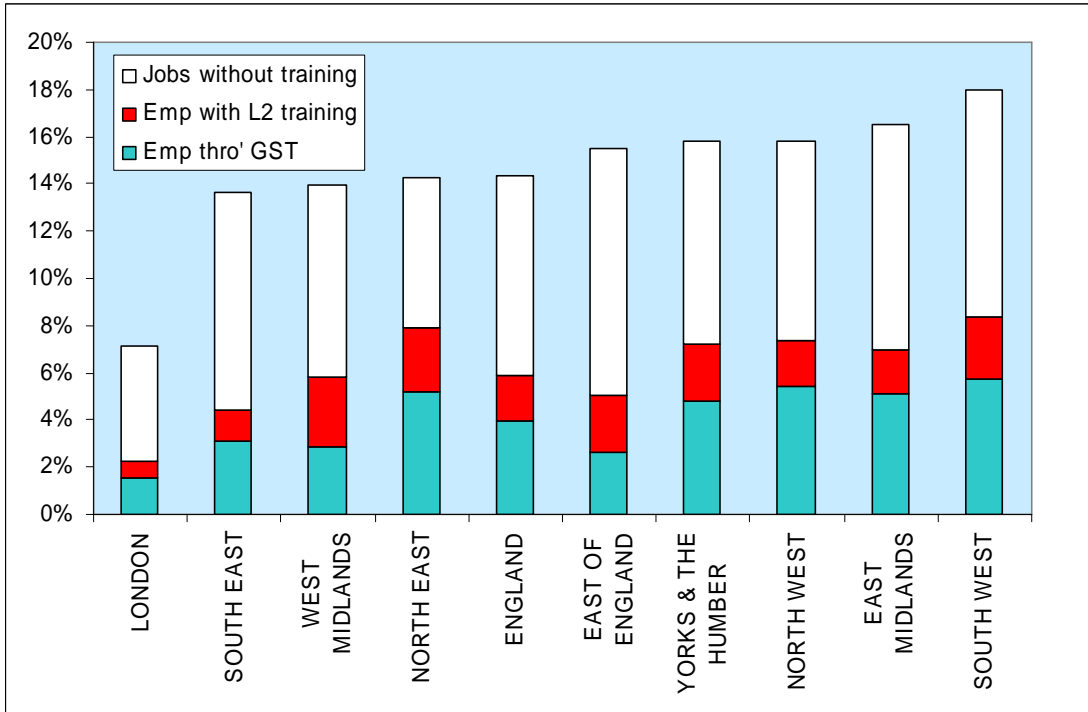
- > The South West has the largest proportion of young people in employment in the country. At 18%, the proportion in the workforce is well above the national average of 14.3%.
- > 5.7% are in employment through Government Supported Training in the region (mostly apprenticeships) – the greatest proportion of young people in this form of training in England.
- > Although overall figures are low, the South West has one of the largest proportions of young people in jobs with Level 2 training (2.7%), second only to the West Midlands at 2.9%.
- > Overall, **9.6%** of young people are in jobs without training which is second only to the East of England (10%) and well above the English average of 8.4%. The figures are likely to reflect the structure of the regional economy with its above average proportions of jobs in the retail and tourism/hospitality sectors, within which many of the jobs without training are to be found.

⁵ DCSF RR072: Increasing participation: understanding young people who do not participate in education or training at 16 and 17, NFER, 2009

⁶ *ibid*

- > The significant proportion of people in JWT equates to around **15,000** young people in the South West.

Figure 1: Proportions of young people in employment (with and without training) by region



Source: Connexions CCIS December 2008

Comparisons with other destinations show that the numbers in JWT are significant compared with other categories such as NEET and Not Known. Together, those not in education or training (NET) account for **18.2%** of young people in the region, or 1 in 6 of all 16-18 year olds:

Figure 2: Destinations of 16-18 year old school leavers in the South West, 2008

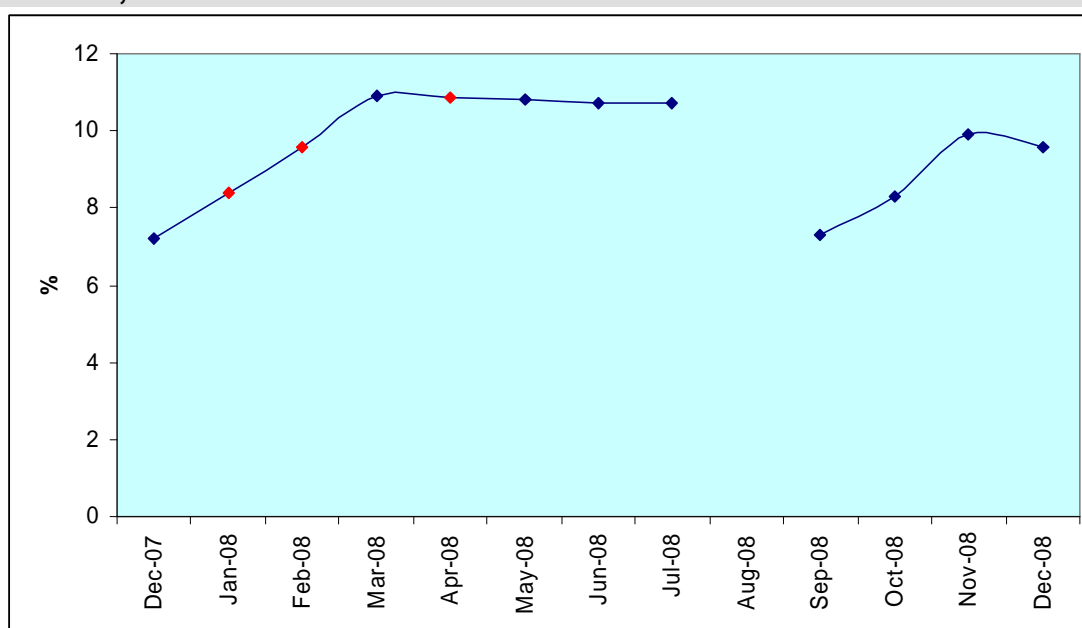
	Destination	% SW	% England
1	Learning	79.4	78.8
2	NEET	5.7	6.6
3	Not Known	2.9	4.6
4	JWT	9.6	8.4
5	Currency expired	2.0	3.6
6	Not in Education or Training (2-5 inclusive)	18.2	19.6

Source: Connexions CCIS Dec 2008

While this total is below the national average of 19.6%, it nevertheless indicates the scale of the challenge facing policy-makers charged with providing learning or training opportunities for all young people up to the age of 18 as required by the Education and Skills Act 2008.

The data represents a snapshot at a single point in time – in this case, December – but it is important to understand that, as with NEET figures, the proportion of young people in jobs without training fluctuates over the course of a year. Figures for the past 12 months show the proportion in JWT rising in the summer with the increased availability of seasonal work, then falling steeply at the start of the academic year in September as people re-join the educational system, before subsequently rising again towards Christmas:

Figure 3: Monthly fluctuations in the proportion of young people in JWT in the South West, 2008



NOTE: Points in red are interpolated. August data is not available.

Source: CCIS data Dec07 – Dec 08

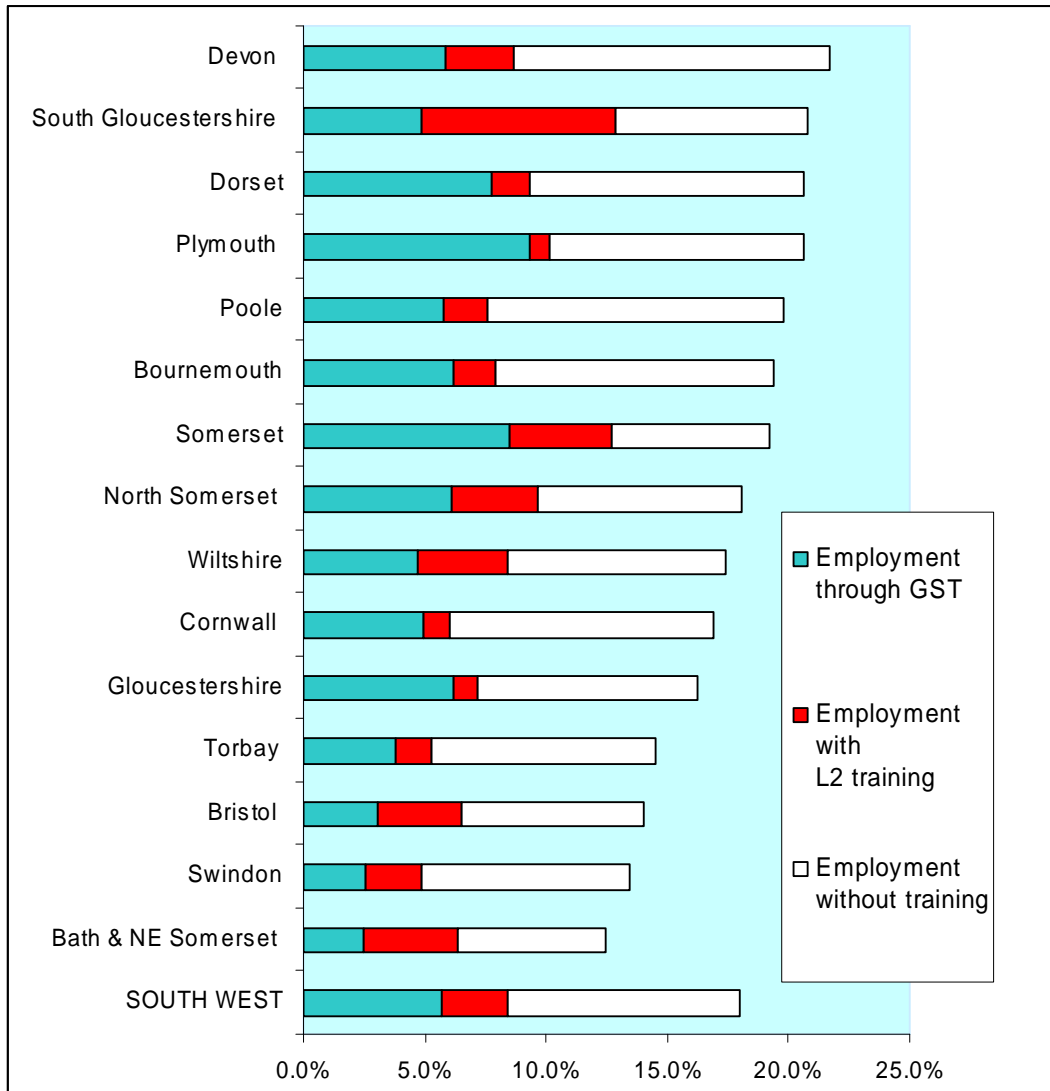
The local pattern

Within the region, there are significant differences in the numbers and proportions of young people in employment, with or without training. In Devon, South Gloucestershire, Dorset and Plymouth around 20% of young people are in some form of work (excluding part-time and temporary jobs) whereas in Swindon and Bath and North East Somerset the proportions fall to around 12-13%.

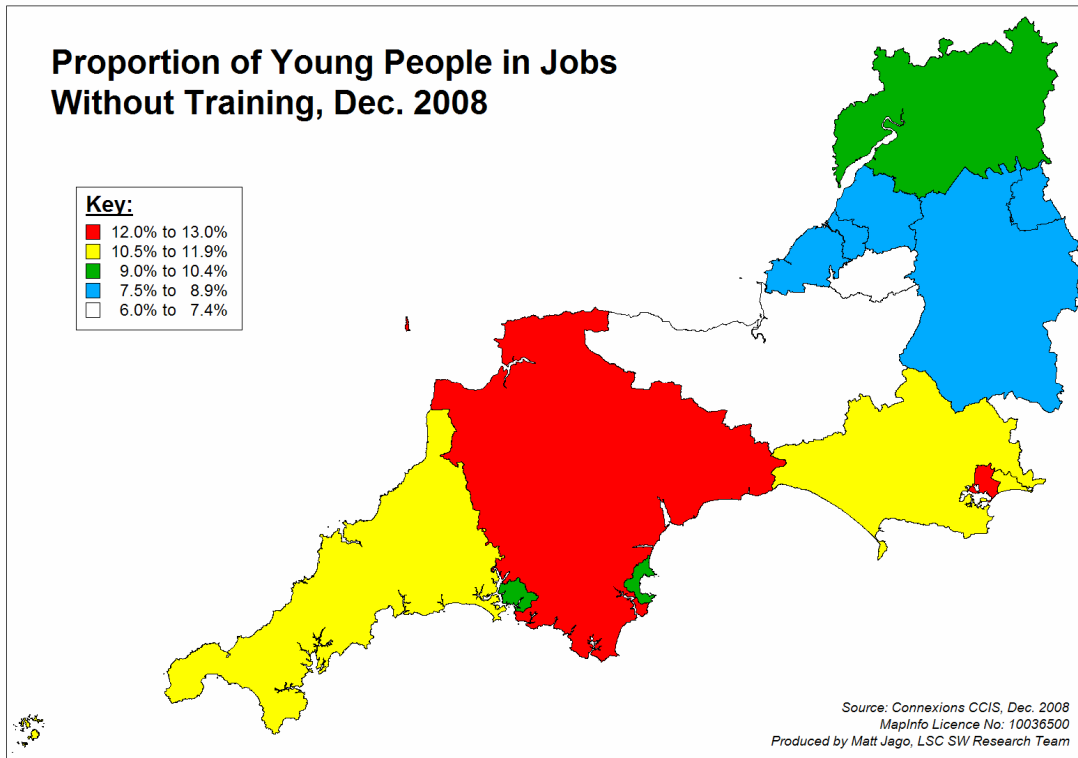
Not only do the numbers in work vary significantly, but as the data shows, the type of work young people take up differs markedly, thus:

- > Although almost the same proportions are in employment in Devon, South Gloucestershire, Dorset and Plymouth, considerably greater proportions of young people in Devon are in Jobs without Training, than in South Gloucestershire, for instance, where a significant proportion are in jobs with Level 2 training.
- > Plymouth has the largest proportion of young people in GST.
- > In Cornwall, below average proportions of young people are in employment, but of those who do work, a clear majority take up jobs without training.
- > In Bath and North East Somerset fewer than half of the small percentage who work are in jobs without training.

Figure 4: Employment destinations of 16-18 year old school leavers in the South West, 2008



Source: Connexions CCIS Dec 2008



Analysis of the numbers of young people in JWT shows that Devon and Cornwall have the largest numbers of young people in JWT. Bath and North East Somerset, North Somerset and Torbay have the smallest numbers in this category. Although the proportions in JWT are above average in Poole and Bournemouth, the small size of the cohort means that numbers are relatively small:

Figure 5: Numbers and proportions of 16-18 year olds in jobs without training in the South West, 2008

	Nos.	% of 16-18 population
Devon	2,760	13.1
Cornwall	1,872	10.9
Gloucestershire	1,719	9.0
Dorset	1,280	11.3
Wiltshire	1,127	9.0
Somerset	1,054	6.5
Plymouth	978	10.5
Bristol	933	7.5
South Gloucestershire	700	8.0
Swindon	594	8.6
Poole	583	12.2
Bournemouth	519	11.5
Torbay	493	9.2
North Somerset	459	8.4
Bath & NE Somerset	349	6.2

Source: Connexions CCIS Dec 2008

Within the region, there have been falls in the proportions in JWT in each Local Authority area since 2006, most notably in Bath and North East Somerset, Bristol and Wiltshire. In Torbay and Dorset, although the proportions have fallen since 2006, between 2007 and 2008 there has been a rise against the wider trend. In Torbay, this is likely to be accounted for by the small numbers involved, which means that just 5 people moving into the category results in a one percentage point change to the figures.

Recent Trends

Through time, the proportions in Jobs without Training have declined steadily across the country and trends in the South West have followed a similar trajectory. Thus, the proportion of young people entering JWT in the region has fallen from 13.6% in December 2006 to 11.2% in December 2007 to 9.6% currently (Dec 2008). In contrast, other categories have remained broadly constant with the exception of young people in learning which has increased by almost 3% since 2006:

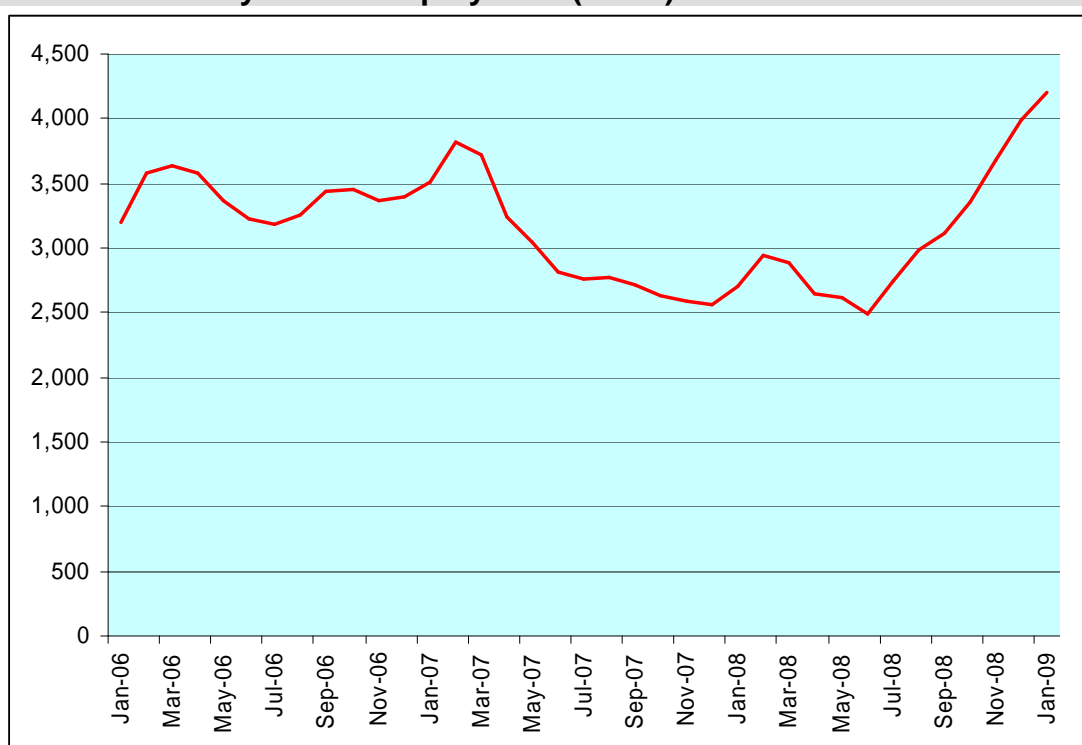
Figure 6: Trends in the status of 16-18 years in the South West 2006- 2008

	2006	2007	2008
Employment through GST	5.3	5.9	5.7
Employment with L2 training	2.7	2.8	2.7
Employment in Jobs without Training	13.6	11.2	9.6
NEETs	6.0	5.4	5.7
Staying on in education	66.3	68	69.2

Source: Connexions CCIS Dec 2007 and 2008

As yet, it is likely that annual figures do not fully show the impact of recession on destinations data. In the South West, as elsewhere, youth unemployment has been rising since June 2008 and by January 2009, over 4,000 young people between the ages of 16-18 were classed as unemployed (Claimant Count figures) in the region. This sudden and sharp rise in youth unemployment suggests that school and college leavers who enter the workforce with low or no skills and qualifications will be particularly vulnerable to current economic trading conditions:

Figure 7: Trends in youth unemployment (16-18) in the South West since 2006



Source: ONS Claimant Count Jan 06- Jan 09

Claimant Count figures principally relate to 18 year olds as 16 and 17 year olds are not eligible for unemployment benefit, but the data nevertheless indicates a rapidly shrinking market for young labour.

Given the pattern of 'low pay no pay' which affects many young people in jobs without training as they dip into and out of employment in a series of short term jobs, it may be expected that measures to improve the choice of options to young people at 16 will also impact on the prospects of those who find themselves unemployed at a young age.

The youth labour market

Analysis of the occupations sought by young people who are registered unemployed shows that the young people overwhelmingly hope to find work in Sales and Elementary occupations. This pattern contrasts markedly with the range of occupations sought by unemployed people of all ages which features jobs across the occupational spectrum:

Figure 8: Occupations sought by unemployed people by age band in the South West

	Aged under 18	Aged 18-24	All
Occupation unknown	0.9	0.2	0.3
Managers and Senior Officials	2.6	1.4	6.1
Professional Occupations	0.9	1.3	3.3
Associate Professional and Technical Occupations	2.6	4.3	5.9
Administrative and Secretarial Occupations	4.3	10.3	10.4
Skilled Trades Occupations	11.3	11.3	14.8
Personal Service Occupations	9.6	6.6	4.7
Sales and Customer Service occupations	33.0	23.6	14.7
Process, Plant and Machine Operatives	2.6	6.2	11.9
Elementary Occupations	31.3	34.7	27.9

ONS Claimant Count March 2009

The importance of this analysis is that the types of employment that young people are seeking tend to be those where there is a reduced likelihood of subsequent work-related training leading to future qualifications. For example, employers in the South West covered by Skillsmart Retail SSC have a below average likelihood of training their staff and are around half as likely as average to train their staff towards a qualification. Furthermore, those in Elementary occupations are amongst those least likely to receive any training at all.

What are the characteristics of young people in JWT?

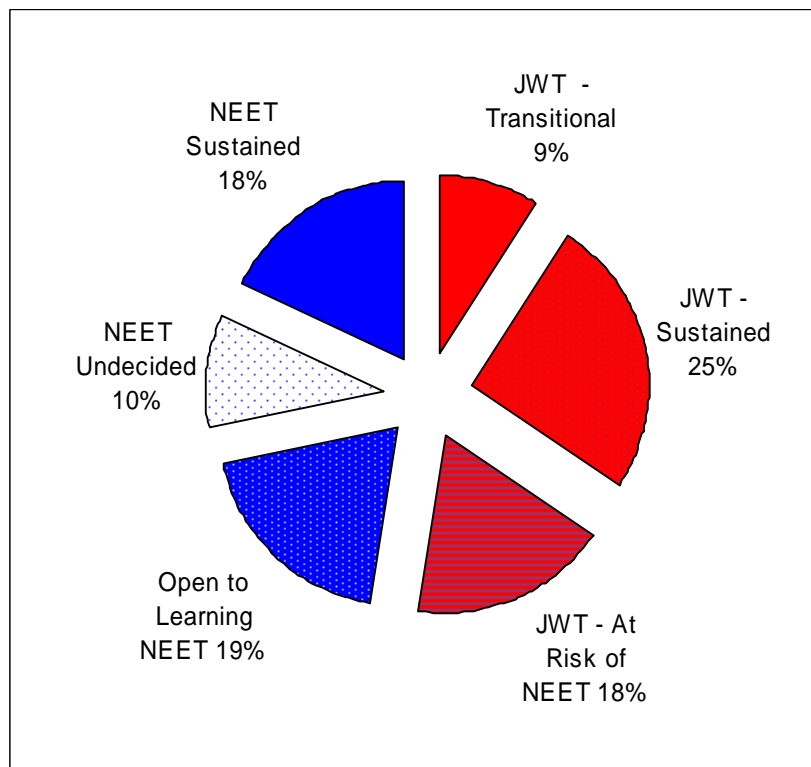
Reflecting the upsurge in interest in this group of young people the DCSF recently commissioned research to achieve a better understanding of those who are in JWT at the ages of 16 and 17⁷. Published in January 2009, the following section draws out the main findings.

As with other research in this area, the report concludes that people in JWT **do not form a homogenous group and should not be considered as a 'group' with shared characteristics**. They have chosen this route for very different reasons, have very different experiences, and also differ in their attitudes to qualifications and future engagement in education or training. From a policy perspective therefore, young people in JWT need very different policy responses depending on their circumstances.

Taking an approach which explores all of those not in training and education (NET) the researchers devised a new way of segmenting and analysing the group. They identified the following sub-groups and proportions:

⁷ DCSF RR072, Increasing Participation: Understanding young people who do not participate in Education or Training at 16 and 17, NFER, Jan 2009

Figure 9: Size of segments within the Not in Education or Training Group



Source: DCSF RR072, *Increasing Participation: Understanding young people who do not participate in Education or Training at 16 and 17*, NFER, Jan 2009

Their analysis showed that several of the NEET and JWT sub-groups have more in common with each other than others within the same NEET or JWT category and it may be more helpful to cut across the various NEET and JWT sub-groups to understand more about them and what motivates them, for instance:

- > Those **'Open to learning NEET'** and **'Transitional in JWT'** were identified as the most qualified and most likely to re-engage with learning.
- > **'Undecided NEET'** were most in need of IAG and not necessarily content in their current situation.
- > **'Sustained in JWT'** (25%) were most content in their work but least ambitious.
- > **'Sustained NEET'** and **'At Risk in JWT'** (36%) of the total were most disadvantaged and least likely to re-engage.

If the segmentation analysis is applied to data for the South West (and excluding 'Not knows'), then the following numbers can be derived:

Open to learning NEET	4,600
Transitional in JWT	2,200
Undecided NEET	2,400
Sustained in JWT	6,000
Sustained NEET	4,400
At Risk of NEET in JWT	2,200
Open to learning NEET	4,600

This suggests that around 6,000-7,000 young people in the region could be more readily encouraged to re-engage with learning and a further 6,000-7,000 (sustained NEET and At risk in JWT) may prove more difficult to motivate and bring into learning.

Based on statistical analysis of the Youth Cohort Study, supplemented with qualitative interviews with young people, the key characteristics of the different segments were identified as follows:

Sustained in a JWT

This sub-group, accounting for 48% of those who were in a JWT were seen as most content with their current situation. They were:

- More likely to consider that they can find out about opportunities for the future
- Positive with the support they receive
- Were likely to have attained Level 1 at the end of Year 11
- Were most likely of all JWT groups to have never been excluded from school and never truanted
- Were most likely to believe that they had sufficient qualifications for the job or course they wanted.
- More likely to be male

JWT at risk of becoming NEET

This sub-group accounted for 35% of those who were in a JWT. They tended to have lower levels of attainment and negative experiences at school. Their lack of skills in planning for their future, their lack of optimism and recognition that they do not have the qualifications to progress into a job or course they would like made this group most likely to become NEET. They were:

- Least likely to be interested in doing more training or learning in the future
- Most likely to have attained below Level 1 and least likely to have gained qualifications at Level 2 or above by Year 11
- Most likely to have been excluded from school
- Most likely to describe their experience of school as poor
- They were least able to plan for the future
- More likely to be male

Transitional in a JWT

This group, comprising 17% of the total, had made a transition at Year 11 that had not worked out for them and so had got a JWT. They had not been dissuaded from education or training and were likely to re-engage in the short-term. Many of them had attained a Level 2 at the end of their schooling. They were:

- Most likely to say that they would like to do more training in the future
- 90% had never been excluded
- Were more likely to have started qualifications since Year 11 but had stopped them before completion
- Least likely to have found the transition from Year 11 'easy'
- Were optimistic about the future

- Believed that they knew how to find out about future learning and employment opportunities
- More likely to be female

The segmentation analysis showed that while some people are in JWT as a 'stop gap' or may move between being NEET and in a JWT, there is a sizeable proportion – amounting to almost half the group - who are more content and settled in a JWT. This suggests that:

- > The needs of this group who are motivated to go into work will in future need to be met through work-based routes and effective guidance pre-16 which identifies young people who have preference for work and signposts them to appropriate opportunities. This needs to be supplemented by the involvement of employers who are supported to provide a positive learning experience for young people.
- > There is a need for a system of maintaining contact with young people in JWT at 16 to guide them on appropriate alternatives when they leave or have to leave that work.

Other national research has been carried out in connection with initiatives to reduce the numbers in JWT and generally supports the above findings.

Without using the same categorisations a separate study undertaken by Warwick University⁸ found clear distinctions between those in JWT identifying (1) those for whom finding a job was a positive move, (2) those who had intended to move into education but failed to get appropriate grades, the course was full or they could not find appropriate training and (3) those who had more turbulent trajectories to Year 11 and low attainment. Again this suggests the need for tailored policy responses and in particular for better post-16 follow up and support systems.

Evidence from the EMA pilots⁹ showed:

- > Young people who had spent 2 years in post 16 education were generally in a better position than those who had entered the labour market after compulsory education (bearing in mind that an analysis of Year 11 attainment of the two groups showed that young people who had stayed on in education had higher Yr 11 attainment rates).
- > Young people who had entered JWT at 18 had the highest labour turnover rates with less than half still in work without training one year later. Positively, 23% had returned to full-time education and 20% had entered work with training by the age of 19
- > Among young people who had accessed the labour market at 18, the largest proportion of young people who became NEET at 19 came from the JWT category.

⁸ Centre for Education and Industry, Warwick University, 'Young People in Jobs Without Training', June 2008

⁹ RW 59: EMA pilots: Young people and the labour market, evidence from the EMA Pilots database: Maguire, Thompson CEI, Jan 06

- > An occupational breakdown of 16 and 18 year old labour market entrants at the age of 19 illustrates the stark differences in the type of work different people access by age and training:

Figure 10: Occupations of 16 and 18 year old school leavers at the age of 19, by original destination (percentages)

Occupation at age 19	GST		Work with training		Work without training		Total	
	16 yr olds at 19	18 yr olds at 19	16 yr olds at 19	18 yr olds at 19	16 yr olds at 19	18 yr olds at 19	16 yr olds at 19	18 yr olds at 19
Managers/ professionals/ assoc profs.	2.5	29.2	8.2	16.5	4.6	11.5	5.4	15.8
Admin, Clerical and secretarial	14.7	10.8	20.7	21.4	17.3	17.5	17.9	19.2
Skilled trades	57.9	36.9	23.0	7.3	16.8	7.3	31.7	9.7
Personal Service Occupations	14.7	21.5	12.9	20.6	9.2	20.6	12.3	20.7
Sales	4.1	0.0	13.3	18.8	17.3	20.6	11.7	18.0
Process, plant and machinery ops.	2.5	1.5	8.6	3.0	15.8	3.8	8.9	3.2
Elementary or other occs.	3.6	0.0	13.3	12.4	18.9	18.5	12.0	13.6

Source: RW 59 EMA pilots: Young people and the labour market, evidence from the EMA Pilots database: Maguire, Thompson CEI, Jan 06

Amongst 16 year old leavers:

- Those who entered employment at 16 were considerably more likely to enter **skilled trades** than those who left at 18. This indicates that many employers continue to recruit young school leavers into trades where Apprenticeships are a tradition.
- There are significant differences in the occupational distribution of 16 year olds depending on their destination on leaving school. Those entering work with training were most likely of all groups to have entered the managerial/professional group.
- Young people on GST were most likely to have entered Skilled trades and were least likely to be working in Elementary occupations
- Those who had entered JWT at 16 were most likely to be working in Elementary occupations three years later. Of all groups they were more likely to be working in Sales occupations than other young people and least likely to be in Skilled trades.

18 year old leavers:

- Were more likely than 16 year olds to access Managerial positions, less likely to enter Skilled trades and more likely to be employed in Personal Service occupations.
- 18 year old leavers who entered the labour market through GST were most likely to be in Managerial occupations one year later.
- Those who entered JWT were most likely to be employed in Sales or Personal Service occupations one year later.

- As with the 16 year olds who entered JWT, 18 year olds in JWT were more likely than young people in any other groups to be employed in Elementary occupations.

Evidence from the Learning Agreement Pilots

A further source of information is from a survey undertaken in connection with the pilots for Learning Agreements¹⁰ which mapped out the characteristics of the JWT population. It found that:

- 60% of young people in JWT were male
- 95% were white
- 30% were qualified to Level 2 and the remainder were qualified below that level, including 9% with no GCSEs

Summary points from the literature

Drawing together the different pieces of research, despite agreement that young people in JWT are heterogeneous, there are some common themes:

1. **Financial reward** – although many were willing to consider training in the future, few would consider giving up their wages in order to do so;
2. They face **fewer barriers** to those classed as NEET with more stable backgrounds and higher levels of attainment;
3. They have **different motivations** than those who are NEET and are more motivated to work even without training than to become unemployed/economically inactive.

What is available to encourage young people to participate in learning and training?

The government has identified four building blocks as crucial to the success of the policy to raise the participation age, they are:

1. Curriculum and qualifications which engage young people – at the heart of planned changes are the new diplomas
2. High quality advice and guidance to make sure that young people can make informed choices
3. Financial support to enable young people to participate
4. Ensuring that employers are engaged

Although there is no regional statistical data on the first two building blocks, statistics relating to finance and employers are available and are considered in turn below.

Financial Support: Education Maintenance Allowances

Currently, 16-19 year olds who are in education or training without pay are eligible for Education Maintenance Allowances (EMAs) if they live in households with an income of less than £30,810 p.a. The government proposes to increase the range of provision

¹⁰ DCSF, RR071: The Learning Agreements Pilot, 2009

covered to include all educational provision that is approved by local authorities, including provision commissioned by the voluntary sector.

The final evaluation of EMAs¹¹ showed that EMAs did increase participation and retention in post-16 education and reduced the number of young people who became NEET. In addition, EMAs had a disproportionate, positive impact upon the destinations of specific target groups who tended to be under-represented in post-16 education, namely young people from lower income families and young men, i.e. the same group commonly found in the JWT category.

Figures for EMAs in the South West show that:

- > The SW occupies a below average position in EMA take-up relative to other regions, although this is likely to reflect a smaller eligible population. However, it also has the lowest rates of increase in awards since 2004/05 meaning that it will fall further behind unless more/better action is taken to increase take up.
- > Since placing learners on EMA early in the academic year encourages them to demonstrate the positive behaviours associated with receipt of EMA, one of the ways of improving take-up of EMAs is to promote their take-up by September. In this respect, the region performs well and this may well be a means of encouraging improved take up over the longer term.

Engaging employers

What jobs do young people do?

Data from the Census 2001, although somewhat dated, provides the most comprehensive source of information on young people's employment in the region (NB: All employment not just JWT). It shows that in 2001, 16 -17 year olds made up 2% of the workforce and 18-19 year olds accounted for 3% of the total. As may be expected, their occupational profile is quite different from the workforce as a whole, reflecting their more limited experience and qualifications.

The work of 16 -17 year olds is dominated by Sales and Elementary occupations which account for 2 out of 3 jobs in which they are employed.

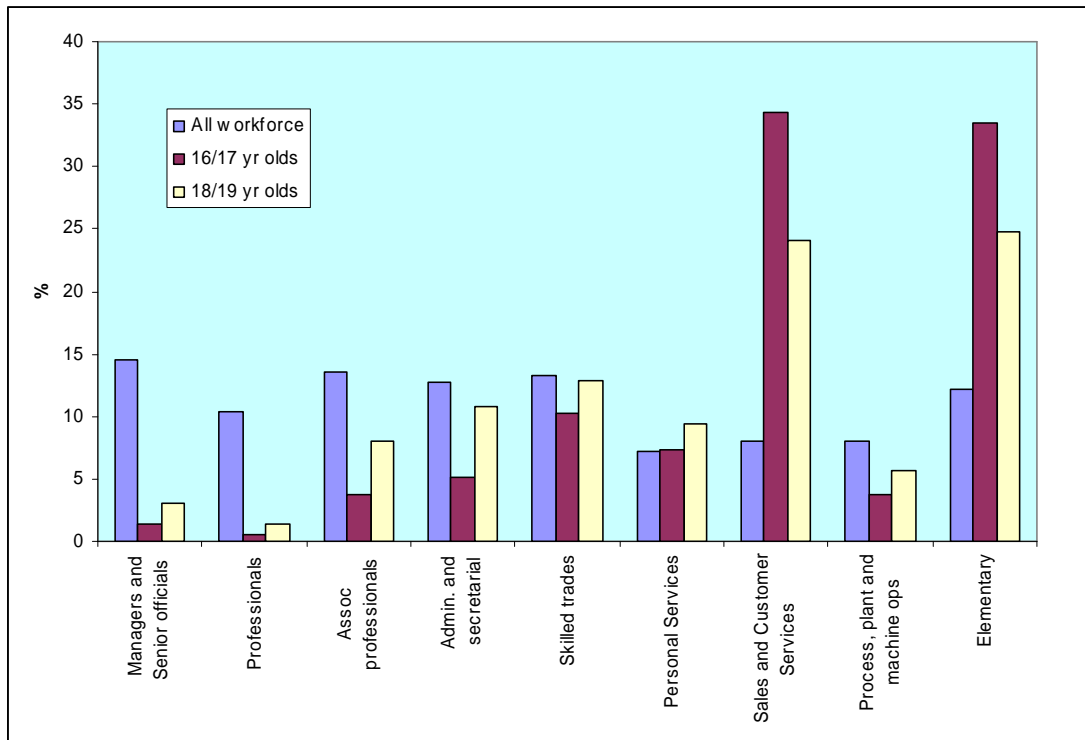
For 18 and 19 year olds, the distribution is a little less skewed but again Sales and Elementary jobs account for 1 in 2 of all the jobs they hold.

In all, young people up to the age of 19 account for 5% of the workforce in the South West but 20% of the sales force and 12% of all elementary jobs.

A certain proportion of the jobs will, of course, be jobs young people undertake whilst studying, for example, bar work, checkout assistants and labouring, but the data nevertheless gives a clear indication as to where employers wish to recruit young labour.

¹¹ DfES RR678: Evaluation of the EMA Pilots, Young People aged 16-19. Final report of the Quantitative Evaluation, CRSP and IFS, 2005.

Figure 11: Occupations taken by 16-19 yr olds in the South West compared with the workforce as a whole



Source: ONS Census 2001

By industry it can be seen that two sectors – Wholesale and retail and Hotels and restaurants provide 54% of the jobs in which young people work:

Figure 12: Industrial sectors in which 16-19 yr olds in the South West are employed

Industry	16-19 yr olds
Agriculture; hunting and forestry; fishing	1.7
Mining and quarrying; electricity; gas and water supply	0.4
Manufacturing	8.0
Construction	5.8
Wholesale and retail trade; repairs	35.9
Hotels and restaurants	17.8
Transport storage and communications	3.3
Financial Intermediation	3.0
Real estate; renting and business activities	6.0
Public administration and defence; social security	3.9
Education	1.9
Health and social work	5.2
Other	7.0

Source: ONS Census 2001

Research findings on young people in JWT confirmed these patterns of occupation and industry, with young people predominantly engaged in retail, hospitality and catering and administration jobs¹².

Clearly, any policy to engage local employers in training young staff and providing learning opportunities should ensure that the needs of employers in these sectors are taken into account and work with the relevant SSCs (in this case Skillsmart Retail and People 1st) will be imperative.

Apprenticeships

One of the main routes to work-based learning is through Apprenticeships and the government has announced a major expansion of the Apprenticeship programme to ensure that Apprenticeships become a mainstream option for 16-18 year olds alongside other education and training routes.

Data from the National Employers Skills Survey 2007 (NESS07) provides details of the proportions of employers who have recruited 16-18 year old Apprentices by sector. It shows that employers in sectors with a tradition of apprenticeships such as Summit Skills (Building Services Engineering) and Automotive Skills are most likely to have recruited young people through this route. In contrast, sectors covered by People 1st (tourism and leisure) and Skillsmart Retail which are major employers of young labour have below average take up of apprentices. It is likely that take up will have improved since 2007, but the statistics underline the extent of the challenge facing policy makers in engaging employers in the training and development of young staff.

¹² Centre for Education and Industry, Warwick University, 'Young People in Jobs Without Training', June 2008

Figure 13: Recruits to Apprenticeships in the South West by sector (percentages)

SSC	Any 16-18 yr old recruits to Apprenticeships per cent
SummitSkills	28
Automotive Skills	16
ConstructionSkills	9
SEMTA	7
SkillsActive	6
<i>Energy and Utility Skills*</i>	6
Lifelong Learning UK	5
Skills for Health	4
Skills for Care and Development	4
Non SSC	4
People 1st	4
Financial Services Skills	4
Lantra	3
Asset Skills	3
GoSkills	3
Skills for Logistics	3
e-skills	3
Improve Ltd	3
Skillsmart Retail	2
Cogent	2
Skillset	1
Creative and Cultural	1
Proskills	1
<i>Skills for Justice*</i>	0
<i>Government Skills*</i>	0
Skillfast UK	0
All	5

Source: NESS07

* SSCs where regional sample sizes are below 100 and findings should be treated with caution

Employers' reasons for not offering Apprenticeships

The main reasons employers give for not offering Apprenticeships relate to their perceived irrelevance either because the employer already has fully trained staff; the business is too small or the jobs in the establishment are not that highly skilled.

Funding was not perceived to be a significant issue with just 1 per cent identifying it as a reason.

Figure 14: Reasons for not offering Apprenticeships

Reasons for not engaging with Apprenticeships	South West %
All staff fully trained	16
Not relevant/applicable to our business	15
Our business is too small	12
We don't (the job doesn't) require staff to be that highly skilled	10
We prefer to recruit fully trained / qualified recruits	7
No apprenticeships available for our industry	6
We don't take on young people	6
No vacancies/ not taking on new staff	4
We prefer to train in-house	3
Financial constraints/ Training is too expensive	3
No young people have applied	3
Not worth my time for the money we get	3
Don't know enough about them / what we'd have to do	3
Lack of resources/ facilities	2
We haven't got the time	2
Bad previous experiences with apprentices	2
Our company is too new	1
It is a Head Office decision	1
Lack of (government) external funding / grants	1
No such courses exist (unspecified)	1
Not as good as they used to be	1
Too much paperwork / bureaucracy / admin	0
High staff turnover	0
Other	8
Don't know/ no particular reasons	13

Source: NESS07

Employers in Improve (5 per cent) and Skillfast UK (5 per cent) were most likely to say they did not know enough about Apprenticeships.

Those most likely to consider that Apprenticeships were **not** relevant to their business were in:

- > Government Skills - 34 per cent
- > Asset Skills - 21 per cent
- > Lifelong Learning UK - 20 per cent
- > People 1st - 18 per cent
- > Skills for Logistics - 17 per cent

Again, this suggests the need for improved/ more marketing of Apprenticeships particularly in People 1st which is a major employer of young staff.

Young people's views on Apprenticeships

Research undertaken by CESI¹³ among young people in JWT sought their views on Apprenticeships. They found that *'almost all were aware of apprenticeships but only a small number applied because they did not think they were available in their area or chosen career'*. The perception was that apprenticeships were for trades and hairdressing. They also felt that they did not pay enough. Crucially, few would consider giving up earning to get into training or education.

However, almost two thirds did intend to return to education or training in future but few had any definite plans in place, suggesting the need for continuing support and guidance. The main barriers to taking up training were travel difficulties/lack of employer support and money.

Employers' views on training young people

Most employers interviewed in the same study¹⁴ regarded young people as **short term employees**. This was mostly because young people themselves were not interested in staying long-term, but also because of limited opportunities to progress.

As a result, a significant minority of employers believed that there was little point in funding specific training for young people since they tended to stay for such a short time.

Around one third of employers were driven by a sense of corporate social responsibility in encouraging employees to improve their skills, this was especially so amongst large employers.

Many employers could not see any business benefit from young people training towards nationally recognised qualifications.

Although employers were aware of apprenticeships, they were not clear about what it involved and thought they were not relevant to their industry.

Training patterns and Train to Gain

Again, the National Employers Skills Survey 2007 (NESS07) provides relevant information on the different training patterns of employers. Essentially, training increases with the size of employer; is most common in the public sector and health services and is delivered to the most highly skilled employees. Most training is not geared towards the delivery of qualifications. This is a national pattern, not one specific to the South West. Data for the region shows:

- > In the 12 months preceding the survey 67.9% of establishments in the South West had provided training for one or more of their employees, slightly above the national average of 67.3%.

¹³ DfES RR736 'Understanding young people in jobs without training', CESI 2006

¹⁴ Ibid RR736

- > On average, employers have delivered 8 days training in total per employee per annum across the South West, a figure below the national average of 10 days per employee and the lowest of any region.
- > There is considerable scope to improve the awareness and take up of Train to Gain across the economy. Currently, just over 1 in 4 employers are aware of Train to Gain and 1 in 20 has been involved with it.

Findings relate to 2007, less than a year after the national roll out of Train to Gain and it may be expected that awareness and involvement will have risen in the intervening period. Nevertheless, it shows that sectors which are major employers of young people (Skillsmart Retail and People 1st) have below average awareness of Train to Gain and in the case of Skillsmart Retail, below average take-up.

Figure 15: Awareness and involvement of Train to Gain by SSC

	Aware of Train to Gain	Involved with Train to Gain
Asset Skills	25	3
Automotive Skills	19	2
Cogent	26	2
ConstructionSkills	29	3
Creative and Cultural	26	3
<i>Energy & Utility Skills</i>	15	0
e-skills UK	29	6
Financial Services	27	3
Goskills	33	5
<i>Government Skills</i>	30	12
Improve	33	9
Lantra	18	2
Lifelong Learning UK	57	21
Non-SSC employers	27	3
People 1st	25	5
Proskills	27	3
SEMTA	32	6
Skillfast-UK	31	6
Skills for Care and Development	44	17
Skills for Health	40	18
<i>Skills for Justice</i>	27	5
Skills for Logistics	29	5
SkillsActive	23	5
Skillset	21	1
Skillsmart Retail	25	3
SummitSkills	24	2
All South West	27	5
England	28	4

Source: NESS2007

Moves to improve the take up of both Train to Gain and Apprenticeships are likely to impact positively on the training undertaken in local firms which in the long term will benefit young people in JWT.

Pointers to increasing participation identified through national research

Barriers to engagement

The DCSF 2009 research¹⁵ identified a number of barriers to engagement for people in a JWT:

Figure 16: Barriers to participation by JWT segment

Segment	Barriers
Transitional JWT	Some dissatisfaction with education shown by low level truanting and exclusion pre-16
	Do not feel supported to consider all post 16 options
	Are motivated to engage in learning but lack direction
Sustained JWT	Often ignored pre-16 guidance or changed mind after leaving school
	Chose JWT because of a lack of Apprenticeship placement opportunities
	Money is the main reason for working
	Often cannot see benefits of qualifications
	Contented with their jobs
	Dislike formal education
JWT at risk of becoming NEET	Lack awareness of WBL opportunities
	Low attainment and negative experiences of school
	Lack planning skills
	Lack support and guidance while in a JWT to help them re-engage

Source: DCSF RR072, *Increasing Participation: Understanding young people who do not participate in Education or Training at 16 and 17*, NFER, Jan 2009

¹⁵ DCSF RR072, *Increasing Participation: Understanding young people who do not participate in Education or Training at 16 and 17*, NFER, Jan 2009

Effective approaches

The Evaluation of the Pilot of the Learning Agreements (RR71) provided other relevant pointers for the future. In the pilot, a Learning Agreement was targeted at young people aged 16 and 17 in JWT. It outlined the accredited training that the young person would undertake and was agreed between Connexions, the young person and their employer – it was piloted with and without a financial incentive.

The evaluation found that:

- > The most effective approach to getting young people involved was through the young person rather than the employer.
- > Young people's motivations for taking part were to improve their qualifications, the ability to study while working; the chance to change jobs and the flexible study on offer.
- > For employers, reasons of social responsibility; meeting skills needs and enhancing their existing training provision were powerful motivators.
- > Advisers identified the following factors as important in securing engagement:
 - being able to offer learning that leads somewhere (not necessarily related to the young person's job)
 - the ability to help with travel or brokering learning that comes to the young person. Travel was a key barrier for some young people in terms of both the cost and time it would take making journeys using public transport. This was especially a problem in rural areas.
 - sourcing provision that fits around work. Long delays while waiting for a course to start could deter young people and their employers. Short courses were beneficial in allowing young people to build up their confidence.

Overall, key factors to success were strong partnerships, flexible provision and employer support.

Factors which made the rollout of Learning Agreements more difficult revolved around:

- > Young people who worked irregular shift patterns
- > Young people who were involved in a limited range of tasks
- > Young people who wanted to do an aspiration led course which was not related to the job they were currently doing.

The evaluation concluded that actively providing young people in JWT with the chance to work towards a recognised qualification at no cost to themselves could induce around one third to work towards a qualification who would not do so otherwise. Moreover, the impact appears to be long term since engaging with learning engendered a more positive attitude to training. However, this positive finding was tempered by low take up.

Implications

- > Proposals to raise the participation age bring a new policy focus to young people in JWT. It will therefore be essential that policy-makers better understand the characteristics and motivations of young people within this category if training and

learning options are to be developed which go with the grain of young people's aspirations and also meet employers' skills needs.

- > All research studies undertaken across the country have struggled to identify this group from Connexions data and the renewed focus on young people in JWT will need to be accompanied by better information and tracking systems within Connexions.
- > Those identified as in 'transitional JWT', i.e. those who are motivated to engage in further learning but who are lacking in direction need better pre-16 guidance and support, crucially when dropping out of post 16 learning. Subsequently there is a need for better follow up and support systems.
- > There is a need for more/better advice on the range of learning options available including apprenticeships and Diplomas.
- > For those in 'Sustained JWT' there is a need for more work based learning opportunities below Level 2; a need to encourage more employers to offer apprenticeships; and the identification of work-based learning that offers clear future benefits and financial incentives.
- > The 'JWT at risk of becoming NEET' group need Connexions to remain in contact when they start a JWT after school so that they are contacted before they leave their job and become NEET to identify alternative options.
- > The apprenticeship route will not be appropriate for all those in JWT and there is a need to ensure that there is sufficient provision of Level 1 and pre-Level 1 courses.
- > The availability of flexible learning provision not restricted to September starts and classroom based learning appears to be crucial in re-engaging young people post-16.
- > Financial assistance through EMAs needs to be widely marketed and there needs to be an examination of the fit between EMA eligibility and the sorts of courses appropriate to those in JWT to assess whether there is scope for improved flexibility over course length and qualification.

Annex 1: Change in NEETs over past 12 months

	Not known		In learning		16-18 year olds NEET	
	% 16-18s NK	% change over last 12 months	% 16-18s in learning	% change over last 12 months	% 16-18s NEET	% change over last 12 months
ENGLAND	4.6%	2.2%	78.8%	-0.4%	6.6%	0.8%
SOUTH EAST	6.1%	45.2%	76.6%	0.6%	5.7%	9.4%
LONDON	5.1%	-7.3%	83.6%	2.2%	5.8%	-9.9%
EAST OF ENGLAND	4.1%	0.0%	77.2%	2.0%	6.1%	9.0%
SOUTH WEST	2.9%	-12.1%	79.4%	2.8%	5.7%	5.0%
Bath & NE Somerset	3.0%	-14.3%	85.0%	5.0%	3.9%	-2.5%
Bournemouth	5.6%	5.7%	71.2%	4.8%	8.3%	-1.2%
Bristol	3.9%	-4.9%	79.3%	4.3%	7.8%	11.7%
Cornwall	1.4%	40.0%	80.1%	2.6%	6.0%	-0.3%
Devon	1.1%	10.0%	76.4%	1.1%	6.4%	8.6%
Dorset	4.2%	-17.6%	75.5%	0.5%	6.2%	10.9%
Gloucestershire	4.3%	-18.9%	79.7%	4.8%	3.9%	-3.9%
Isles of Scilly	0.0%		0.0%		0.0%	
North Somerset	2.8%	-20.0%	82.5%	2.8%	4.2%	-2.2%
Plymouth	0.8%	14.3%	78.7%	1.4%	7.6%	10.4%
Poole	5.1%	-13.6%	74.8%	3.8%	5.4%	-4.5%
Somerset	2.2%	-56.9%	86.3%	5.1%	3.8%	-7.8%
South Gloucestershire	2.6%	-23.5%	82.3%	2.6%	4.4%	2.0%
Swindon	7.7%	87.8%	75.1%	-3.5%	7.8%	31.6%
Torbay	0.8%	166.7%	84.0%	0.2%	4.8%	-0.8%
Wiltshire	3.4%	-2.9%	78.3%	3.4%	6.2%	8.7%
WEST MIDLANDS	4.3%	-4.4%	79.4%	-18.4%	7.0%	1.4%
EAST MIDLANDS	4.1%	13.9%	79.0%	1.4%	5.4%	-2.4%
YORKS & THE HUMBER	6.5%	6.6%	75.9%	1.9%	7.9%	-3.2%
NORTH WEST	3.2%	-13.5%	79.2%	2.7%	7.7%	-0.3%
NORTH EAST	4.3%	-23.2%	78.3%	2.6%	9.8%	0.4%

Source: CCIS December 2008

Red Figures denote

- the proportion of 16-18 year olds whose activity is not known is more than 50% above the England average
- areas where the proportion of 16-18 year olds in learning is more than 10% below the England average
- the proportion of 16-18 year olds NEET is more than 50% above the England average
- adverse year on year %

Annex 2: Trends in destinations at 16-18 in the South West 2006-2008

	Employment through GST			Employment with L2 training			Employment without training			NEET			In Education		
	Dec 06	Dec 07	Dec-08	Dec 06	Dec 07	Dec-08	Dec 06	Dec 07	Dec-08	Dec 06	Dec-07	Dec-08	Dec 06	Dec-07	Dec-08
ENGLAND	4.0%	4.1%	3.9%	2.5%	2.3%	2.0%	12.0%	10.0%	8.4%	7.6%	6.6%	6.6%	66.1%	68.6%	69.7%
SOUTH WEST	5.3%	5.9%	5.7%	2.7%	2.8%	2.7%	13.6%	11.2%	9.6%	6.0%	5.4%	5.7%	66.3%	68.0%	69.2%
Bath & NE Somerset	4.4%	3.7%	2.5%	2.8%	3.4%	3.9%	9.8%	8.4%	6.2%	4.2%	4.0%	3.9%	73.0%	74.8%	77.5%
Bournemouth	5.2%	5.5%	6.2%	2.4%	2.6%	1.7%	16.9%	14.7%	11.5%	8.3%	8.4%	8.3%	58.8%	59.2%	61.0%
Bristol	4.0%	3.5%	3.0%	3.6%	2.9%	3.5%	12.2%	10.3%	7.5%	7.7%	7.0%	7.8%	64.0%	66.9%	69.7%
Cornwall	3.7%	5.5%	4.9%	1.2%	1.3%	1.1%	14.0%	12.1%	10.9%	6.3%	6.0%	6.0%	69.4%	70.6%	72.0%
Devon	5.3%	6.7%	5.8%	2.5%	2.9%	2.8%	16.5%	13.2%	13.1%	5.9%	5.9%	6.4%	64.9%	65.9%	66.7%
Dorset	7.0%	7.1%	7.8%	2.5%	2.3%	1.5%	13.8%	10.8%	11.3%	6.8%	5.6%	6.2%	62.9%	65.0%	64.3%
Gloucestershire	4.4%	5.2%	6.2%	1.3%	1.2%	1.0%	13.2%	12.0%	9.0%	4.8%	4.1%	3.9%	69.2%	69.0%	70.1%
North Somerset	4.8%	6.5%	6.1%	4.7%	4.3%	3.5%	12.9%	11.7%	8.4%	4.8%	4.3%	4.2%	67.5%	69.5%	71.5%
Plymouth	6.8%	9.5%	9.3%	1.0%	1.2%	0.8%	15.0%	11.1%	10.5%	7.1%	6.9%	7.6%	62.5%	65.0%	65.9%
Poole	5.5%	5.9%	5.8%	3.4%	2.5%	1.8%	15.0%	13.1%	12.2%	5.8%	5.6%	5.4%	63.4%	62.9%	65.7%
Somerset	8.1%	8.3%	8.5%	3.6%	4.7%	4.2%	10.8%	7.7%	6.5%	4.6%	4.1%	3.8%	67.3%	69.2%	72.7%
South Gloucestershire	7.2%	5.0%	4.9%	8.7%	6.4%	7.9%	14.6%	10.1%	8.0%	5.4%	4.3%	4.4%	58.4%	68.1%	68.1%
Swindon	3.3%	4.3%	2.6%	1.5%	2.4%	2.3%	13.7%	11.0%	8.6%	8.1%	5.9%	7.8%	69.1%	70.6%	68.9%
Torbay	4.5%	3.8%	3.8%	2.2%	1.7%	1.5%	12.2%	8.4%	9.2%	6.7%	4.8%	4.8%	70.0%	77.3%	76.2%
Wiltshire	4.5%	4.9%	4.7%	3.2%	3.9%	3.7%	12.7%	12.0%	9.0%	5.8%	5.7%	6.2%	68.3%	67.0%	67.9%

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