Department for Work & Pensions

Department for Business Innovation & Skills

Further Education for Benefit Claimants

England

2012/13 final statistics

Official Statistics Series

25th June 2014

Summary

The publication

This publication presents information on Further Education activity[1] funded by the Skills Funding Agency for adult[2] benefit claimants[3] in England. It contains final data for the 2009/10 – 2012/13 academic years. The publication provides statistics on benefit spells with training, learners who were on benefits at the start of training, level of qualification studied (all and highest) and type of learning provision.

The statistics in the publication are produced using a matched dataset of the Individualised Learner Record (ILR) and the Work and Pensions Longitudinal Study (WPLS). The ILR contains information on government-funded Further Education provision. The WPLS contains benefit data held by the Department for Work and Pensions and earnings and employment data from Her Majesty's Revenue and Customs.

The publication provides final full year data for the 2012/13 academic year and updates figures presented in the previous release of this publication[4].

This publication is the third release in a new series which will be published once a year. Work will continue to improve and develop the statistics further.

Headline final figures for 2012/13

These statistics will reflect the policy and economic context during this period. In recent years, BIS and DWP have worked together closely to refine and target the type of training support provided to benefit claimants. In addition, the volume of training starts will reflect demand for training (i.e. the number of benefit claimants either self-referring or referred to training by Jobcentre Plus).

- The number of benefit claimants starting Further Education training increased by 39 per cent from 464,400 in 2011/12 to 645,800 in 2012/13.

- The number of learning aims started by benefit claimants increased by 39 per cent from 1,110,300 in 2011/12 to 1,544,200 in 2012/13.

Additionally:

- 8.1 per cent of benefit spells involved training in 2012/13, an increase from 5.5 per cent in 2011/12.

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[1] Further Education includes provision delivered in Further Education organisations, sixth form colleges, independent training organisations, local authorities and other providers. This includes programmes such as Apprenticeships but excludes Adult Community Learning.

[2] Those aged 19 to 64 years old.

[3] Benefit claimants are defined as claimants on Jobseeker's Allowance (JSA) (including Training Allowance (TA)), Employment and Support Allowance (ESA), Income Support (IS), Incapacity Benefit (IB), Passported Incapacity Benefit (PIB), Severe Disablement Allowance (SDA), and Pension Credit (PC).

[4] https://www.gov.uk/government/collections/further-education-for-benefit-claimants

- 13.1 per cent of Jobseeker's Allowance benefit spells involved training in 2012/13, an increase from 8.9 per cent in 2011/12.

- Of all aims started by benefit claimants 65 per cent were at Level 2 and below, 12 per cent were English and Maths, 13 per cent were at Full Level 2 and 4 per cent were at Level 3 and above.

- The number of Level 2 and below aims increased by 408,100 (69 per cent) from 2011/12, to 998,300 in 2012/13. The number of English and Maths aims decreased by 90,000 (33 per cent) from 2011/12, to 179,000 in 2012/13. The number of Full Level 2 aims increased by 31,900 (20 per cent) from 2011/12, to 194,700 in 2012/13.

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Glossary

Measurement Units

Claimants: A claimant is defined as an individual who claims a DWP benefit. When counting claimants, there is a single record per claimant in any one academic year, regardless of whether they had more than one benefit spell, or undertook multiple training spells.

Benefit Spell: A benefit spell is defined as a continuous period of time receiving the same benefit type. There can be multiple benefit spells per claimant, either of the same benefit type or different ones.

Provider-recorded Learners: When an individual starts a programme of learning with a Further Education (FE) provider, they are allocated one or more learner records relating to the learning they undertake. In this publication, activity is reported in terms of numbers of learner records[5]. An individual can have several learner records if they participate in learning at several providers and/or under several provision types, i.e. the number of learners recorded will not directly relate to the actual number of individuals. The number of claimants is, therefore, the best measure of the number of individuals supported. A learner will be counted in each year they started a learning aim.

Learning Aims: An aim is the term used for a course a learner is studying and is counted in the year the learning started. Examples of aims include BTECs, NVQs and individual GCSEs and A levels. Many learners will be studying for several aims at once or in sequence, as part of a programme of study.

Training Spell: A training spell is defined as a collection of FE learning aims studied by the same individual, with the same learning provider, whilst claiming the same benefit. It can be thought of as a single period of training, although the aims which constitute a training spell do not necessarily have to overlap or run concurrently.

Further Education Learning

Academic Year: Runs from 1st August to 31st July. The learning period covered in the publication runs from 1st August 2009 to 31st July 2013.

Apprenticeships: Paid jobs that incorporate on and off the job training leading to nationally recognised qualifications. As an employee, Apprentices earn as they learn and gain practical skills in the workplace. For further information, please see: http://www.apprenticeships.org.uk/

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[5] This differs to the method used to identify learners in the BIS 'Further Education and Skills' Statistical First Release: https://www.gov.uk/government/publications/learner-participation-outcomes-and-level-of-highest-qualification-held

Education and Training: (previously Learner Responsive and University for Industry) covers Further Education learning delivered mainly in the classroom, workshop, or through distance or e-learning. For further information, please see: http://webarchive.nationalarchives.gov.uk/20140107201041/http://www.thedataservice.org.uk/datadictionary/businessdefinitions/Learner+Responsive.htm

Full Level 2: Equivalent to a NVQ at Level 2 or 5 GCSEs. The widths of all of a learner's Level 2 aims are summed to establish whether a learner is taking a full level 2 programme.

Full Level 3: Equivalent to a NVQ at Level 3 or 2 A-Levels. The widths of all of a learner's Level 3 aims are summed to establish whether a learner is taking a full level 3 programme.

English and Maths: Qualifications designed to give people the reading, writing, maths, and communication skills they need in everyday life, to operate effectively in work, and to help them succeed on other training courses.

Workplace Learning: This training is mainly delivered through the workplace, and includes Apprenticeships in this publication. Between 2008/09 and 2010/11, this included the Train to Gain programme, Employability Skills Pilot and other programmes such as Programmes for the Unemployed. From 2011/12, this includes all training mainly delivered through the workplace (including Apprenticeships).

Benefits

The benefits included in this publication are:

- **Jobseeker's Allowance including Training Allowance**
- **Employment and Support Allowance**
- **Income Support**
- **Incapacity Benefit**
- **Passported Incapacity Benefit**
- **Severe Disablement Allowance**
- **Pension Credit**

Further information on benefit types can be found at www.gov.uk/dwp

Referral route

Signposted: Claimants who have no skills need in relation to their job goals but wish to enhance their skills are signposted to the National Careers Service or local training providers. Attendance and participation is not mandatory for signposted claimants.

Abbreviations

BIS	Department for Business, Innovation and Skills
DWP	Department for Work and Pensions
ESA	Employment and Support Allowance
ESA (WRAG)	Employment and Support Allowance (Work-Related Activity Group)
ESOL	English for Speakers of Other Languages
FE	Further Education
HMRC	Her Majesty's Revenue and Customs
IB	Incapacity Benefit
ILR	Individualised Learner Record
IS	Income Support
JCP	Jobcentre Plus
JSA	Jobseeker's Allowance
PC	Pension Credit
PIB	Passported Incapacity Benefit
SDA	Severe Disablement Allowance
TA	Training Allowance
WPLS	Work and Pensions Longitudinal Study

Introduction

Background

1. The Education and Skills Act 2008 allowed the sharing of data between the Department for Business, Innovation and Skills (BIS), the Department for Work and Pensions (DWP) and Her Majesty's Revenue and Customs (HMRC) to assess how effective training is in improving the employment and earnings outcomes of learners and helping them off benefits.

2. Subsequently, a joint BIS-DWP analytical project was set up to develop a matched database of the Individualised Learner Record (ILR) and the Work and Pensions Longitudinal Study (WPLS). The ILR contains information on Further Education provision funded by the Skills Funding Agency in England. The WPLS contains information on benefit data held by the Department for Work and Pensions and earnings and employment data from Her Majesty's Revenue and Customs. Data matching began in January 2009 with a proof of concept exercise and is now carried out regularly. Further information on the datasets, matching process, quality assurance and match rates can be found in the Annex at the end of this document.

3. The project has developed to a stage where a regular series of official statistics can be produced. This publication is the third release as part of this new series. It provides final full year data for the 2012/13 academic year and updates figures previously presented in the December 2013 *Further Education for Benefit Claimants* Official Statistics release[6]. Work will continue to improve and develop the statistics further.

Scope

4. This publication presents information on Further Education activity[7] funded by the Skills Funding Agency for adult benefit claimants[8]. It covers claimants in England, aged 19 to 64 years old at the start of learning. It contains final data for the 2009/10 – 2012/13 academic years. The academic year runs from 1st August to 31st July. All figures are rounded to the nearest 100. Figures below 50 are suppressed for confidentiality purposes.

5. The publication provides statistics on benefit spells with training, learners who were on benefits at the start of training, level (all and highest) of qualification studied and type of provision. The headline measures reported below represent a summary of a complex set of data. It is intended to review this set of measurement units before the next publication to improve their coherence as part of the on-going development of

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[6] https://www.gov.uk/government/collections/further-education-for-benefit-claimants

[7] Further Education includes provision delivered in Further Education organisations, sixth form colleges, independent training organisations, local authorities and other providers. This includes programmes such as Apprenticeships but excludes Adult Community Learning.

[8] Benefit claimants are defined as claimants on Jobseeker's Allowance (JSA) (including Training Allowance (TA)), Employment and Support Allowance (ESA), Income Support (IS), Incapacity Benefit (IB), Passported Incapacity Benefit (PIB), Severe Disablement Allowance (SDA), and Pension Credit (PC). Further information on benefit types can be found at www.gov.uk/dwp

this new Official Statistics series.

6. This document presents the main tables, with commentary. Supplementary tables can be found at: https://www.gov.uk/government/organisations/department-for-business-innovation-skills/series/further-education-for-benefit-claimants. These tables include further detail such as breakdowns of some of the main tables for those aged 19-24 and by JCP District. Tables on learning provider type and Sector Subject Area have been newly added to this edition of the publication.

Important notes

7. The match rates for ILR-WPLS have been high and consistent over time although will rarely reach 100% for the following reasons:

    - Some learners will not have a benefit and/or employment record.

    - Due to data quality issues and data mismatches, not all learners who have a benefit and/or employment record may be picked up by the data matching process.

    This means that absolute figures presented in this publication from matched data will undercount total volumes. For the authoritative sources of information on total volumes on benefits and in learning, please refer to the following headline publications:

    For statistics on post-16 education and skills: https://www.gov.uk/government/publications/learner-participation-outcomes-and-level-of-highest-qualification-held

    For statistics on benefit caseloads and flows data: https://www.gov.uk/government/collections/dwp-statistics-tabulation-tool

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Or view our websites at:
www.gov.uk/dwp
www.gov.uk/bis

Results

Overview

9. There have been increases in Further Education training for benefit claimants between the academic years 2011/12 and 2012/13 (see Table 1).

In terms of benefit claimants:

- The number of benefit claimants starting Further Education training increased by 39 per cent from 464,400 in 2011/12 to 645,800 in 2012/13.

- The number of benefit spells with training increased by 40 per cent from 477,500 in 2011/12 to 668,700 in 2012/13.

- The number of training spells increased by 45 per cent from 525,700 in 2011/12 to 763,800 in 2012/13.

In terms of learning:

- The number of provider-recorded learners on benefit at the start of learning increased by 32 per cent from 573,000 in 2011/12 to 753,600 in 2012/13.

- The number of learning aims started by benefit claimants increased by 39 per cent from 1,110,300 in 2011/12 to 1,544,200 in 2012/13.

Table 1: Overview of Further Education training for Benefit Claimants by academic year

Unit	2009/10	2010/11	2011/12	2012/13
Claimants Starting FE Training	482,600	379,800	464,400	645,800
Benefit Spells with Training	500,600	397,700	477,500	668,700
Training Spells	534,100	420,100	525,700	763,800
Provider-recorded Learners on Benefits at the Start of Learning	556,500	474,400	573,000	753,600
Learning Aims	929,000	839,300	1,110,300	1,544,200

Source: ILR-WPLS Matched Data
1. See Glossary for definitions of measurement units.

10. The figures indicate that very few claimants have more than one benefit spell with training in an academic year. Figures for 2012/13 show that claimants studied an average of 2 aims per training spell.

11. The trends in the data between 2009/10 and 2012/13 will reflect changes in economic conditions and the changing skills provision in response (see 'Extra Information' for further detail). All measures decreased in the academic year 2010/11 compared to

the previous year. In 2012/13, however, all measures increased to their highest level to date, as shown in Graph 1 below.

Graph 1: Overview of Further Education Training for Benefit Claimants by Academic Year

☐ Claimants Starting FE Training
☐ Benefit Spells with Training
☐ Training Spells
■ Provider-recorded Learners on Benefits at the Start of Learning
■ Learning Aims
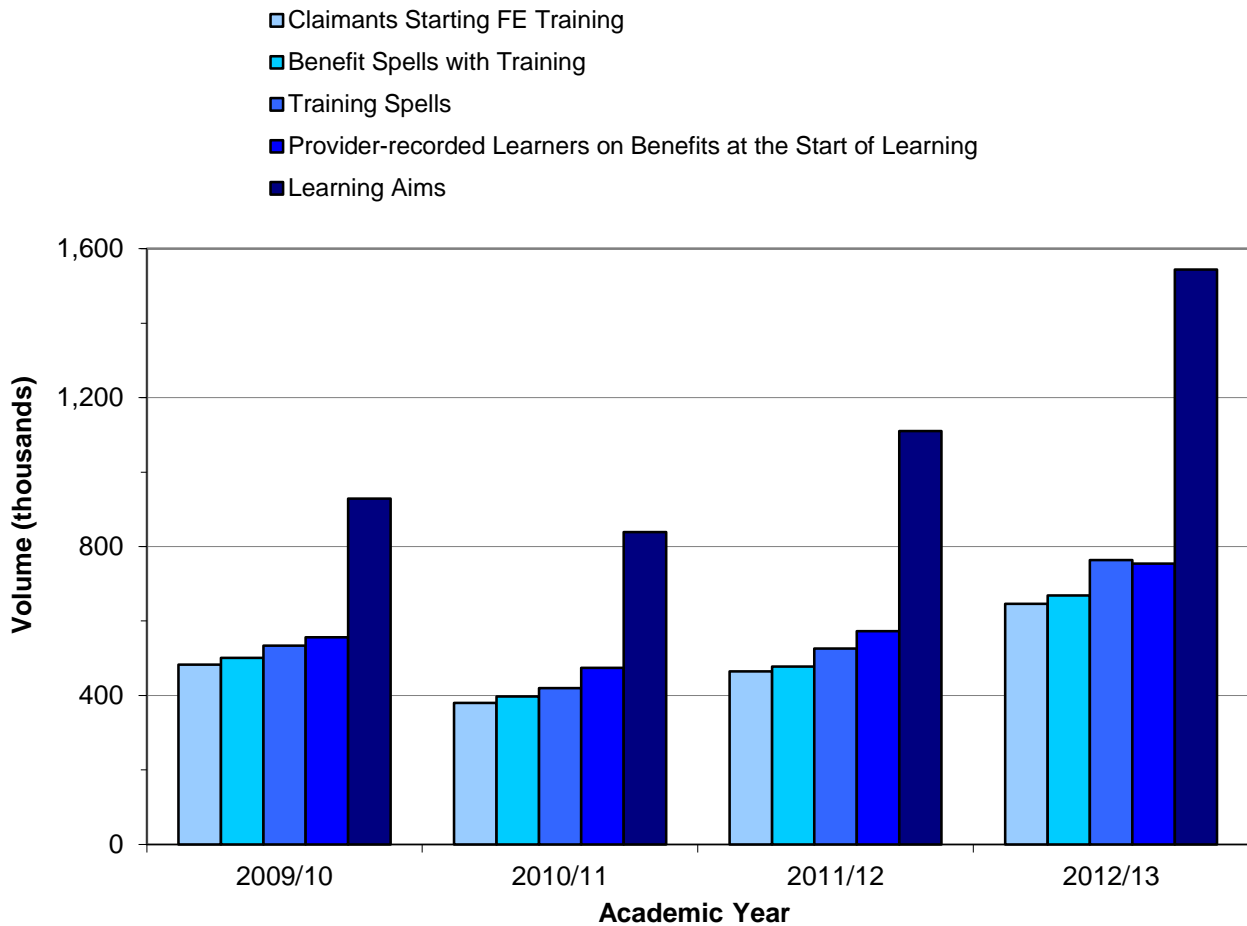
Benefit Spells with Training

12. There were 668,700 benefit spells with training in the 2012/13 academic year, the highest level over the period examined. The overall proportion of benefit spells with training increased from 5.5 per cent in 2011/12 to 8.1 per cent in 2012/13 (see Graph 2). The increase has been driven by a much greater proportion of training started during a JSA benefit spell. The proportion of JSA benefit spells with training increased from 8.9 per cent to 13.1 per cent (see Table 2).

Graph 2: Proportion of Benefit Spells with Training by benefit type

Legend: JSA · ESA (WRAG) · Other Benefits · Total

Y-axis: % of Benefit Spells with Training (0.0% to 15.0%)
X-axis: Academic Year (2009/10, 2010/11, 2011/12, 2012/13)
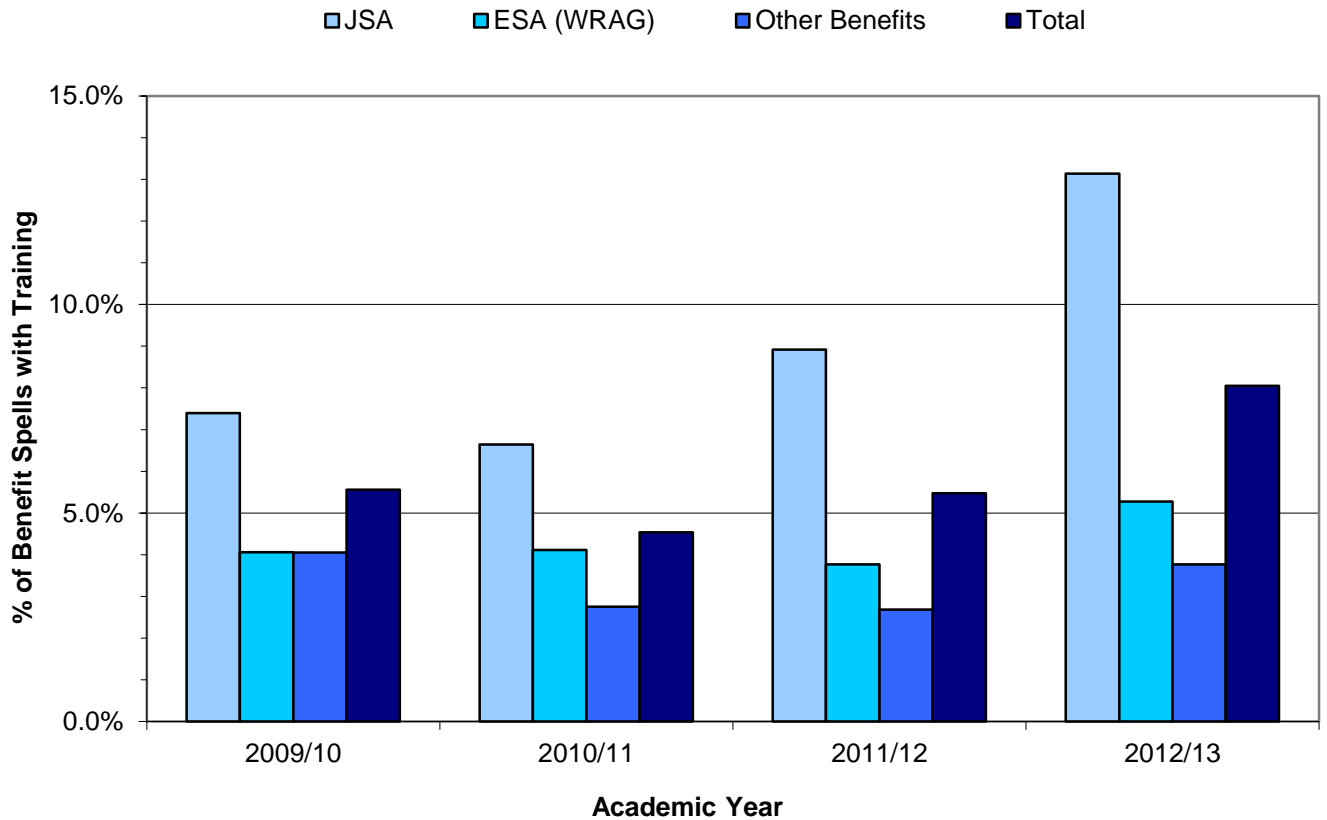
Table 2: Benefit Spells by Benefit Type, Training Status and Academic Year (Benefit Spells with Training)

Benefit Type		2009/10	2010/11	2011/12	2012/13
Jobseeker's Allowance	Benefit spells with training	299,200	263,100	342,700	488,400
	All Benefit Spells	4,044,900	3,959,300	3,842,800	3,717,300
	% with Training	**7.4%**	**6.6%**	**8.9%**	**13.1%**
Employment and Support Allowance (Work Related Activity Group)	Benefit spells with training	4,700	7,500	13,300	25,800
	All Benefit Spells	115,600	182,600	351,700	489,900
	% with Training	**4.1%**	**4.1%**	**3.8%**	**5.3%**
Other Benefits	Benefit spells with training	196,700	127,100	121,500	154,500
	All Benefit Spells	4,850,000	4,620,400	4,525,700	4,099,300
	% with Training	**4.1%**	**2.8%**	**2.7%**	**3.8%**
Total	Benefit spells with training	500,600	397,700	477,500	668,700
	All Benefit Spells	9,010,500	8,762,300	8,720,300	8,306,400
	% with Training	**5.6%**	**4.5%**	**5.5%**	**8.1%**

Source: ILR-WPLS Matched Data
1. Benefit spells with training include all training that started in the academic year only. 'All benefit spells' are all spells in the year including those that started in previous years.
2. There may be multiple training spells within each benefit spell.
3. 'All benefit spells' are all spells over the course of the year and are therefore not comparable with the claimant count or other published snapshots of benefit data.
4. Dash represents a value lower than 50.
5. Figures may not sum due to rounding.

13. JSA or ESA (WRAG) claims accounted for 77 per cent of benefit spells with training in 2012/13, compared with 75 per cent in 2011/12. This proportion has been gradually increasing over the period examined. This reflects the policy aim for claimants of these two benefit types to attend training and improve their skills.

Provider-recorded Learners on Benefit at the Start of Learning

14. Data show that in 2012/13, 38 per cent of provider-recorded learners were on benefit when they started training (see Table 3).

15. Of those learners, 79 per cent were claiming JSA or ESA (WRAG).

Table 3: Learner Starts by Type of Provision, Benefit Status and Academic Year (Provider-recorded Learner)

Type of Provision		2009/10	2010/11	2011/12	2012/13
Education and Training	All Matched Learner Starts	1,119,800	942,200	1,208,600	1,489,900
	of which Starters on Benefit	356,900	332,000	541,800	734,700
	% on Benefit	**32%**	**35%**	**45%**	**49%**
	of which starters on JSA / ESA (WRAG)	166,900	172,900	383,800	580,400
	of which % on JSA / ESA (WRAG)	**47%**	**52%**	**71%**	**79%**
Programmes for the Unemployed (and other related Employer Responsive training)	All Matched Learner Starts	195,300	125,000		
	of which Starters on Benefit	173,400	111,000		
	% on Benefit	**89%**	**89%**		
	of which starters on JSA / ESA (WRAG)	164,800	106,600		
	of which % on JSA / ESA (WRAG)	**95%**	**96%**		
Workplace Learning	All Matched Learner Starts	653,200	701,800	633,600	487,200
	of which Starters on Benefit	26,300	31,500	31,200	18,900
	% on Benefit	**4%**	**4%**	**5%**	**4%**
	of which starters on JSA / ESA (WRAG)	13,400	18,000	21,200	13,300
	of which % on JSA / ESA (WRAG)	**51%**	**57%**	**68%**	**70%**
Total	All Matched Learner Starts	1,968,300	1,769,000	1,842,200	1,977,100
	of which Starters on Benefit	556,500	474,400	573,000	753,600
	% on Benefit	**28%**	**27%**	**31%**	**38%**
	of which starters on JSA / ESA (WRAG)	345,000	297,500	405,000	593,700
	of which % on JSA / ESA (WRAG)	**62%**	**63%**	**71%**	**79%**

Source: ILR-WPLS Matched Data
1. A learner start is counted as a learner starting any aim.
2. An individual may be counted as learning under more than one provision type, at more than one learning provider and/or in more than one year (see Glossary in main publication for definitions of measurement units).
3. Programmes for the Unemployed were discontinued after 2010/11.
4. Figures may not sum due to rounding.

Levels of Learning

16. Data for 2012/13 show that most learning started whilst claiming benefit was at Level 1 and Entry level: 65 per cent of all learning aims started whilst claiming benefits were at this level. The proportion is slightly higher (67 per cent) when just looking at those on JSA or ESA (WRAG) (see Table 4). 89 per cent of aims started whilst claiming benefits were studied at Level 2 or below.

Table 4: Level of Learning by Benefit Type 2012/13 (Aims)

Level		All Benefit Types		Jobseeker's Allowance and Employment and Support Allowance (WRAG)		Other Benefits	
				of which			
Entry Level	Entry - Other	209,700	13.6%	160,400	13.4%	49,200	14.3%
	Entry - English and Maths	89,300	5.8%	51,600	4.3%	37,700	10.9%
	Entry - ESOL	59,600	3.9%	47,200	3.9%	12,400	3.6%
	Total Entry Level	**358,500**	**23.2%**	**259,200**	**21.6%**	**99,400**	**28.8%**
Level 1	Level 1 - Other	580,100	37.6%	507,200	42.3%	72,800	21.1%
	Level 1 - English and Maths	58,200	3.8%	37,600	3.1%	20,600	6.0%
	Level 1 - ESOL	6,200	0.4%	4,300	0.4%	1,900	0.6%
	Total Level 1	**644,400**	**41.7%**	**549,100**	**45.8%**	**95,300**	**27.7%**
Level 2	Level 2 - Other	140,800	9.1%	118,400	9.9%	22,400	6.5%
	Level 2 - English and Maths	31,500	2.0%	19,700	1.6%	11,800	3.4%
	Level 2 - ESOL	1,900	0.1%	1,300	0.1%	600	0.2%
	Full Level 2	194,700	12.6%	148,800	12.4%	45,900	13.3%
	Total Level 2	**368,900**	**23.9%**	**288,100**	**24.0%**	**80,800**	**23.4%**
Level 3	Level 3	19,700	1.3%	13,300	1.1%	6,400	1.8%
	Full Level 3	37,500	2.4%	19,300	1.6%	18,200	5.3%
	Total Level 3	**57,200**	**3.7%**	**32,600**	**2.7%**	**24,600**	**7.1%**
	Level 4+	4,600	0.3%	3,200	0.3%	1,300	0.4%
	Unassigned	110,600	7.2%	67,400	5.6%	43,200	12.5%
All Levels		**1,544,200**	**100.0%**	**1,199,700**	**100.0%**	**344,500**	**100.0%**

Source: ILR-WPLS Matched Data
1. Unassigned courses are largely mandatory aims taken to compliment academic studies, for example tutorial sessions.
2. For further information on different levels of qualifications see https://www.gov.uk/what-different-qualification-levels-mean
3. 'Other Benefits' includes: Other Employment and Support Allowance, Incapacity Benefit, Income Support, Severe Disablement Allowance, Pension Credit, Passported Incapacity Benefit.
4. 'Other' qualifications cover a wide range of subject areas including, but not limited to, Preparation for Life and Work, Information and Communication Technology, Science and Mathematics, Construction, etc.
5. Figures may not sum due to rounding.

17. When assessing learners by the highest level of aim studied, similar proportions are found. Data for 2012/13 show that 89 per cent of provider-recorded learners studied at Level 2 or below as their highest level. This proportion is slightly higher when just looking at those on just JSA or ESA (WRAG) at 92 per cent (see Table 5).

18. Assessing the highest qualification level studied by claimants of JSA and ESA (WRAG), data for 2012/13 show that:

   - 62 per cent of provider-recorded learners studied at Level 1 and Entry level.

   - 30 per cent of provider-recorded learners studied at Full Level 2 or Level 2.

Of those on other benefit types:

- 50 per cent of provider-recorded learners studied at Level 1 and Entry level.

- 29 per cent of provider-recorded learners studied at Full Level 2 or Level 2.

Table 5: Highest Level of Learning by Benefit Type 2012/13 (Provider-recorded Learners)

| | Level | All Benefit Types | | of which | | | |
				Jobseeker's Allowance and Employment and Support Allowance (WRAG)		Other Benefits	
Entry Level	Entry - Other	95,000	12.6%	76,400	12.9%	18,600	11.6%
	Entry - English and Maths	39,300	5.2%	23,200	3.9%	16,000	10.0%
	Entry - ESOL	40,900	5.4%	32,900	5.5%	7,900	5.0%
	Total Entry Level	**175,200**	**23.2%**	**132,600**	**22.3%**	**42,600**	**26.6%**
Level 1	Level 1 - Other	247,300	32.8%	218,200	36.8%	29,000	18.1%
	Level 1 - English and Maths	22,400	3.0%	15,000	2.5%	7,400	4.6%
	Level 1 - ESOL	4,300	0.6%	3,000	0.5%	1,300	0.8%
	Total Level 1	**273,900**	**36.4%**	**236,200**	**39.8%**	**37,700**	**23.6%**
Level 2	Level 2 - Other	55,000	7.3%	46,700	7.9%	8,300	5.2%
	Level 2 - English and Maths	14,700	2.0%	10,100	1.7%	4,700	2.9%
	Level 2 - ESOL	1,200	0.2%	800	0.1%	400	0.2%
	Full Level 2	153,000	20.3%	119,200	20.1%	33,800	21.1%
	Total Level 2	**223,900**	**29.7%**	**176,800**	**29.8%**	**47,200**	**29.5%**
Level 3	Level 3	13,600	1.8%	9,600	1.6%	3,900	2.5%
	Full Level 3	32,100	4.3%	16,500	2.8%	15,700	9.8%
	Total Level 3	**45,700**	**6.1%**	**26,100**	**4.4%**	**19,600**	**12.3%**
	Level 4+	4,200	0.6%	3,000	0.5%	1,200	0.8%
	Unassigned	30,600	4.1%	19,000	3.2%	11,600	7.3%
All Levels		**753,600**	**100.0%**	**593,700**	**100.0%**	**159,900**	**100.0%**

Source: ILR-WPLS Matched Data
1. Unassigned courses are largely mandatory aims taken to compliment academic studies, for example tutorial sessions.
2. For further information on different levels of qualifications see https://www.gov.uk/what-different-qualification-levels-mean
3. 'Other Benefits' includes: Other Employment and Support Allowance, Incapacity Benefit, Income Support, Severe Disablement Allowance, Pension Credit, Passported Incapacity Benefit.
4. 'Other' qualifications cover a wide range of subject areas including, but not limited to, Preparation for Life and Work, Information and Communication Technology, Science and Mathematics, Construction, etc.
5. Figures may not sum due to rounding.

Highest Level of Learning for Benefit Claimants

19. Final full year data for 2012/13 show that 82 per cent of benefit claimants undertaking training studied at Level 2 or below as their highest level, a slight decrease from 85 per cent in 2011/12. This proportion is slightly higher when just looking at those on

just JSA or ESA (WRAG) at 85 per cent, compared with 88 per cent in 2011/12 (see Table 6).

20. Assessing the highest qualification level studied for by JSA and ESA (WRAG) claimants the data for 2012/13 show that:

- 57 per cent studied at Level 1 and Entry, an increase from 53 per cent in 2011/12.

- 29 per cent studied at Full Level 2 or Level 2, compared with 35 per cent in 2011/12.

Of those on other benefit types:

- 45 per cent studied at Level 1 and Entry, a decrease from 51 per cent in 2011/12.
- 24 per cent studied at Full Level 2 or Level 2, compared with 34 per cent in 2011/12.

Table 6: Highest Level of Learning by Benefit Type 2012/13 (Benefit Claimants)

	Level	All Benefit Types		Jobseeker's Allowance and Employment and Support Allowance (WRAG)		Other Benefits	
				of which			
Entry Level	Entry - Other	68,500	10.6%	54,200	10.9%	14,200	9.7%
	Entry - English and Maths	30,500	4.7%	17,600	3.5%	12,800	8.7%
	Entry - ESOL	36,400	5.6%	29,200	5.9%	7,200	4.9%
	Total Entry Level	**135,400**	**21.0%**	**101,100**	**20.3%**	**34,300**	**23.3%**
Level 1	Level 1 - Other	188,600	29.2%	164,800	33.1%	23,800	16.1%
	Level 1 - English and Maths	19,600	3.0%	13,300	2.7%	6,300	4.3%
	Level 1 - ESOL	3,600	0.6%	2,500	0.5%	1,100	0.8%
	Total Level 1	**211,800**	**32.8%**	**180,600**	**36.2%**	**31,200**	**21.2%**
Level 2	Level 2 - Other	43,500	6.7%	36,900	7.4%	6,600	4.5%
	Level 2 - English and Maths	12,600	2.0%	8,700	1.8%	3,900	2.6%
	Level 2 - ESOL	900	0.1%	700	0.1%	300	0.2%
	Full Level 2	122,700	19.0%	97,700	19.6%	25,000	16.9%
	Total Level 2	**179,700**	**27.8%**	**144,000**	**28.9%**	**35,800**	**24.3%**
Level 3	Level 3	11,200	1.7%	8,200	1.6%	3,000	2.1%
	Full Level 3	22,600	3.5%	11,800	2.4%	10,800	7.3%
	Total Level 3	**33,800**	**5.2%**	**20,000**	**4.0%**	**13,800**	**9.4%**
	Level 4+	3,800	0.6%	2,700	0.5%	1,000	0.7%
	Unassigned	81,300	12.6%	50,200	10.1%	31,100	21.2%
All Levels		**645,800**	**100.0%**	**498,500**	**100.0%**	**147,200**	**100.0%**

Levels of Learning Aim by Referral Route (Table 7)

21. Final full year data for 2012/13 show that 23 per cent of learning aims started in this period were through Jobcentre Plus referrals to training, an increase from 14 per cent in 2011/12.

22. Assessing the qualification level studied, the data for 2012/13 show that for those aims referred through Jobcentre Plus:

*   72 per cent were at Level 1 and Entry level, a slight increase from 71 per cent in 2011/12.

*   23 per cent were at Full Level 2 or Level 2, a decrease from 27 per cent in 2011/12.

Of those aims that were started voluntarily or signposted:

*   67 per cent were at Level 1 and Entry level, an increase from 65 per cent in 2011/12.

*   24 per cent were at Full Level 2 or Level 2, a decrease from 28 per cent in 2011/12.

Table 7: Level of Learning for JSA & ESA (WRAG) Claimants by Referral Route 2011/12 and 2012/13 (Aims)

Level	Jobseeker's Allowance and Employment and Support Allowance (WRAG)					
	2011/12			2012/13		
	All	JCP referred	Signposted / self-referred	All	JCP referred	Signposted / self-referred
Entry - Other	82,800	8,600	74,200	150,000	34,200	115,800
Entry - English and Maths	41,500	4,500	37,100	47,700	8,400	39,300
Entry - ESOL	35,200	6,000	29,100	44,300	9,600	34,700
Level 1 - Other	251,300	46,800	204,400	482,800	129,500	353,200
Level 1 - English and Maths	72,700	6,700	66,000	38,200	5,300	32,900
Level 1 - ESOL	2,900	200	2,700	4,000	400	3,600
Level 2 - Other	58,800	13,000	45,700	109,500	32,000	77,500
Level 2 - English and Maths	47,900	3,600	44,300	19,200	2,500	16,700
Level 2 - ESOL	1,000	-	900	1,200	100	1,100
Full Level 2	101,800	11,300	90,500	137,500	25,000	112,500
Level 3	3,600	300	3,400	11,700	1,600	10,100
Full Level 3	18,500	200	18,300	16,200	500	15,700
Level 4+	2,200	100	2,100	2,900	100	2,800
Unassigned	23,500	1,300	22,200	58,700	9,800	48,900
All Levels	**743,500**	**102,700**	**640,800**	**1,123,800**	**259,000**	**864,800**

Source: Matched ILR-WPLS dataset
1. The Individual Learner Record (ILR) does not record the route of referral. Estimates are made by matching aim starts recorded on the ILR with referrals to training provision as recorded by Jobcentre Plus advisors on the Labour Market System (LMS). Where an aim start cannot be matched to a LMS referral, it is classified as self-referred or signposted. For further information please see 'Explanatory notes for Table 7' in the 'Extra Information' section of the publication.
2. 'Other Benefits' includes: Other Employment and Support Allowance, Incapacity Benefit, Income Support, Severe Disablement Allowance, Pension Credit and Passported Incapacity Benefit.
3. Dash represents a value lower than 50.
4. 'Other' qualifications cover a wide range of subject areas including, but not limited to, Preparation for Life and Work, Information and Communication Technology, Science and Mathematics, Construction, etc.
5. Unassigned courses are largely mandatory aims taken to compliment academic studies, for example tutorial sessions.
6. For further information on different levels of qualifications see https://www.gov.uk/what-different-qualification-levels-mean
7. Figures may not sum due to rounding.

Supplementary Tables

23. The list below shows supplementary tables which are available as part of this publication. These additional tables include further detail such as a breakdown of some of the main tables for those aged 19-24 and by JCP District. Tables are available at https://www.gov.uk/government/collections/further-education-for-benefit-claimants

- A1: Training Spells and Aims by Monthly Starts 2009/10 - 2012/13 (Training Spells / Aims)

- A2: Mode of Attendance Summary of Education and Training Learner Starts whilst Claiming JSA and ESA (WRAG) by Level of Qualification and Academic Year (Provider-recorded Learners)

- A2: Mode of Attendance Summary of Education and Training Learner Starts whilst Claiming Other Benefits by Level of Qualification and Academic Year (Provider-recorded Learners)

- A3: Planned Duration of Aims by Benefit Type 2012/13 (Aims)

- A4: Benefit Spells by Benefit Type, Training Status and Academic Year (19-24 year olds) (Benefit Spells with Training)

- A5: Benefit Spells by Benefit Type, Training Status and JCP District 2012/13 (Benefit Spells with Training)

- A6: Point During Benefit Claim when Training Started (Benefit Spells with Training)

- A7: Demographic Summary of Benefit Spells with Training by Benefit Type 2012/13 (Benefit Spells with Training)

- A8: Learner Starts by Type of Provision, Benefit Status and Academic Year (19-24 year olds) (Provider-recorded Learners)

- A9: Learner Starts by Jobcentre Plus District and Benefit Type 2012/13 (Provider-recorded Learners)

- A10: Demographic Summary of Learner Starts by Provision and Benefit Type 2012/13 (Provider-recorded Learners)

- A11: Level of Learning by Benefit Type aged 19-24 (Aims) 2012/13

- A12: Highest Level of Learning by Benefit Type aged 19-24 (Provider-recorded Learners) 2012/13

- A13: Apprentices aged 19-64 who Claimed Benefits before Training by Benefit Type, Level and Academic Year (Framework starts)

- A14: Apprentices aged 19-64 who Claimed Benefits before Training by Benefit Type, Level and Academic Year (% of all Framework starts)

- A15: Apprentices aged 19-24 who Claimed Benefits before Training by Benefit Type, Level and Academic Year (Framework starts)

- A16: Apprentices aged 19-24 who Claimed Benefits before Training by Benefit Type, Level and Academic Year (% of all Framework starts)

- A17: Level of Learning for JSA & ESA WRAG Claimants by Referral Route by type of referral and level of learning aims aged 19-24, 2012/13

- A18: Level (Further Disaggregated) of Learning by Benefit Type 2012/13 (Aims)

- A19: Highest Level (Further Disaggregated) of Learning by Benefit Type 2012/13 (Provider-recorded Learners)

- A20: Learner Starts by Provider type 2012/13 (Provider-recorded Learners)

- A21: Sector Subject Area by Benefit Type 2012/13 (Aims)

- A22: Sector Subject Area by Level 2012/13 (Aims)

Extra Information

Related Statistics

Statistics on Skills Conditionality and sector-based work academy (pre-employment training) starts can be found at:

https://www.gov.uk/government/collections/pre-work-programme-and-get-britain-working

Statistics on all Further Education can be found at:
https://www.gov.uk/government/collections/further-education

Future Publications

The series is intended to be updated once a year. The next publication, looking at the final data for the full 2013/14 academic year, will be published in summer 2015.

The publication date will be confirmed on the UK Statistics Authority's Publication Hub (www.statistics.gov.uk/hub) prior to the publication.

The publication was previously updated twice per year but provisional mid-year figures were of limited use due to the inability to make reliable time series comparisons. The publication of provisional mid-year data has therefore been discontinued. Please let us know if you have any feedback on this decision.

Context

The data presented covers the period from 2009/10 to 2012/13. Over this time, changes in economic conditions have resulted in a higher volume of benefit claimants and changing skills provision in response. There have also been changes to:

- how claimants are referred from Jobcentre Plus from August 2011 (Skills Conditionality); and

- the structure of the benefits system including the withdrawal of Incapacity Benefit, the introduction of Employment and Support Allowance and the movement of lone parents with older children to Jobseeker's Allowance.

The patterns observed in Further Education training for benefit claimants are therefore greatly affected by the context within which they are set.

Revision policy

After data has been published for the full academic year, it is not anticipated that it will be revised again unless a decision is made to implement improvements to the definitions or methodology. When this happens previously published full year data will be revised, where possible, to allow comparisons to be made on a consistent time series.

In this release, data for 2010/11 has been updated to correct a small error in counting the number of matched aims. Figures have reduced slightly, as have the match rates reported in the Annex.

Explanatory notes for Table 7 - Measuring learning aims undertaken by benefit claimants following a (mandatory) referral from Jobcentre Plus (JCP)

1. Official statistics on referrals and starts to Skills Conditionality can be found at the following link:
   https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/315173/mandatory-rogrammes-official-statistics-may-2014.pdf

2. These statistics are based on information recorded by Jobcentre Plus (JCP) advisers on the JCP Labour Market System (LMS). Data on both referrals and starts are recorded.

3. A referral is recorded on the date the claimant is referred to training provision. Similarly, a start is recorded on the date the claimant commenced training provision, based on information reported to JCP by Further Education colleges and training providers[9]. The training provision can be made up of more than one learning aim. The data on Skills Conditionality training starts relates to Great Britain and include all ages (16-64).

4. Table 7 in this release contains statistics on learning aim starts by referral route. The purpose of this table is to present information on the number of learning aim starts within scope of this publication (SFA funded training, excluding Community Learning) that are referred by JCP (specifically referrals to Skills Conditionality, ESOL, basic skills training and Sector Based Work Academies pre-employment training). It also shows the number that are not referred by JCP (self-referred or signposted) for benefit claimants aged 19-64 in England only.

5. The ILR does not record the route of referral for learning aims started by benefit claimants. Estimates are therefore made by matching referrals (of the specific types noted above) to training provision recorded by JCP advisors on the LMS with aim starts recorded on the ILR.

   - Referrals and aim starts are considered to be a match where a referral is recorded up to 13 weeks before or 2 weeks after the aim start date (the 2 weeks after is to take into account of inaccurate recording), and the learner was in receipt of JSA or ESA(WRAG) on the aim start date.

   - It is possible for multiple aim starts to be matched to a single referral, i.e. individuals can start more than one aim following a single referral.

   - Where an aim start cannot be matched to a referral, it is classified as self-referred or signposted.

6. The figures in the two publications are not directly comparable due to the difference in scope (for example – age range and geographic coverage) and because they use different measurement units (aims for which a matched referral was found (in this publication), compared to referrals for which a start was recorded (in the Skills Conditionality statistics)).

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[9] Colleges/providers will notify JCP when a learner attends training by returning a REF2JP form or referral list (depending on locally agreed practices). On this form there is also the option to state that the individual did not attend.

Annex – Matching Process, Data Coverage and Quality

Datasets

1. The statistics in the publication are produced using the ILR-WPLS matched dataset:

    -   Individualised Learner Record (ILR) contains information on Skills Funding Agency funded FE provision from 2002/03 to 2012/13.

    -   Work and Pensions Longitudinal Study (WPLS) is a long established dataset which compromises DWP benefit data and earnings and employment data from HMRC:

        -   P45 employment data collated by HMRC from income tax records from 1998/99.

        -   P14 earnings data collated by HMRC from tax processing from 2003/04.

        -   National Benefits Database (NBD) covering benefit records from 1999.

Matching Process

2. The match is carried out by DWP's Information, Governance and Security Directorate working in partnership with BIS, DWP Partnerships Division and the FE Data Service to ensure data is transferred efficiently and securely, and appropriate quality assurance is carried out prior to the data being used.

3. The match relies on a mixture of National Insurance Number (NINO) and fuzzy matching using personal details as described below.

4. The ILR has been matched to the DWP Master Index[10] and HMRC P45 data using NINO and five personal details fields: Initial of Forename, Soundex[11] of Surname, Date of birth, Postcode Sector and Gender.

5. For a match to be counted <u>one</u> of the following criteria must have been met:

    -   NINO matches and at least 3 of personal details match; or
    -   NINO does not match but FIRST TWO letters of forename, Soundex of surname, date of birth all match, plus one of either gender or postcode; or
    -   NINO does not match but date of birth, gender and FULL postcode (i.e. not postcode sector) all match.

6. The records are then coded to indicate the strength of the match using a traffic light system. The strongest match is where there is a direct match on the National Insurance Number and three or more personal detail fields, with the weakest accepted match where date of birth, gender and full postcode match.

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[10] The DWP Master Index and HMRC P45 datasets are subsets of the WPLS dataset.

[11] SAS function which turns a surname into a code representing what it sounds like, which allows some flexibility for different spellings. For example Wilson=Willson.

7. The matching algorithm, based on established processes, was developed through an iterative process and has been fully tested for accuracy.

8. Currently there is no attempt to rematch learners who have failed to match in the past, although the latest employment and benefit data for those learners who previously matched is transferred each quarter.

9. The flow diagram below illustrates the steps taken in the overall matching process:
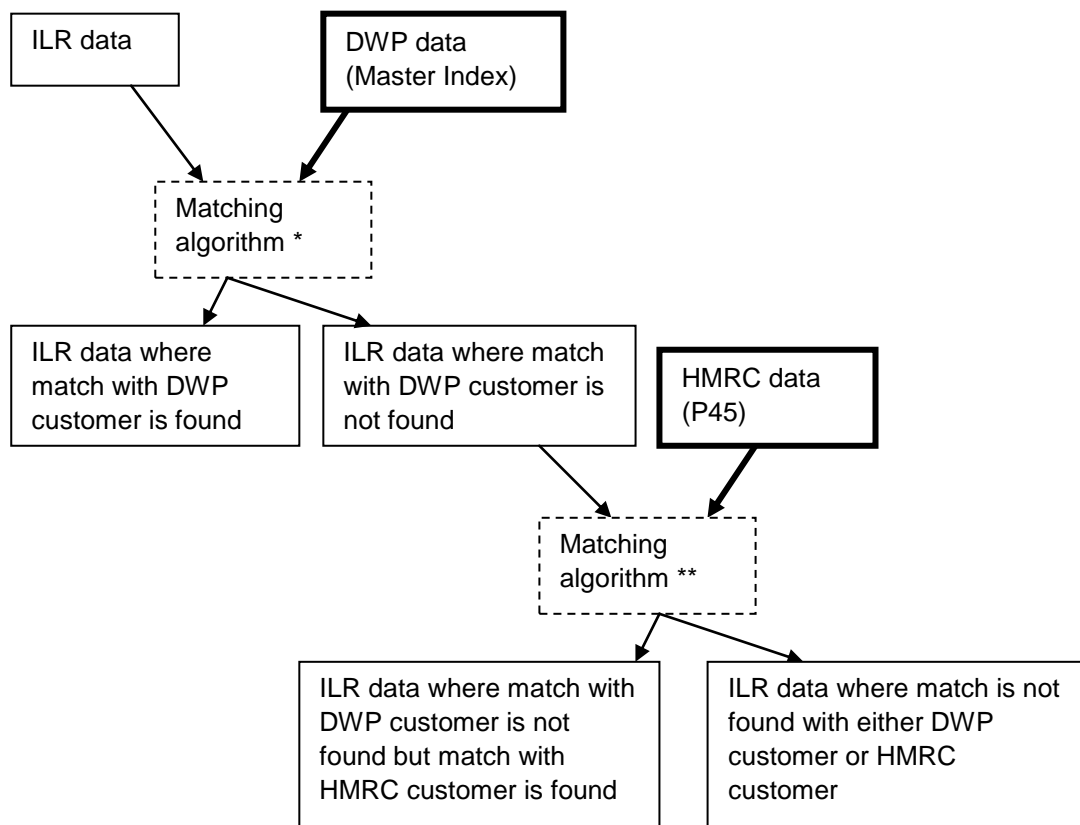
10. DWP analysts are given access to DWP customer data, HMRC data for DWP customers, and ILR data for DWP customers for cases where a match is found at *.

11. BIS analysts are given access to DWP customer data for cases where a match is found at * and HMRC data for cases where a match is found at either * or **.

12. All records accessed for analysis are anonymous so that individuals cannot be identified. The personally identifying records used in the actual matching process are accessed under strict security controls.

Match Rates

13. There is a good match rate across all provision types. The table below shows consistently good match rates.

ILR Match Rates by Provision and Academic Year

Provision Type	2009/10	2010/11	2011/12	2012/13
Education and Training	84%	85%	88%	91%
Programmes for the Unemployed (and other related Employer Responsive training)	97%	98%		
Workplace Learning	95%	94%	94%	96%

Source: ILR-WPLS Matched Data
1. Programmes for the Unemployed were discontinued after 2010/11.

14. The higher match rates for Workplace Learning provision are likely to be due to mandatory collection of National Insurance Number which provides the most direct and powerful means to achieve a match. It is also helped by the fact that a majority of learners will be in employment if studying in this provision type and as such are likely to match to the HMRC data.

15. For Education and Training provision National Insurance Number is only collected for around a fifth of learners and also a significant proportion of learners are studying full-time and so less likely to be in employment or on benefit at the time of studying, which prevent the match rate being higher.

Potential issues with the match

16. The match rate is fairly stable across a range of demographics. There are though certain groups for which the rates are marginally poorer than overall.

17. Match rates are poorer for the 'White Other' ethnic group. A large proportion of this category are non-UK nationals and as such less likely to have interacted with the employment and benefits system. There is also a lower match rate for the Chinese ethnic group. We believe this is partly due to the difficulties of matching Chinese names.

18. The youngest learners also have a slightly poorer match rate. It's probable that this is due to them being less likely to have been in employment or on benefit. If they have been in employment they are more likely to be low earners and so less likely to be in the PAYE tax data.

19. Offender learning is recorded in the ILR. Often no personal details are collected or the learner postcode is set to the prison or parole office for offenders learners. This means very few offenders will match and the quality of the match is much lower than average when a match is found.

Data Coverage and Quality

20. Once the match is established, the next step is to merge the different data files (employment, benefits, and learners) on the basis of the person level record linkage defined by the matching. The coverage of the different datasets is set out below.

Benefit Data

21. Benefit data are taken from the underlying payments systems and are supplemented by the information entered by Jobcentre advisers. The data therefore captures basic information accurately, but non-compulsory fields in either the labour market system or the payment system may be incomplete. Due to the size and technical complexity, these systems are not accessed directly, but at regular intervals scans are taken that build up a longitudinal picture from repeated snapshots of the data.

22. Start dates are entered on to the system and are accurate dates of benefit payment, thus provide certain timing and duration of benefit claim. However, while JSA dates have very few discrepancies, due to the way the data is scanned the end dates recorded for other benefits may diverge to some extent from the events they are recording. The potential discrepancy varies from up to two weeks for ESA to up to six weeks for IB.

Universal Credit claimants

23. The National Benefits Database (NBD) does not currently include any information relating to claims to Universal Credit. This means that Universal Credit claimants are not included in the matched ILR-WPLS dataset, and this statistics publication does not include any learning aims started by individuals whilst on Universal Credit.

24. Further work is being undertaken to assess whether Universal Credit claims can be brought into the matching dataset to allow future publications to include training undertaken by Universal Credit claimants.

25. For more information on the number of starts to Universal Credit, and the current caseload, please see the latest official statistics publication: https://www.gov.uk/government/collections/universal-credit-statistics

Employment Data

26. The employment and earnings administrative data largely covers only those who pay tax through PAYE through employer submission of P45 and P14. The core purpose of this process is to collect tax from those who are eligible to pay it through this mechanism, as such there is not complete coverage due to the taxation system. Individuals who are low earners and fall below the tax threshold may not be included if their records are not included in the data provided to HMRC, although for large employers these are thought to be included due to methods of data transfer.

27. In addition any earnings recorded through Self Assessment (SA) will not be in the data. The lack of SA data means that the self-employed will not be in the data and the earnings of the highest paid are likely to be underestimated as they are most likely to have additional earnings recorded through SA.

28. For the purposes of collecting taxes accurate start dates are not required, just the fiscal year and earnings. Therefore a number of returns are found to be missing start dates due to the employer not forwarding a timely P45. The default dates recorded in the dataset are either 6th of April (the first day of the tax year), or where only an end date is known as the day before that end date. Similarly for records where the employment is

known to have come to an end within a tax year but the end date is not known the record is given a default 5th April end date, the last day of the tax year.

29. In addition there are several instances of duplicate start dates where more than one employment spell starts on the same day, or conversely duplicate end dates where more than one employment spell ends on the same day. These may arise from administrative processes occurring within HMRC, e.g. in relation to tax credits.

Learner data

30. The Skills Funding Agency requirements for personal data vary by the type of provision provided. For work based learning National Insurance Number is recorded for more than 90% of learners compared to around 20% for Education and Training.

31. Other personal details fields have high completion rates although there is some use of defaults where information is not known and particular groups such as offender learners have information withheld.

32. The dates of learning can be assumed accurate to within a week. Key data fields are tied to funding therefore there is a strong incentive for providers to ensure the information returned is accurate.

33. As the data sharing only covers Skills Funding Agency funded learning it does not include learning done outside of England and it also excludes learning funded through the Higher Education route.

Time lags

34. All data used in this process is drawn from administrative sources, which take time to process and collate. There are therefore lags between the reference period and availability of the dataset for analysis.

Benefit data taken from the National Benefits Database has lags in completeness. Additional clerical claims, appeals and other complex situations add to the changes in later versions of the database. This retrospection in the data means initial records appear after three months while the timescale for complete data is approximately six months.

Employment data is matched to DWP data on a regular basis. There are cleaning rules applied to this data, which identify old records when updated with new information. As new information can come through about a job after it has ended this is a source of constant change, although the data is considered complete after six months.

Learner data is collated from returns by colleges with the provisional data collected to date generally published on a quarterly basis. Returns are not generally complete until up to six months after the end of the academic year, which runs from 1st August to 31st July.