Further Education for Benefit Claimants

England

2012/13 in-year (August 2012 – January 2013) provisional figures

Official Statistics Series

12th December 2013

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 – 2011/12 academic years and provisional information for the first six months of the 2012/13 academic year (1st August 2012 to 31st January 2013). Final data for the 2012/13 academic year will be published in summer 2014. 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 information on 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 provisional data for the first six months of the 2012/13 academic year and updates figures presented in the previous release of this publication[4]. Provisional data does not provide a good comparison with previous final year data because levels of FE provision vary across the academic year and because there will be more data returns due from providers for this period. Caution should also be taken in comparing with any in-year data from other years because the completeness of the in-year data is not predictable and may vary each year.

This publication is the second release in a new series which will be updated twice a year. Work will continue to improve and develop the statistics further.

Headline figures for provisional 2012/13 data

Provisional data for the first six months of the 2012/13 academic year show, in terms of benefit claimants:

- 315,800 benefit claimants started Further Education training.

- The overall proportion of benefit spells with training was 4.9 per cent. 8.9 per cent of Jobseeker's Allowance benefit spells involved training.

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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/uploads/system/uploads/attachment_data/file/207951/bis-13-879-further-education-for-benefit-claimants.pdf

Provisional data for the first six months of the 2012/13 academic year show, in terms of learners:

- 407,500 learners (39 per cent of all learners) were on benefit at the start of learning.

- 113,800 learners aged 19-24 (35 per cent of all learners aged 19-24) were on benefit at the start of learning.

- 72 per cent of all learners on benefit at the start of learning were claiming Jobseeker's Allowance or Employment and Support Allowance (Work-Related Activity Group).

- 15 per cent of all aims started whilst on benefit were Maths and English.

- For 37 per cent of learners on benefit at the start of learning, their highest level of study was Level 2 or above.

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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.

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. BIS reports activity in terms of numbers of learner records. 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. 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 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.

Learning

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

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://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
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 second release as part of this new series. It provides provisional data for the first six months of the 2012/13 academic year and updates figures previously presented in the June 2013 *Further Education for Benefit Claimants* Official Statistics release[5]. Work will continue to improve and develop the statistics further.

Scope

4. This publication presents information on Further Education activity[6] funded by the Skills Funding Agency for adult benefit claimants[7]. It covers claimants in England, aged 19 to 64 years old at the start of learning. It contains final data for the 2009/10 – 2011/12 academic years and provisional information for the first six months of the 2012/13 academic year.[8] 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

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[5] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/207951/bis-13-879-further-education-for-benefit-claimants.pdf

[6] 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.

[7] 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

[8] This period covers 1st August 2012 to 31st January 2013.

type of provision.

6.   This document presents the main tables, with commentary. Supplementary tables including further detail such as a breakdown of some of the main tables for those aged 19-24 and by JCP District, along with the main tables can be found at: https://www.gov.uk/government/organisations/department-for-business-innovation-skills/series/further-education-for-benefit-claimants

Important notes

7.   Provisional data provide an early view of performance and will change as further data returns are received from Further Education colleges and providers. The completeness of the in-year data at the six month point is not predictable and may vary each year. It is therefore not recommended to compare in-year information to earlier periods but to use the final full academic year information for any time series comparison instead (see 'Extra information – Issues with using provisional data' below for further details).

8.   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: http://www.thedataservice.org.uk/statistics/statisticalfirstrelease/sfr_current/

For statistics on benefit caseloads and flows data: http://research.dwp.gov.uk/asd/index.php?page=tabtool

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www.gov.uk/bis

Results and tables

Overview (Table 1)

10. Provisional data for the first six months of the 2012/13 academic year, in terms of benefit claimants, show:

- There were 315,800 benefit claimants starting Further Education training.

- There were 319,400 benefit spells with training.

Provisional data for the first six months of the 2012/13 academic year, in terms of training, show:

- There were 340,200 training spells started by benefit claimants

- There were 407,500 learners on benefit at the start of learning.

- There were 765,600 learning aims started by benefit claimants.

11. The figures indicate that very few claimants have more than one benefit spell with training in an academic year. Provisional data show that the average number of aims studied within a training spell in the first six months of 2012/13 was 2.3.

12. The trends in the full year data between 2009/10 and 2011/12 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 2011/12, however, all measures increased to their highest level to date[9].

Table 1: Overview of Further Education training for benefit claimants by academic year

Unit	2009/10	2010/11	2011/12	2012/13 (Aug '12 - Jan '13)
Claimants Starting FE Training	482,600	379,800	464,400	315,800
Benefit Spells with Training	500,600	397,700	477,500	319,400
Training Spells	534,100	420,100	525,700	340,200
Learners on Benefits at the Start of Learning	556,500	474,400	573,000	407,500
Learning Aims	929,000	839,300	1,110,300	765,600

Source: ILR-WPLS Matched Data

1. See Glossary for definitions of measurement units.

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[9] Comparison over time to the latest period can only be made once final year 2012/13 data is published in summer 2014 (see 'Extra information – Issues with using provisional data' below for further details).

Benefit spells with training (Table 2)

13. Provisional data show that there were 319,400 benefit spells with training in the first six months of 2012/13. The overall proportion of benefit spells with training in the first six months of 2012/13 was 4.9 per cent.

14. 8.9 per cent of JSA benefit spells in the first six months of 2012/13 involved training, compared with 3.0 per cent for ESA (WRAG) and 2.2 per cent for other benefit types.

15. JSA or ESA (WRAG) claims accounted for 76 per cent of benefit spells with training. This reflects the policy aim for claimants of these two benefit types to attend training and improve their skills.

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 (Aug '12 - Jan '13)
Jobseeker's Allowance	Benefit spells with training	299,200	263,100	342,700	230,500
	All Benefit Spells	4,044,900	3,959,300	3,842,800	2,592,900
	% with Training	**7.4%**	**6.6%**	**8.9%**	**8.9%**
Employment and Support Allowance (Work Related Activity Group)	Benefit spells with training	4,700	7,500	13,300	12,400
	All Benefit Spells	115,600	182,600	351,700	421,200
	% with Training	**4.1%**	**4.1%**	**3.8%**	**3.0%**
Other Benefit Types	Benefit spells with training	196,700	127,100	121,500	76,400
	All Benefit Spells	4,850,000	4,620,400	4,525,700	3,540,700
	% with Training	**4.1%**	**2.8%**	**2.7%**	**2.2%**
Total	Benefit spells with training	500,600	397,700	477,500	319,400
	All Benefit Spells	9,010,500	8,762,300	8,720,300	6,554,800
	% with Training	**5.6%**	**4.5%**	**5.5%**	**4.9%**

Source: ILR-WPLS Matched Data

1. Benefit Spells with training are based on matched data only. Match rates are good but are not 100% therefore the number of benefit spells with training and the proportion of benefit spells with training are likely to be underestimated.
2. 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.
3. There may be multiple training spells within each benefit spell.
4. '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.
5. Other benefit types includes: Other Employment and Support Allowance, Incapacity Benefit, Income Support, Severe Disablement Allowance, Pension Credit, Passported Incapacity Benefit.
6. Figures may not sum due to rounding.

Learners on benefit at the start of learning (Table 3)

16. Provisional data show that 39 per cent of learners in the first six months of 2012/13 were on benefit when they started training.

17. Provisional data show that of those learners who were on benefit when they started training in the first six months of 2012/13, 72 per cent were claiming JSA or ESA (WRAG).

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

Type of Provision		2009/10	2010/11	2011/12	2012/13 (Aug '12 - Jan '13)
Education and Training	All Matched Learner Starts	1,119,800	942,200	1,208,600	836,800
	of which Starters on Benefit	356,900	332,000	541,800	398,200
	% on Benefit	**32%**	**35%**	**45%**	**48%**
	of which starters on JSA / ESA (WRAG)	166,900	172,900	383,800	286,800
	of which % on JSA / ESA (WRAG)	**47%**	**52%**	**71%**	**72%**
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	210,100
	of which Starters on Benefit	26,300	31,500	31,200	9,300
	% on Benefit	**4%**	**4%**	**5%**	**4%**
	of which starters on JSA / ESA (WRAG)	13,400	18,000	21,200	6,700
	of which % on JSA / ESA (WRAG)	**51%**	**57%**	**68%**	**72%**
Total	All Matched Learner Starts	1,968,300	1,769,000	1,842,200	1,047,000
	of which Starters on Benefit	556,500	474,400	573,000	407,500
	% on Benefit	**28%**	**27%**	**31%**	**39%**
	of which starters on JSA / ESA (WRAG)	345,000	297,500	405,000	293,400
	of which % on JSA / ESA (WRAG)	**62%**	**63%**	**71%**	**72%**

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 and in more than one year.
3. The total numbers of all matched learner starts in this table are those learner starts where a match has been found on the WPLS, confirming that this learner is captured in the matched dataset. These figures will not match those published in BIS' Statistical First Release on Post 16 Education and Skills as not all learners will have been matched to a benefit and/or employment record.
4. Programmes for the Unemployed were discontinued after 2010/11.
5. Figures may not sum due to rounding.

Levels of Learning (Tables 4 and 5)

18. Provisional data for the first six months of 2012/13 show that most learning started whilst claiming benefit was at Level 1 and Entry level: 62 per cent of all learning aims started whilst claiming benefits were at this level. The proportion is slightly higher (65 per cent) when just looking at those on JSA or ESA (WRAG) (see Table 4). 86 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 Year to Date August 2012 to January 2013 (Aims)

Level	Jobseeker's Allowance and Employment and Support Allowance (WRAG)		Other Benefits		All Benefit Types	
Entry - Other	70,200		32,700		102,900	
Entry - English and Maths	30,600	23.3%	27,600	30.5%	58,200	25.4%
Entry - ESOL	25,100		8,100		33,200	
Level 1 - Other	203,400		40,600		244,100	
Level 1 - English and Maths	21,900	42.1%	13,200	24.6%	35,200	37.0%
Level 1 - ESOL	2,500		1,300		3,700	
Level 2 - Other	46,000		11,700		57,700	
Level 2 - English and Maths	11,300		6,600		17,900	
Level 2 - ESOL	700	24.1%	400	22.8%	1,000	23.7%
Full Level 2	72,700		32,400		105,100	
Level 3	6,200		4,000		10,300	
Full Level 3	15,700	4.0%	15,200	8.6%	30,900	5.4%
Level 4+	2,000	0.4%	900	0.4%	2,800	0.4%
Unassigned	33,100	6.1%	29,400	13.1%	62,600	8.2%
All Levels	**541,400**	**100.0%**	**224,200**	**100.0%**	**765,600**	**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.

19. When assessing learners by the highest level of aim studied, similar proportions are found. Provisional data for the first six months of 2012/13 show that 87 per cent of learners studied at Level 2 or below as their highest course. This proportion is slightly higher when just looking at those on just JSA or ESA (WRAG) at 90 per cent (Table 5).

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

- 61 per cent of learners studied at Level 1 and Entry level.

- 28 per cent of learners studied at Full Level 2 or Level 2.

Of those on other benefit types:

- 51 per cent of learners studied at Level 1 and Entry level.

- 28 per cent of learners studied at Full Level 2 or Level 2.

Table 5: Highest Level of Learning by Benefit Type 2012/13 Year to Date August 2012 to January 2013 (Learners)

Level	Jobseeker's Allowance and Employment and Support Allowance (WRAG)		Other Benefits		All Benefit Types	
Entry - Other	36,400		13,700		50,000	
Entry - English and Maths	15,700	24.6%	13,600	29.5%	29,300	26.0%
Entry - ESOL	20,200		6,400		26,600	
Level 1 - Other	96,200		18,100		114,200	
Level 1 - English and Maths	9,400	36.6%	5,100	21.2%	14,500	32.3%
Level 1 - ESOL	2,000		1,000		3,000	
Level 2 - Other	17,500		4,200		21,700	
Level 2 - English and Maths	5,900	28.5%	2,600	27.8%	8,500	28.3%
Level 2 - ESOL	500		300		700	
Full Level2	59,700		24,700		84,400	
Level 3	4,500	6.3%	2,600	14.2%	7,100	8.5%
Full Level 3	13,900		13,600		27,500	
Level 4+	1,800	0.4%	800	0.4%	2,600	0.4%
Unassigned	9,800	3.3%	7,500	6.6%	17,300	4.2%
All Levels	**293,400**	**100.0%**	**114,000**	**100.0%**	**407,500**	**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.

Highest Level of Learning for Benefit Claimants (Tables 6)

21. Provisional data for the first six months of 2012/13 show that 79 per cent of benefit claimants undertaking training studied at Level 2 or below as their highest course. This proportion is slightly higher when just looking at those on just JSA or ESA (WRAG) at 83 per cent (Table 6).

22. Assessing the highest qualification level studied for by JSA and ESA (WRAG) claimants provisional data for the first six months of 2012/13 show that:

- 57 per cent studied at Level 1 and Entry.

- 26 per cent studied at Full Level 2 or Level 2.

Of those on other benefit types:

- 41 per cent studied at Level 1 and Entry.

- 25 per cent studied at Full Level 2 or Level 2.

Table 6: Highest Level of Learning by Benefit Type 2012/13 Year to Date August 2012 to January 2013 (Benefit Claimants)

Level	Jobseeker's Allowance and Employment and Support Allowance (WRAG)		Other Benefits		All Benefit Types	
Entry - Other	28,000		6,100		34,100	
Entry - English and Maths	10,500	22.1%	6,000	21.5%	16,500	21.9%
Entry - ESOL	14,600		4,100		18,700	
Level 1 - Other	75,800		11,600		87,400	
Level 1 - English and Maths	6,400	34.7%	2,800	19.9%	9,200	31.2%
Level 1 - ESOL	1,300		600		1,900	
Level 2 - Other	13,300		2,400		15,700	
Level 2 - English and Maths	3,700		1,300		5,000	
Level 2 - ESOL	300	26.0%	100	25.5%	400	25.9%
Full Level 2	45,300		15,300		60,700	
Level 3	3,400		1,400		4,800	
Full Level 3	8,800	5.1%	6,800	10.9%	15,600	6.5%
Level 4+	1,500	0.6%	500	0.7%	2,000	0.6%
Unassigned	27,700	11.5%	16,100	21.5%	43,800	13.9%
All Levels	**240,600**	**100.0%**	**75,200**	**100.0%**	**315,800**	**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.

Levels of Learning Aim by Referral Route (Table 7)

23. Provisional data for the first six months of 2012/13 show that 20 per cent of learning aims started in this period were through Jobcentre Plus referrals to training, while 80 per cent of aims started in the first six months of 2012/13 were self-referred or signposted.

24. Assessing the qualification level studied, the provisional data for the first six months of 2012/13 show that for those aims referred through Jobcentre Plus:

    - 72 per cent were at Level 1 and Entry level.

    - 23 per cent were at Full Level 2 or Level 2.

    Of those aims that were started voluntarily or signposted:

    - 64 per cent were at Level 1 and Entry level.

    - 24 per cent were at Full Level 2 or Level 2.

Table 7: Level of Learning for JSA & ESA WRAG Claimants by Referral Route (Aims), 2012/13 Year to Date (August '12 to January '13)

Level	Jobseeker's Allowance and Employment and Support Allowance (WRAG)					
	2011/12			2012/13 (Aug '12 - Jan '13)		
	JCP referred	Signposted / self-referred	All	JCP referred	Signposted / self-referred	All
Entry - Other	8,600	74,200	82,800	12,700	52,000	64,800
Entry - English and Maths	4,500	37,100	41,500	4,100	22,400	26,500
Entry - ESOL	6,000	29,100	35,200	4,600	18,900	23,500
Level 1 - Other	46,800	204,400	251,300	48,200	144,800	193,000
Level 1 - English and Maths	6,700	66,000	72,700	2,300	17,400	19,600
Level 1 - ESOL	200	2,700	2,900	200	2,100	2,300
Level 2 - Other	13,000	45,700	58,800	12,000	30,700	42,700
Level 2 - English and Maths	3,600	44,300	47,900	1,200	8,700	10,000
Level 2 - ESOL	-	900	1,000	-	600	600
Full Level 2	11,300	90,500	101,800	9,400	56,200	65,600
Level 3	300	3,400	3,600	500	4,800	5,300
Full Level 3	200	18,300	18,500	400	13,200	13,600
Level 4+	100	2,100	2,200	100	1,700	1,800
Unassigned	1,300	22,200	23,500	4,100	28,500	32,600
All Levels	**102,700**	**640,800**	**743,500**	**99,900**	**402,000**	**501,900**

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

25. 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

- A2: Mode of Attendance Summary of Education and Training Learner Starts whilst Claiming Benefits by Level of Qualification and Academic Year

- A3: Planned Duration of Aims by Benefit Type

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

- A5: Benefit Spells by Benefit Type, Training Status and JCP District

- A6: Point During Benefit Claim when Training Started

- A7: Demographic Summary of Benefit Spells with Training by Benefit Type

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

- A9: Learner Starts by Jobcentre Plus District and Benefit Type

- A10: Demographic Summary of Learner Starts by Provision and Benefit Type

- A11: Level of Learning by Benefit Type aged 19-24

- A12: Highest Level of Learning by Benefit Type aged 19-24

- 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

- A18: Level (Further Disaggregated) of Learning by Benefit Type

- A19: Highest Level (Further Disaggregated) of Learning by Benefit Type

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:
http://www.thedataservice.org.uk/Statistics/statisticalfirstrelease/sfr_current/Summary.htm

Future Publications

The series is intended to be updated twice a year. The next publication, looking at the final data for the full 2012/13 academic year, will be published in summer 2014.

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

Issues with Comparing Data across Academic Years

The data presented covers the period from 2009/10 to 2011/12 and provisional data for the first six months of the 2012/13 academic year. 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.

Issues with using provisional data

1. It is important to provide the earliest picture of performance in Further Education for benefit claimants once it becomes available so that users may assess the impact of government-funded provision and hold the system to account. Provisional data on Further Education are, however, taken from an operational information system which is designed to support the funding of providers. There are, therefore, some important limitations users should take into consideration.

2. In-year Further Education information is subject to data lag, which is when a provider submits information after the period it related to. This information is subsequently attributed to the correct time period. Data remain provisional until final returns for the academic year are made by providers, after the end of the academic year. Final data for academic year 2012/13 are expected to be published in summer 2014.

3. Data lag from one year to the next is not predictable, as provider behaviour changes over time and there is no source of information that would enable us to provide a robust estimate of completeness of data that have been returned. Provisional data cannot, therefore, be compared with provisional or final data from earlier academic years. It is generally recommended to use the final data for the last complete academic year for time series comparisons.

4. A quality assessment of the volume of providers that have made their returns is conducted. If estimates are considered to be particularly weak, due to data lag or any other factor, publication of those estimates may be deferred. In recent years timelier reporting of data ahead of the final return has been encouraged. This is set out in the quality statement, which can be found at: http://www.thedataservice.org.uk/statistics/statisticalfirstrelease/compliance/.

Revision policy

Usually, once data has been published for the full academic year (updating the previously provisional in-year data), 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 a comparison to be made on a consistent time series.

The criteria used to define whether a learner was on benefit at the start of learning have been revised slightly for this release. This means that data for 2009/10, 2010/11 and 2011/12 academic years have been updated in this publication so the time series is presented consistently. This has resulted in a decrease of approximately one to two per cent in the total number of aims in each academic year, compared to those previously released in the June 2013 publication.

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/publications/pre-work-programme-support-mandatory-programmes-november-2013.

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[10]. 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

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[10] 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.

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)).

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.
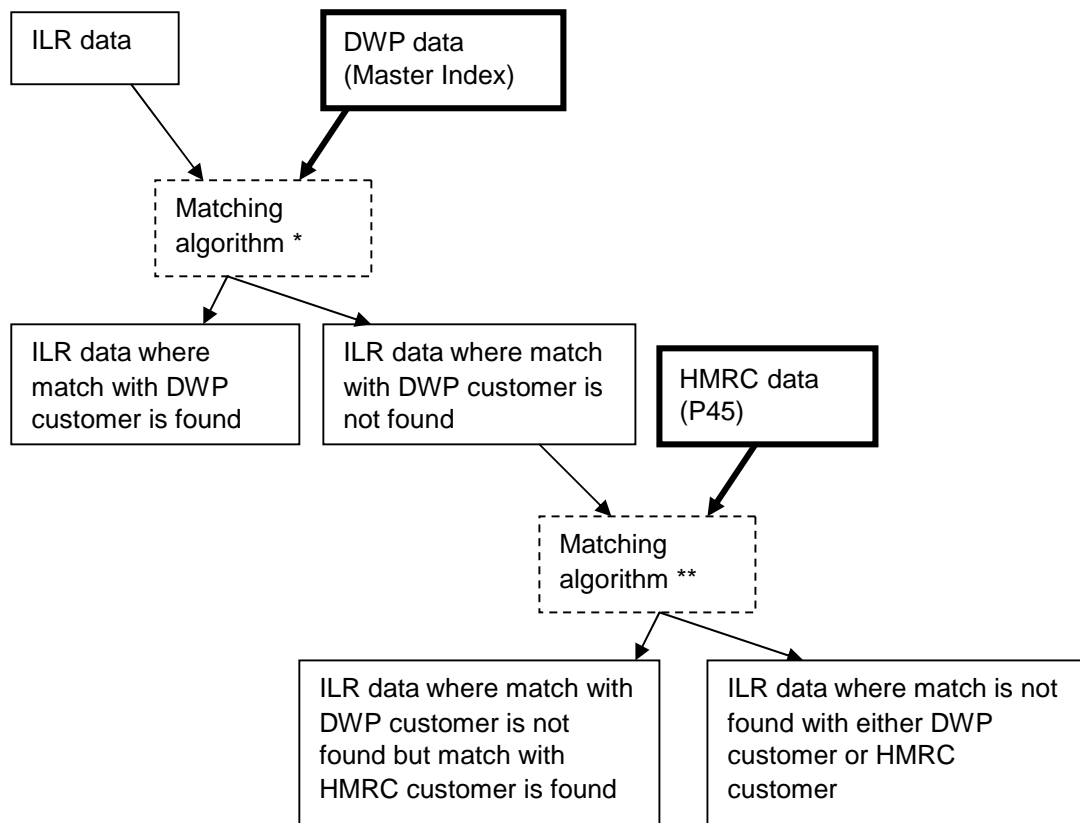
Matching Process

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[11] and HMRC P45 data using NINO and five personal details fields: Initial of Forename, Soundex[12] 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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[11] The DWP Master Index and HMRC P45 datasets are subsets of the WPLS dataset.

[12] 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:

```
┌──────────────┐        ┌──────────────────┐
│   ILR data   │        │    DWP data      │
│              │        │  (Master Index)  │
└──────┬───────┘        └────────┬─────────┘
       │                         │
       └──────────┐     ┌────────┘
                  ▼     ▼
          ┌ ─ ─ ─ ─ ─ ─ ─ ┐
             Matching
          │  algorithm *  │
          └ ─ ─ ┬ ─ ┬ ─ ─ ┘
            ┌───┘   └────────┐
            ▼                ▼
┌──────────────────┐  ┌──────────────────┐      ┌──────────────┐
│ ILR data where   │  │ ILR data where   │      │  HMRC data   │
│ match with DWP   │  │ match with DWP   │      │   (P45)      │
│ customer is found│  │ customer is not  │      │              │
│                  │  │ found            │      └──────┬───────┘
└──────────────────┘  └────────┬─────────┘             │
                               │                       │
                               └──────┐      ┌─────────┘
                                      ▼      ▼
                              ┌ ─ ─ ─ ─ ─ ─ ─ ─ ┐
                                  Matching
                              │  algorithm **   │
                              └ ─ ┬ ─ ─ ─ ┬ ─ ─ ┘
                             ┌────┘       └─────┐
                             ▼                  ▼
               ┌──────────────────────┐  ┌──────────────────────┐
               │ ILR data where match │  │ ILR data where match │
               │ with DWP customer is │  │ is not found with    │
               │ not found but match  │  │ either DWP customer  │
               │ with HMRC customer   │  │ or HMRC customer     │
               │ is found             │  │                      │
               └──────────────────────┘  └──────────────────────┘
```

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 (Aug '12 - Jan '13)
Education and Training	84%	85%	88%	89%
Programmes for the Unemployed (and other related Employer Responsive training)	100%	98%		
Workplace Learning	95%	94%	94%	95%

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.

Employment Data

23. 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.

24. 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.

25. 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.

26. 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

27. 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.

28. 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.

29. 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.

30. 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

31. 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.

This publication available from www.gov.uk/bis

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