

hidden talents: a statistical overview of the participation patterns of young people aged 16–24

Local Government Education and Children's Services Research Programme

LGA research report



Available in the Local Government Education and Children's Services Research Programme

Developing a business case for early interventions and evaluating their value for money

Claire Easton and Geoff Gee

ISBN 978 1 908666 08 6, free download

Evaluation of the early adopter sector-led improvement programme pilots

Claire Easton, Helen Poet, Helen Aston and Robert Smith

ISBN 978 1 908666 06 2, free download

Targeting children's centre services on the most needy families

Pippa Lord, Clare Southcott and Caroline Sharp

ISBN 978 1 908666 05 5, free download

Developing a business case for early interventions and evaluating their value for money

Ben Durbin, Shona Macleod, Helen Aston and George Bramley

ISBN 978 1 908666 02 4, free download

National census of local authority councillors 2010

Kelly Kettlewell and Helen Aston

ISBN 978 1 906792 98 5, free download

Safeguarding: council developments

Kerry Martin, Mary Atkinson and Richard White

ISBN 978 1 906792 97 8, free download

Evaluation of the NYA engagement network

Kelly Kettlewell and David Sims

ISBN 978 1 906792 96 1, free download

Local authorities' perceptions of how parents and young people with special educational needs will be affected by the 2011 Green Paper

Nalia George, Monica Hetherington and Caroline Sharp

ISBN 978 1 906792 92 3, free download

Views of young people with special educational needs and their parents on residential education

Helen Poet, Kath Wilkinson and Caroline Sharp

ISBN 978 1 906792 93 0, free download

Young people with special educational needs/learning difficulties and disabilities: research into planning for adult life and services

Kerry Martin, Ruth Hart, Richard White and Caroline Sharp

ISBN 978 1 906792 94 7, free download

hidden talents: a statistical overview of the participation patterns of young people aged 16–24

Tim Allen
Palak Mehta
Simon Rutt

How to cite this publication:

Allen, T., Mehta, P. and Rutt, S. (2012).
*Hidden Talents: a statistical overview of the participation
patterns of young people aged 16–24*
(LGA Research Report). Slough: NFER.

Published in March 2012
by the National Foundation for Educational Research,
The Mere, Upton Park, Slough, Berkshire SL1 2DQ

www.nfer.ac.uk
© National Foundation for Educational Research 2012
Registered Charity No. 313392

ISBN 978 1 908666 14 7



INVESTOR IN PEOPLE

Contents

1	Introduction	1
1.1	Summary	1
2	Characteristics of non-participation by young people in the workforce, education or training	4
2.1	Trends	5
2.2	Cycles	7
2.3	Distribution by age	8
2.4	Gender	9
2.5	Geography	9
3	Characteristics of those outside employment, education or training	14
3.1	The core group: those most marginalised	14
3.2	Indicators and consequences of being NEET	14
3.3	Indicators of potentially becoming NEET	15
3.4	Geographic indicators	16
3.5	NEET characteristics: young people and the labour market	18
3.6	Migration	19
4	Barriers to participation	21
4.1	The labour market	21
4.2	Education or training	22
5	Looking forward: a changing labour market and economy	25
5.1	Introduction	25
5.2	Where are the jobs of the future?	26
	References	32
	Further Reading	35
	Appendix A	36
	Appendix B	42
	Appendix C	46

1 Introduction

This document offers a start point for the Local Government Association (LGA) commissioned research to inform the Hidden Talents programme. It reviews available statistics, data and commentary to establish what can be reasonably deduced to inform policy and work in response to young people aged 16–24 years who are not in employment, education or training (NEET).

1.1 Summary

Young people described as not in employment, education or training (NEET) are not a homogeneous group. Often-used terms such as ‘a lost generation’ are unhelpful given the diversity of experiences described by this acronym and given that a varying but significant proportion of 16–24 year olds experienced this state over at least the last two decades. It is an intergenerational challenge that impacts on some young people for a lifetime.

Worklessness, economic inactivity and the inability of some young people to engage in labour markets or educational or training opportunities are complex and often personal. The term NEET spans a core of young people with deep-rooted problems; an element who are short term and who are generally able to find a future; and those at risk either because of personal lack of direction, or because they are adversely impacted by shifting economic circumstances.

Various terminologies are used to help to differentiate between these circumstances, but it is helpful in summary to see them in terms of:

- **Core or sustained:** young people experiencing longer-term disengagement in education, training and the labour market, and who are strongly linked to a wider pattern amongst a section of society in terms of poor attainment, experience and expectation that challenges public policy.
- **Floating or ‘at risk’:** (what NFER describe in education and training terms as ‘undecided’) who

may be dissatisfied with available opportunities or are most vulnerable to economic downturn and shifting labour market requirements. The risk is that this becomes entrenched with poor individual futures, dis-benefits to society in failing to maximise their future contribution, and in terms of costs to the public purse.

- **Cyclical or in transition:** (what NFER describe as ‘open to learning’ in education and training terms) young people who are likely to re-engage in education, training and the workforce in the short term, tending to have higher attainment and a more positive attitude to exploiting opportunity.

Government statistics measure various facets of this, but have incompatibilities and lack ‘fine grain’. For example, government statistics for NEET and unemployment rates are different and not directly comparable or helpful in informing the targeted and locally tailored action needed to successfully respond to the problem.

1.1.1 Trends

During 1992–1997 (a period of economic recovery) there was a significant decline in the percentage of young people aged 16–24 classified as NEET; rates remained broadly stable between 1997–2007/8; but from 2007/08 there was a sharp rise, and also in unemployment in this group, that started earlier than the overall increase in unemployment in the workforce. However, even at the lowest point in this time span, some 12 per cent of 16–24 year olds experienced this for some period.

Overall, unemployment and NEET rates have risen significantly in the last year. Between quarter 3 of 2010 and quarter 3 of 2011, there has been an increase of 13 per cent in those who are classified as NEET in England. Narrower measures of unemployment suggest rising long-term UK 16–24 year old unemployment (over 12 months) with around 5.3 per cent of those who are economically active

unemployed on this basis by November 2011. Overall UK unemployment in 16–24 year olds is higher and rising faster than in the economically active population as a whole.

Whilst not definitive, sample data suggests that long term NEETs aged 16–18 (over 12 months) are broadly around 8 per cent of all young people in England; and that around 23 per cent of young people aged 16–18 have experienced this for between 1–12 months.

NEET rates are highest amongst 19–24 year olds, significantly lower in 16–18 year olds, and lowest amongst 16 year olds, reflecting the impact of policies to extend 16–18 education and training. Rates have been consistently higher amongst females than males, but the two are converging with the male proportion increasing.

1.1.2 Geography

Although English regional NEET rates crudely reflect the strength of the economy in the greater South East in relation to other regions, with higher rates in the North and West Midlands, there are substantial sub-regional and local variations within all regions such that overall regional performance figures mask these variations in local performance and conditions.

Comprehensive and consistent local data on economic inactivity in young people or on the challenges that they face in entering — or preparing to enter — labour markets is sparse. However, available data confirms linkage between higher, and persistent rates and poorer social and economic conditions, although this is not a simple relationship.

1.1.3 The challenged core

This group is much more likely to have experienced poor social conditions, poor educational attainment and a history of low expectations and family achievement than those who are NEET by choice or who are impacted in the short term by economic downturn.

This early experience typically results in adverse consequences for the individual — and for society — in later life. Non-participation in the labour market,

education or training should not therefore be seen in isolation. It is one manifestation of a wider pattern of poor outcomes for those families and individuals who are most challenged in society. Whilst not straightforward, reducing the number of young people in this category will help to arrest the well-documented intergenerational cycle of poor individual outcomes that costs those individuals, society and the public purse.

Evidence also suggests that whilst successful solutions have national benefits, these solutions need to be locally sensitive and led. This requires successful integration of education and training opportunities with both the needs and capabilities of individuals, and with the needs of the labour markets in which they will need to compete.

The distribution of this group is complicated and localised: the Government Indices of Deprivation are a good start, identifying local concentrations of disadvantage, but are less helpful in identifying dispersed disadvantage that can characterise rural areas.

1.1.4 Young people and the labour market

Looking beyond the core group with their special needs, young people more widely are particularly vulnerable to economic downturn, typically because they tend to have less experience or skills. Not all are adversely impacted long term if alternative opportunities are available, and available relatively quickly.

However, positive early experience in accessing and participating in the labour market (or effective preparation for this) has longer-term benefits, just as a 'poor start' makes it harder to succeed later. In favourable economic conditions, young people tend to move in and out of jobs more often than the overall labour force before settling down. Sustained economic downturn risks increasing both the persistence of core NEETs, but also creating a wider failure in employment opportunities for young people who in less challenged economic circumstances would find their way into work.

This has implications for a significant proportion of young people in addition to the core group. Historically,

the UK is relatively successful at equipping young people with advanced skills, but lags in ensuring basic education and skills needed for much participation in the labour market: labour market potential expands as a result of successful participation in quality education or training.

Self-diagnosed reasons for non-participation in training, education or the labour market amongst NEETs aged 18 support this, although lack of experience is also cited as a key factor in failing to engage in the labour market. Health, disability or caring responsibilities are also factors for a significant minority (under ten per cent).

It is less clear how extensively lack of motivation plays a part, but it is also a factor, for example, given expression in an 'anti-learning culture, evident in some young people. However, a majority of 16–18 year old currently not in work or education or training either express an intention to engage in full-time education or training, or willingness to if given appropriate opportunity. Disability, pregnancy, childcare, education or learning disadvantages, or difficult personal circumstances are the most frequent explanations for non-adoption of educational or training opportunities by those who are NEET.

1.1.5 Looking forward: a changing labour market and economy

It is helpful to look at the challenge of successfully preparing and then engaging young people in the labour market in terms of integrating public policy interventions to bring together supply side factors that improve the ability of young people to participate and the demand side in understanding what is needed, or likely to be needed, to successfully engage with labour markets.

However, labour markets are not static. In the UK, they are becoming more competitive and selective. Despite

rising unemployment, 17 per cent of vacancies in England are attributable to skills shortages with problems around both technical skills and wider employability skills.

Whilst predictions for future UK economic performance vary, pockets of high unemployment and economic inactivity will not be resolved by a return to growth. More widely, there is a pattern of changing technological and organisational requirements in the workplace that require basic literacy and numeracy, but also more emphasis on 'softer' interpersonal skills as well as technical requirements.

Changes in patterns of employment are longer term and less driven by the cyclical position of the economy. The expectation is a continued shift in demand towards higher skills and personal (e.g. caring) and customer-oriented services, and a continued reduction in demand for jobs that require few or no qualifications with potentially more competition for the latter where they exist. Also, labour markets will continue to be geographically differentiated. For example, with particularly strong demand for high-level skills in the greater South East and a complex sub-regional picture emerging with some English cities being more adept at exploiting opportunities from the industrialization of new technologies than others.

Also, whilst too early to understand the longer-term trend, emerging evidence suggests both that more people aged 50+ are active or seeking to be active in the labour market, and that this will also impact on job opportunities for young people. In the short term, this will not be influenced by the rise in the English birth rate because it is sufficiently recent not to impact immediately. However, there are forward planning implications as this rising and locally differentiated increase in young people generates employment and related training and education requirements.

In short, over the next five to ten years labour markets will become both more competitive, and with more people seeking to be economically active.

2 Characteristics of non-participation by young people in the workforce, education or training

Key findings:

- Non-participating young people are not a homogeneous group.
 - They include: a core of young people with deep rooted problems; an element who are short term and who are generally able to find a future; and those at risk either because of personal lack of direction, or because they are adversely impacted by shifting economic circumstances.
 - Government statistics measure various facets of this, but have incompatibilities and lack the 'fine grain' needed to support effective local action.
- **Floating:** young people who lack direction or motivation and tend to have spells of inactivity with recurring drop-out from education, training or work. This group include what NFER call 'undecided' with similarities to those who are 'open to learning' (see below), but who are apparently dissatisfied with available opportunities and their ability to access what they want.
 - **'At risk':** those who may be floating or cyclical who become casualties of economic downturn or shifting labour market requirements who risk long-term disengagement from the labour market, or from training or education.
 - **Cyclical or in transition:** young people who either chose to take time out before returning to education, training or employment or those who may be unemployed but have sufficient skills or qualifications to rejoin training or employment once the economy and labour market recover. These include what NFER call 'open to learning': young people who are likely to re-engage in education or training in the short term, tending to have higher attainment and a more positive attitude to school.

Defining non-participation

Research and analysis consistently caution against viewing young people who are not participating in employment, education or training as a homogeneous group, adopting various approaches to segmenting them¹. In summary, they comprise:

- **Core or sustained:** a group that was growing prior to the current economic downturn that is centred on those with social or behavioural challenges, including young people from families where worklessness is the norm. This group is unable or unwilling to participate in the labour market, or to prepare themselves for that market. This group is most likely to include a substantial proportion of those in this position for sustained periods and includes those that NFER research shows have typically negative experiences of school, higher levels of truancy and exclusion, and who lack educational attainment.

Statistics

Government measures and publishes a range of statistics that examine the 16–24 age band. Figures for NEETs and for labour market engagement are not directly comparable although they both describe aspects of economic activity and inactivity in young people. In labour market statistics, an individual can belong to one of three states:

- **Employed.**
- **Unemployed:** which is specific in measuring those 'seeking work in the past four weeks and available

1 For example, GLA-commissioned report (Tanner *et al.*, 2007)

to start work within two weeks, in line with an International Labour Organization definition' (ONS, 2011a). This includes young people in full-time education who are available and looking for work on the basis that all jobseekers are part of the labour supply.

- **Inactive:** neither in employment or unemployed so identifying people who are not engaged in the labour market, including those in education, looking after family, or sick / disabled.

Labour market statistics therefore show rates for 16–24 year olds seeking employment or who are described as economically active but out of work, and, separately, those who are economically inactive. NEET rates combine unemployment and economic inactivity into a single measure, but use different detailed definitions, so the two groups measured are incompatible when examined in detail. Neither of these should be confused with a still narrower measure of unemployment: claimant count. This has the benefit of being the most up-to-date indicator of overall unemployment (and is a useful guide to the trend), but measures only those unemployed who are claiming Jobseekers Allowance.

NEET rates include the unemployed and those who are economically inactive, including those not seeking work, parents, gap year students, young people in custody, or those who are out of the labour market but unclassified (Philpott, 2011).

This is also problematic because none of the available data adequately supports a diagnostic, targeted and locally responsive approach to public policy. For example, an element of young people will have made a legitimate choice not to participate, but the statistics do not distinguish them from those in need of help. Further, the headline statistics are generally based on sample surveys, which make local disaggregation unreliable.

It is, therefore, necessary to seek supplementary evidence to refine understanding of who affected young people are, and whether and to what extent, they need help through public policy. Even here, there is confusion because these supplementary sources also collect statistics and data using different definitions and groups, for example, some examine 16–18 year olds, others 16 and 17 year olds.

Expressed another way, in March 2011, the Chartered Institute of Personnel Development (Philpott, 2011). critiqued current statistics and suggested a specific 'want work' measure of 'youth labour market distress' that could potentially also include young people working in part-time or temporary employment who are unable to find full-time or permanent employment.

2.1 Trends

Key findings:

- The phrase 'a lost generation' is unhelpful: a varying but significant proportion of 16–24 year olds experienced non-participation in employment, education or training over at least the last two decades.
- During 1992–1997 (a period of economic recovery) there was a significant decline in the percentage of young people aged 16–24 classified as NEET; rates remained broadly stable between 1997–2007/8; but from 2007/08 there was a sharp rise, and also in unemployment in this group, that started earlier than the overall increase in unemployment in the workforce.
- Rates are highest amongst 19–24 year olds, significantly lower within the 16–18 age group, and lowest amongst 16 year olds, with rates consistently higher amongst females than males, but with the two progressively converging because the proportion of males is increasing.
- Narrower measures of unemployment suggest rising long-term UK 16–24 year old unemployment (over 12 months) with around 5.3 per cent of those who are economically active unemployed on this basis by November 2011.
- Overall, UK unemployment in 16–24 year olds is higher and rising faster than in the economically active population as a whole.

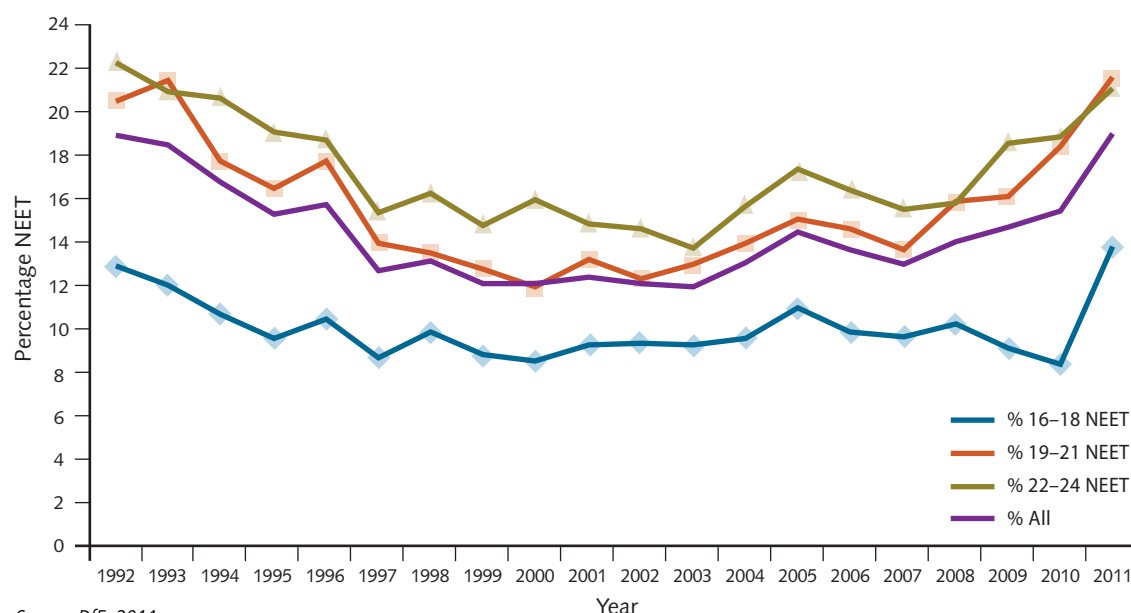
- Whilst not definitive, 2009 sample data suggest that long term NEETs aged 16–18 (over 12 months) are broadly around 8 per cent of all young people in England; and that around 23 per cent of young people aged 16–18 are NEET for between 1–12 months.

Figure 2.1 shows trends since 1992 using statistics from the Labour Force Survey (LFS)², which is a random household survey of approximately 50,000 households. Whilst fluctuating in line with overall trend data, the NEET rate for 16–18 year olds has been consistently lowest, and that for 22–24 year olds highest³.

1.16 million 16–24-year-old young people were estimated to be NEET at the end of quarter 3 of 2011 in England (DFE, 2011a). This equates to 22 per cent of the total, aged 16–24 years in 2011 and is 13 per cent higher than in the same quarter in 2010.

For comparative purposes, Table 2.1 records change in the overall English population and that for young people aged 15–24 over the period 1971–2010 (noting that population statistics band 15–19 and 20–24 year olds (not 16–24 year olds) (ONS, 2012).

Figure 2.1 Percentage NEET by age group, 1992–2011, England



Source: DfE, 2011

Table 2.1 Total English Population and Number of Young People 1971–2010

Year (Mid-Year Estimate)	Total English Population	Population Age 15–19 (England)	Population Age 20–24 (England)	Total Age 15–24 (England): No. and % of total population
1971	46.4m	3.2m	3.6m	6.8m (14.7%)
1981	46.8m	3.9m	3.5m	7.4m (15.8%)
1991	47.9m	3.1m	3.7m	6.8m (14.2%)
2001	49.5m	3.05m	3.0m	6.05m (12.2%)
2006	50.8m	3.3m	3.4m	6.7m (13.2%)
2010	51.8m	3.3m	3.6m	6.9m (13.3%)

Source: ONS, 2012

2 LFS is a sample survey and prone to sampling variability and increasingly so as the results disaggregated to smaller geographical areas. The survey has been conducted every three months since 2006 by the Office for National Statistics (ONS) and includes people from private households, those living in student halls of residence and National Health Service (NHS) accommodation.

3 The rates are based on yearly Q4 NEET figures except for 2011 where the latest Q3 figure is used and is not directly comparable.

Broadly, and despite year on year fluctuations, the total number of young people declined before 2001, after which the total rose by approximately 850,000 compared to an overall increase in the English population of 2.3m. This is a modest proportional increase in young people in the population of around one per cent over the last decade.

The rise in the total number of young people, and in the proportion of young people in the population is not as rapid as the increase in the proportion of non-participating young people over the same period since 2001 (shown above in Figure 1). The increase of approximately one per cent in the total number of young people aged 15–24 between 2001 and 2010, compares to an increase of approximately three per cent in non-participating young people (aged 16–24) over the same period, with this rising trajectory accelerating further into 2012 as shown in Figure 2.1.

Noting that unemployment figures are not directly comparable to those for NEET rates, data for UK unemployment in Quarter 3 2011, adjusted to exclude 16–24 year olds currently in full-time education who may also be seeking work, show 0.73m⁴ young people aged 16–24 years are unemployed. In comparative terms:

- Total UK unemployment was 2.64m: 8.3 per cent of all economically active people aged 16 and over; 0.73m equates to 15.6 per cent of the total 4.68m economically active people aged between 16–24 years; and
- UK unemployment in the 16–24-year-old band is currently rising significantly faster than in the economically active population as a whole: +1.2 per cent during July to October 2011 compared to 0.4 per cent for all economically active people over 16 years old.

2.2 Cycles

A DfE study (DFE, 2010)⁵ examined a sample of young people up to age 18 years, including those NEET within this total of 14,800 respondents. This combines longitudinal data with survey information. Whilst preceding the latest phase of the downturn, this shows:

- 23 per cent were NEET for between one and twelve months since leaving compulsory education.
- Eight per cent were NEET for over 12 months.
- The remaining 69 per cent were in some form of education, employment or training throughout the entire period.

The most recent UK labour market statistics (ONS, 2011c) suggest an increase in longer-term unemployment of 12 months or more (as opposed to NEET status⁶ as follows:

- An increase from 30,000 to 36,000 in those aged 16–17 from Quarter 4 in 2009 and to Quarter 4 in 2011 (approximately 6.5 per cent of those classified as economically active in this age group); and
- An increase from around 157,000 to 211,000 in 18–24 year olds for the same period (approximately five per cent of those classified as economically active in this age group).

This study also looks at the demography of these young people, and, whilst needing caution because it is a sample, shows that;

- Young people of Pakistani (ten per cent) and White (nine per cent) origin were more likely to be NEET for longer than twelve months compared with other ethnic groups, whilst those of Indian (2 per cent) and Black African (two per cent) ethnicity were least likely to be NEET for these longer spells.

4 Please note that these are unemployed young people who are classified as actively looking for work. However, they may be in some form of part-time education or scheme or training to assist them into the labour market.

5 This recorded detailed survey information on family environment, attitudes and behaviours, further and higher education, employment and post-16 participation and administrative data on academic attainment. Data from previous waves of LSYPE and YCS, in some cases going back to when the young people were in compulsory education, are used to inform outcomes from the 2009 survey when the young people were of academic age 18.

- Young people in the Bangladeshi (26 per cent) or other (26 per cent) groups were most likely to have experienced a spell of between one and twelve months NEET, whilst the Black African group was again least likely to have been NEET at all.
- Disabled young people were also more likely to be NEET for more than 12 months with 15 per cent experiencing prolonged spells.

2.3 Distribution by age

Table 2.2 presents this recent estimate of NEET young people disaggregated by individual age groups and gender.

In 2011 quarter 3, NEET rates were:

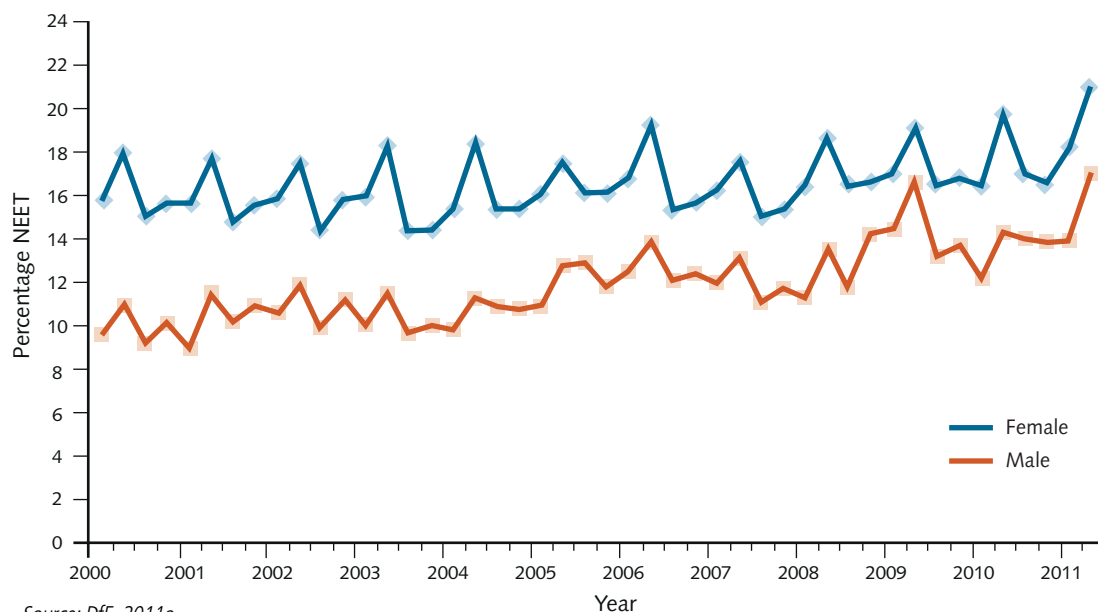
- Highest amongst 19–23 year olds at 22 per cent of the total age group, including those both economically active and inactive; compared to

Table 2.2 NEET disaggregated by age and gender, Q3 of 2011, England

Age/gender	Number of NEET	Proportion of the age/gender group population
16	54,944	9%
17	95,255	15%
18	116,717	18%
19	134,559	22%
20	156,260	22%
21	145,951	22%
22	161,795	22%
23	154,220	22%
24	143,514	20%
Female	632,000	21%
Male	532,000	17%
All	1,163,215	19.2%

Source: DfE, 2011

Figure 2.2 Percentage of 16-24 year old NEET by gender, 2000–2011, England



Source: DfE, 2011a

- 20 per cent at age 24 years;
- 14 per cent amongst 16–18 year olds, which includes nine per cent of 16 year olds and 18 per cent of 18 year olds. The relatively low rate amongst 16 year olds may reflect the fact that some of these young people would be in full-time education.

2.4 Gender

Figure 2.2 shows NEET rates rising for both males and females despite some seasonal fluctuations. By 2011 quarter 3, this amounted to just over one in five females (21 per cent) compared to 17 per cent of males.

Between quarters 3 of 2010 and 2011, the increase in the NEET rate has been greater for males (three per cent) than for females (one per cent). Over the longer term, female and male NEET rates have been slowly converging, with a relative increase in the proportion of male NEETs. The figures for Q4 of 2011 (and for 2012) will show us how this trend evolves in the light of the marked recent increase in overall male and female NEET rates.

DfE study⁶ shows differences by gender with the proportion of NEET females NEET who said that they were also looking for work slowly declining each year from age 16, with 66 per cent reporting that they were looking for work at age 16 dropping to 53 per cent at age 18. This is largely due to an increase in those looking after the home and family full time, from 18 per cent at age 16 to almost a third (32 per cent) at age 18.

Conversely, the proportion of males who were NEET, who said they were looking for work, remained relatively stable between age 16 and 18 years, with a small proportion looking after the family/home full-time at age 18 (four per cent).

2.5 Geography

Key findings

- Although regional inactivity in young people in England broadly reflects the strength of the economy in the greater South East in relation to other regions, with higher rates in the North and West Midlands, there are substantial sub-regional and local variations within all regions such that overall regional performance figures mask these variations in local performance and conditions.
- Data for young people at a local level is sparse. However, available data confirms linkage between higher NEET rates and poorer social and economic conditions although this is not a simple relationship.

2.5.1 Regional variation and trends in England

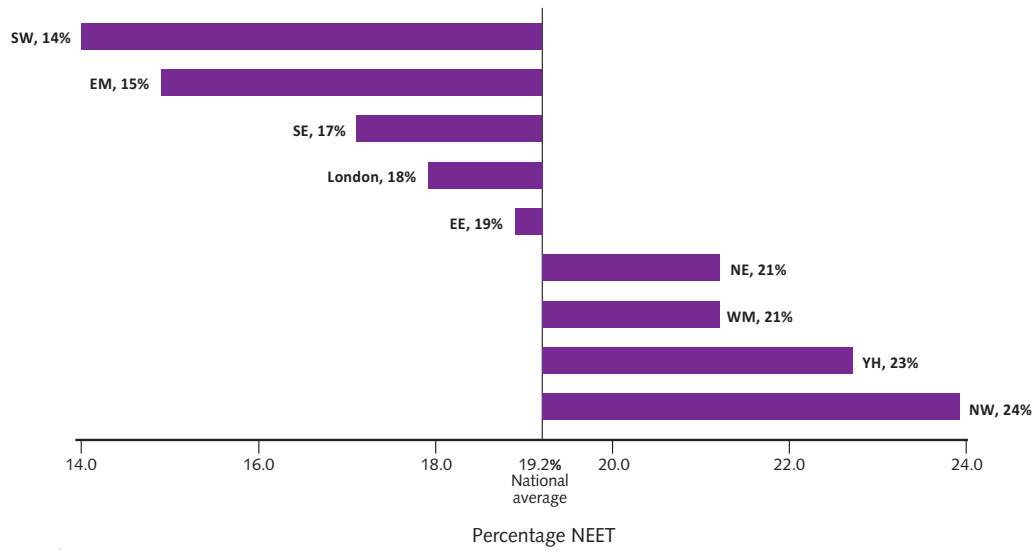
Figure 2.3 presents NEET rates by regions compared with England average. The central line presents England's average rate with those with higher than average (i.e. worse), presented on the right side and those with lower than average, presented on the left side. Overall NEET rates are higher in the North and in the West Midlands. For example, the North West has almost one in four young people (24 per cent) who are classified as NEET.

Although higher concentrations of those outside the labour force or training or education generally occur in areas where economic performance also lags, the true picture only merges when examined locally or at sub-regional level.

This is evident in comparing regional rates to the latest available summary figures for English regional economic performance measured in terms of gross value added per head (Figure 2.4). This comparison shows a sharp distinction in economic performance

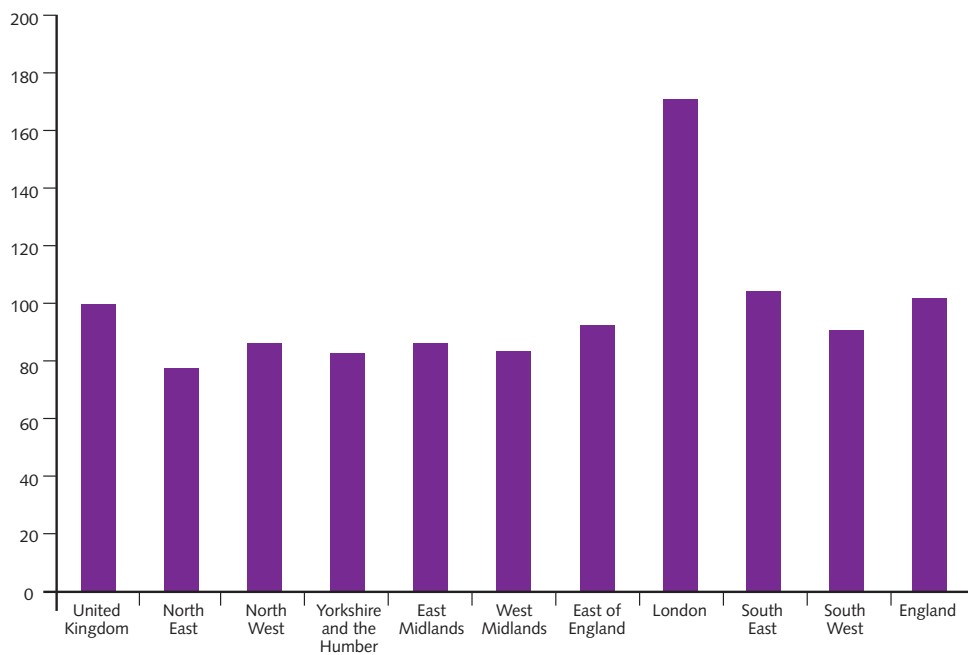
6 This recorded detailed survey information on family environment, attitudes and behaviours, further and higher education, employment and post-16 participation and administrative data on academic attainment. Data from previous waves of LSYPE and YCS, in some cases going back to when the young people were in compulsory education, are used to inform outcomes from the 2009 survey when the young people were of academic age 18.

Figure 2.3 Percentage NEET by region compared with England average



Source: DfE, 2011a

Figure 2.4 Gross value added per head for UK, England and English regions



Source: ONS, 2011d

between the Greater South East and the rest of England and, therefore, in crude terms, echoes the North/South distribution, but does not explain the sharp difference in NEET rates, for example, between the East Midlands and the Northwest as shown in Figure 2.3 above. This is explained by substantial sub-regional and local variations within all regions such that overall regional performance figures mask these variations in local performance and conditions.

Regional gross value added per head is the value of goods and services produced by the region minus the cost of the raw materials and other inputs used in production expressed per head of the overall resident population. It is often used to compare the productivity of different regions because it measures regional performance rather than the productivity of those active in the workplace.

Table 2.3 shows changes in NEET rates over one decade by region compared to the English average over the same time with changes presented over 1, 3, 5 and 10 years. Cells highlighted represent higher than national percentage point change in NEET rates.

Over the past decade, the North West, Yorkshire & Humber, the West Midlands and the East of England have seen higher changes in NEET rates than the national average change. For the East of England, although the current NEET rate in Q3 of 2011 is somewhat below the national average, the rate of change has been higher than the national change over the past decade.

Figure 2.5 Regional rate of change in NEET rates compared with England

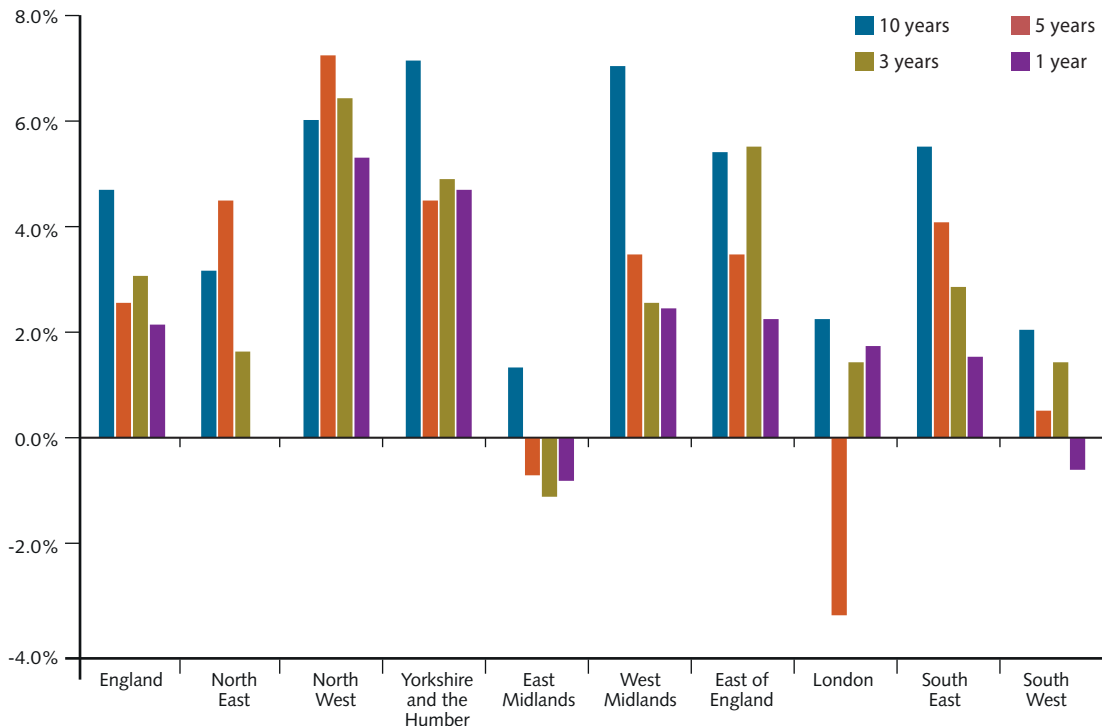


Table 2.3 Regional rate of change in NEET rates compared with England

Change in NEET rates	England	North East	North West	Yorks & Humber	East Midlands	West Midlands	East of England	London	South East	South West
Over 10 years (since Q3 2001)	4.6%	3.1%	5.9%	7.0%	1.3%	6.9%	5.3%	2.2%	5.4%	2.0%
Over 5 years (since Q3 2006)	2.5%	4.4%	7.1%	4.4%	-0.7%	3.4%	3.4%	-3.3%	4.0%	0.5%
Over 3 years (since Q3 2008)	3.0%	1.6%	6.3%	4.8%	-1.1%	2.5%	5.4%	1.4%	2.8%	1.4%
Over 1 year (since Q3 2010)	2.1%	0.0%	5.2%	4.6%	-0.8%	2.4%	2.2%	1.7%	1.5%	-0.6%
% NEET as a proportion of total young people as at Q3 2011	19.2%	21.2%	23.9%	22.7%	14.9%	21.2%	18.9%	17.9%	17.1%	14.0%
Number of young people Q3 2011	1,163,000	70,000	204,000	157,000	81,000	136,000	115,000	159,000	159,000	82,000
Confidence interval	+/- 53,000	+/- 13,000	+/- 21,000	+/- 9,000	+/- 14,000	+/- 17,000	+/- 16,000	+/- 21,000	+/- 20,000	+/- 15,000

Source: DfE, 2011a

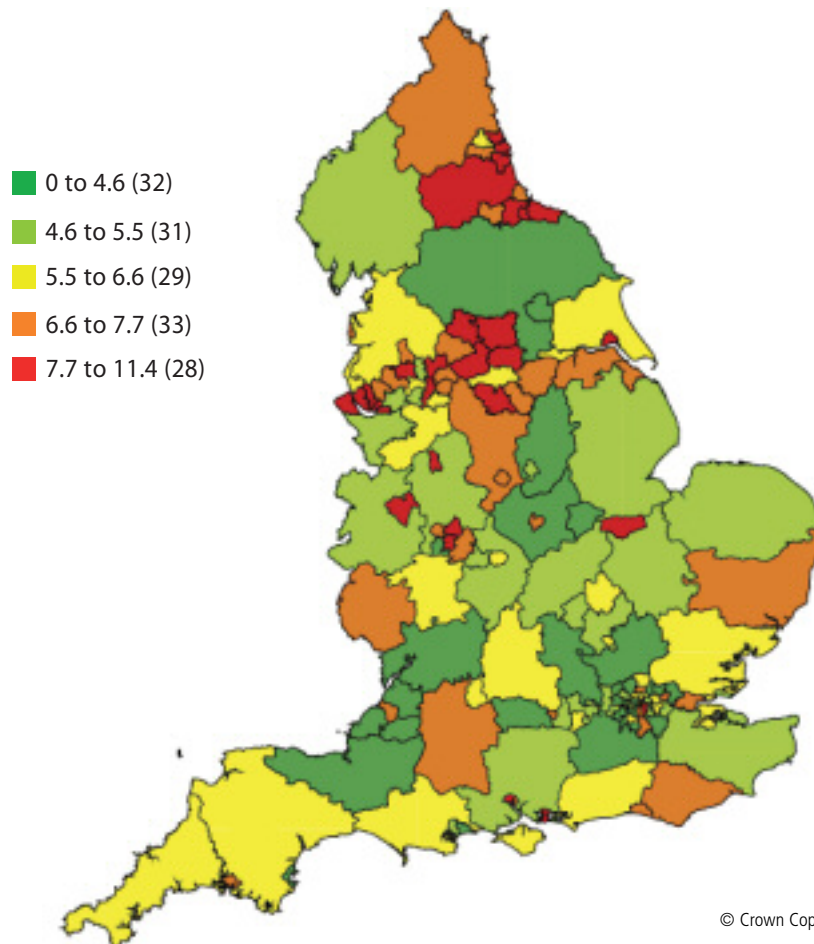
2.5.2 Proportion of 16–18 year olds NEET by local authority

Comprehensive and consistent local data on economic inactivity in young people or on the challenges that they face in entering — or preparing to enter — labour markets is sparse. A key source is the Local Authorities' Client Caseload Information System (CCIS) data. CCIS data allows measurement of NEET at a local level but is not directly comparable with the figures from the ONS Labour Force Survey (LFS) due to definitional differences⁷.

The most recent data is based on the average at the end of November 2010, December 2010 and January 2011. It includes all young people known to the local authority (LA) who were aged 16, 17 or 18 at that time. The following maps show the geographical spread of NEET rates by English Local Authorities divided into five quintiles based on rates in 2010.

To aid the the understanding of Local Authorities and how their make up could be related to the distribution of NEETs the following map highlights, by Local Authority, the percentage of all pupils in 2011 who achieved 5+ A to C grades including English and maths.

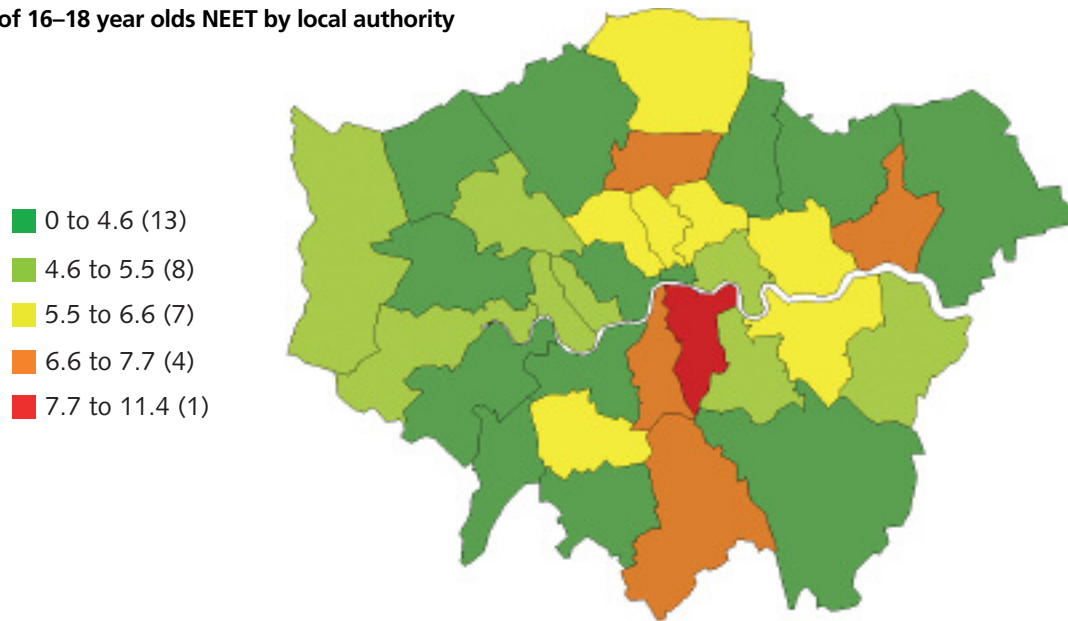
Figure 2.6 England map presenting proportion of 16–18 year olds NEET by local authority



© Crown Copyright. All rights reserved.

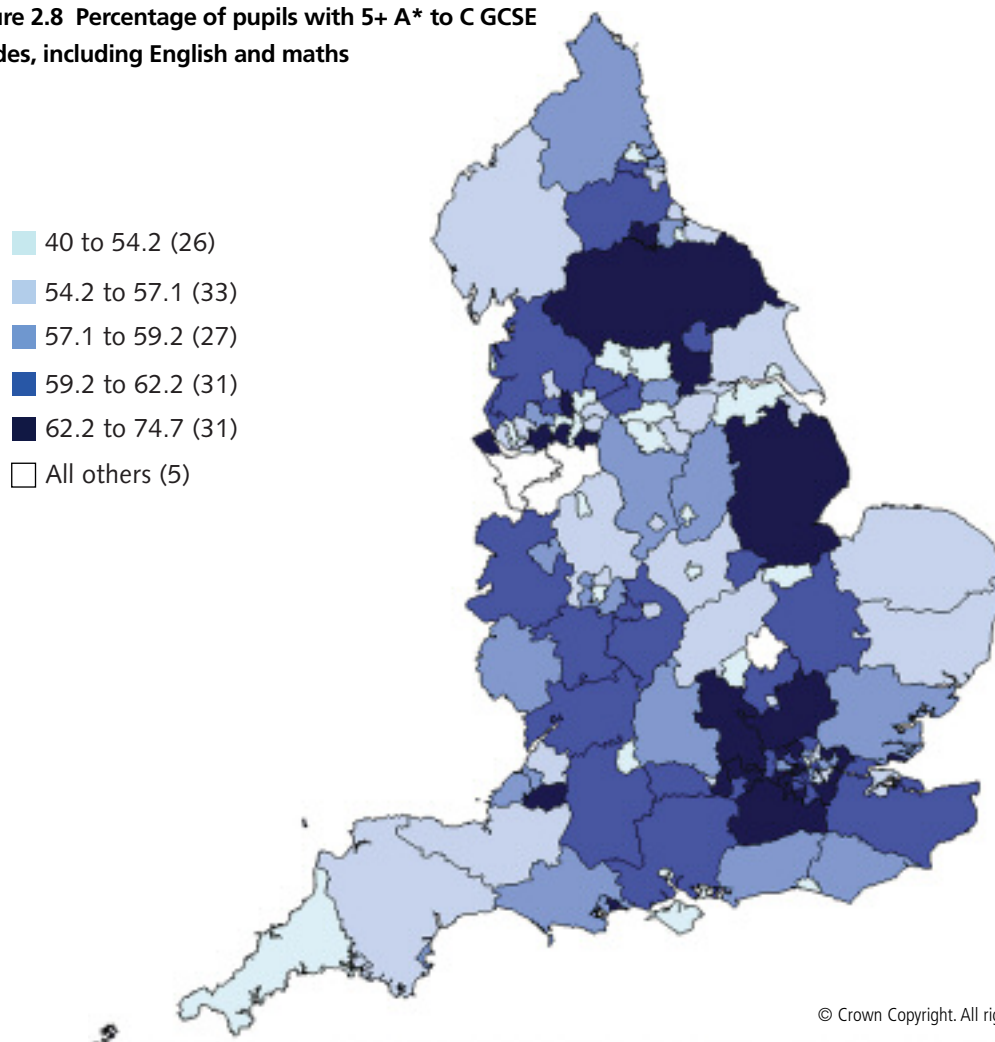
⁷ CCIS measures age based on actual age rather than academic age as per the LFS. CCIS excludes young people taking a formal gap year or in custody from the NEET measure, but these are recorded as NEET in the LFS data.

Figure 2.7 London map presenting proportion of 16–18 year olds NEET by local authority



© Crown Copyright. All rights reserved.

Figure 2.8 Percentage of pupils with 5+ A* to C GCSE grades, including English and maths



© Crown Copyright. All rights reserved.

Source: DfE, 2012

3 Characteristics of those outside employment, education or training

3.1 The core group: those most marginalised

Key findings

- A core comprising the most disengaged of young people in terms of the labour market participation or preparation for it are frequently those who have experienced poor social conditions, poor educational attainment and a history of low expectations and family achievement when compared with those we describe as 'cyclical' or 'in transition' who have either deliberately chosen their status as a short-term step, or who are impacted in the short term by economic downturn.
- For this core group, the adverse consequences for the individuals and for society are likely to be long term and therefore continue into later life.
- This 'core' should not be seen as NEET in isolation, this is one element of a wider challenge to improve outcomes for those families and individuals who are most challenged in society. Reducing the number of core NEETs will help to arrest the well-documented intergenerational cycle of poor individual outcomes that costs individuals, society and the public purse.
- The distribution of this group is complicated and localised: the Government Indices of Deprivation are a good start, helpfully identifying local concentrations of disadvantage, but are less helpful in identifying dispersed disadvantage that can characterise rural areas.

3.2 Indicators and consequences of being NEET

Although data and research have focused mostly on the 16–18 year old group in NEET terms, there are some instructive and consistent findings that emerge.

In 2009¹⁴ Professor Alan Maryon-Davis, President of the Faculty of Public Health, identified that:

NEETs are more likely to be living unhealthy lifestyles ... are more likely to smoke, drink and have poor diets ... also have more chance of getting caught up in violent situations and having mental health problems. The question, I suppose, is what comes first? It is the chicken and the egg question. Are people not healthy because they are a NEET or are people NEETs because they have health problems?

(Local Government Improvement and Development, 2009)

The Local Government Association asked Professors Dorling and Maryon-Davis to identify early indicators of the risk of becoming NEET, that include:

- parental unemployment
- poor school attendance
- a history of violence and crime
- drug and alcohol abuse
- being in care.

A seminal analysis is the 1999 work by the then Social Exclusion Unit (SEC, 1999) which was substantively reiterated by the Department for Communities and Local Government in 2008 (DCLG, 2008). This identified that being 'inactive' during the 16–18 year period was a factor in 'a descent into the hardest end of the social exclusion spectrum — a variety of relationship, family and health problems, including homelessness, persistent offending or problem drug use.'

For example, they found that [then] 75 per cent of males who appeared before a Youth Court were not in full-time education, employment or training, and 71 per cent of the NEET group reported use of drugs as against 41 per cent of their peers.

The Social Exclusion Unit report remains relevant⁸ in describing the social consequences both to the individual and to society, of having a significant proportion of young people disengaged from any productive activity, concluding that:

Being outside education, employment and training between 16 and 18 has serious consequences for the individual and society, both in the short and long term. It is a major predictor of later unemployment and for women, also of teenage motherhood.

This also concluded that compared with peers in education or work between 16–18 years, non-participating young people are, by the age of 21, likely to be unqualified, untrained and unemployed, but also likely to earn less if employed, something that typically persists into later life.

In short, failure to successfully participate in the labour market, or in education or training to prepare for that at 16–18 years is a powerful predictor of:

- unemployment at age 21 and beyond; and
- a wide range of outcomes that impact adversely on the individual and on society, as well as costs to the state.

Work published by DfE (2010) found that young people in full-time education or jobs with training at age 16 were less likely to become NEET at age 18, with 11 per cent of those who were in full-time education at age 16 becoming NEET at age 18.

The Activities and Experiences of 18 year olds: England 2009: published in July 2010

Much of this work has focused on the social consequences of being NEET both for individuals and the state. It is important to note also the economic costs in having a significant number of citizens economically inactive where they — and society — would be better off if they were active.

For example, Audit Commission estimated that at the time of their study (2011) the current population of 16–18 year old NEETs will cost the taxpayer £13bn over their lifetime (through welfare payments and costs to health and criminal justice services, etc.), plus a further £22bn in opportunity costs (loss to the economy and welfare loss to individuals and their families) (Audit Commission, 2010).

3.3 Indicators of potentially becoming NEET

Research and data show a consistency in identifying the factors that impact on the 'supply' side of the labour market, i.e. whether young people are fitted and / or able to participate in training, education or the labour market, assuming suitable opportunities are available.

This body of work mostly reflects circumstances during a period of sustained economic recovery or prosperity (1992–2007). It is relevant because of the disproportionate vulnerability of young people experiencing the factors described below. Further sections later explore evidence and analysis about how emerging economic challenges, and shifts in the economy and labour market may impact on young people.

In summary, those most likely to experience disadvantage and poor life outcomes are those who typically underachieved in their education, came from disadvantaged families, for example, driven by factors such as:

8 Including the 1970 British Birth Cohort Study, one of several such studies run by the Centre for Longitudinal Studies, Institute of Education, London University starting roughly every 12 years, that follow a group of many thousands of individuals from birth through their whole life course, expanded by Bynner and Parsons, 2002).

- Underachievement throughout the school career, often accompanied by a history of persistent truancy, and possibly exclusion from school.⁹
- Intergenerational worklessness, i.e. parents / grandparents who have fallen out of the workplace impacting on young family members.
- Relationships with parents and families, and experiences with peers and in leisure time. Whilst influenced considerably by the expectations of parents and family, English young people spend less time with their families than is usual in most western countries, and they also spend more time with their peers. For disadvantaged groups, evidence suggests that this activity is less likely to be positive or constructive.
- Early behavioural difficulties in school / low self-esteem often correlating with low achievement at 16 years: the combination of lack of achievement and an unsupportive family environment, or a disruption in the home caused by illness, relationship breakdown, financial difficulties for whatever reason, increases the risk of disaffection and marginalisation. Females with low self-esteem are more likely to become young mothers, which also makes them very likely to remain outside the labour market.

Other contributing factors can include bereavement, mental health problems, emotional, drug, health (including obesity caused by unhealthy diet), disability or alcohol problems either in the young person or in their immediate family, and offending behaviour leading to involvement with the courts.

Young people becoming homeless as a result of any or a combination of the above are also likely to be NEET, particularly looked-after young people leaving any form of publicly funded care, who are already likely to have much lower attainment rates at GCSE than their peers.

The DFES Cohort and Longitudinal Study (DFE, 2010) develops this, suggesting linkage between being NEET and lower educational attainment (measured by Level 2 attainment by age 18) influenced by:

- Parental occupation: 91 per cent of those with parents in 'higher professional occupations' had attained Level 2 by age 18, compared with 65 per cent of those with parents in 'routine' occupations and 56 per cent of those with parents in 'other' occupations.
- Lower levels of parental education: 69 per cent with parents below degree level compared with 93 per cent with a degree.
- Exclusion from school by Year 11.

As with Level 2, parental occupation influences the likelihood of attaining Level 3 by age 18 years: 70 per cent of those with parents in higher professional occupations attained Level 3 compared with 28 per cent with parents in 'routine' and 25 per cent in 'other occupations'.

3.4 Geographic indicators

The factors described in the previous section are individual characteristics and circumstances that have typically determined how many people become disengaged from the labour market or from education or training. The geographies and distributions associated with these are complicated and localised which means that generalisation is not helpful. However:

- Where associated with disadvantage, the Government Indices of Deprivation (DCLG, 2011) are a good start point and helpfully identify local concentrations of disadvantage, but
- Whilst effective to inform interventions where significant numbers are located in a particular place (for example, an inner city area), the indices are less helpful in identifying dispersed disadvantage that can characterise rural areas where widely distributed affluence can mask an underlying problem for a particular group distributed amongst that general affluence.

9 A 2007 report from the Inclusion Trust suggested up to 100,000 children were marginalized before 16 through lack of participation in education with several hundred thousand more not participating fully in fulltime education.

In summary terms, geographic factors that identify where many of those who are or are most likely to become part of the core / long-term group, are to be located based on the characteristics that include:

- economically disadvantaged locations and communities;
- poor housing; and
- inaccessible locations or those with poor provision for accessing facilities (e.g. isolated rural or some outer city areas).

These factors are important because they can be the basis of an intergenerational cycle that re-enforces poor achievement and poor social conditions, potentially exaggerated further by what the CBI identify as a likelihood 'that many who do achieve good grades and higher-level qualifications will migrate to other parts of the UK where there are greater opportunities, leaving the local cycle unbroken' (CBI, 2011).

Tables 3.1 and 3.2 illustrate this in showing the ten Local Authorities with the highest and lowest 16–18 NEET rates in England. Whilst noting that overall, rates for this group are lower than for the 16–24 group, and that the trend reflects policies to increase participation

Table 3.1 English local authorities with the highest NEET rates¹⁰ amongst 16–18 year olds

LA	% NEET	Change in average NEET rates ¹¹ (2005–2010)	Region
Knowsley	11.4%	-2.2	North West/Merseyside
Portsmouth	11.3%	-1.0	South East
Redcar & Cleveland	10.0%	-2.0	North East
Southampton	9.8%	-1.2	South East
Kingston upon Hull	9.7%	-0.6	Yorkshire & the Humber
Middlesbrough	9.3%	-2.1	North East
Halton	9.3%	-1.7	North West/Merseyside
Rochdale	8.9%	-1.6	North West/Merseyside
Sheffield	8.8%	-1.0	Yorkshire & the Humber
Stockton-on-Tees	8.8%	-1.8	North East

Source: C4EO 2011 & DfE, 2011b

Table 3.2 English local authorities with the lowest NEET rates amongst 16–18 year olds

LA	% NEET	Change in average NEET rates (2005–2010)	Region
City of London	0.2%	-2.1	London
Harrow	2.7%	-1.4	London
Kingston-upon-Thames	3.1%	-2.5	London
Gloucestershire	3.2%	0.0	South West
Bath and North East Somerset	3.4%	0.1	South West
Barnet	3.6%	-1.0	London
South Gloucestershire	3.7%	-0.4	South West
York	3.7%	-0.9	Yorkshire & the Humber
Richmond-upon-Thames	3.8%	0.2	London
Leicestershire	3.8%	-0.4	East Midlands

Source: C4EO 2011 & DfE, 2011b

¹⁰ Rutland was excluded from the analysis since 2010 was not available; Isles of Scilly was excluded due to small numbers

¹¹ This change is raw NEET rate difference between average rates for 2005 to 2007 and 2008 to 2010

in education and training in this group, the pattern still shows that localities with broadly higher levels of disadvantage have correspondingly higher rates, although there are wide local variations that are not explained by the statistics and which emphasise the key role of local action and knowledge to target public policy.

The table also presents a change over time in percentage points. For Knowsley, it is reduced by 2.2 percentage points between 2005 and 2010. This difference is worked out using two groups of three-year average NEET rates. Thus, 2.2 percentage points is a difference between the average NEET rate between 2008 to 2010 and the average NEET rate between 2005 to 2007.

3.5 NEET characteristics: young people and the labour market

Key findings:

- Young people are particularly vulnerable to economic downturn, typically because they tend to have less experience or skills: not all are adversely impacted long term if alternative opportunities are available, however.
- Positive early experience in accessing and participating in the labour market has longer term benefits, just as a 'poor start' makes it harder to succeed later
- In favourable economic conditions, young people tend to move in and out of jobs more often than the overall labour force before settling down, but
- Sustained economic downturn risks increasing both the persistence of core NEETs, and also creating a wider failure in employment

opportunities for young people who in less challenged economic circumstances would find their way into work.

- The impact of in-migration on labour markets and, therefore, on young people is contested by experts and unclear, but impacts are likely to be dependent on local circumstances and labour markets.

Trend data shows that unemployment in young people is consistently and significantly higher than aggregate unemployment (Philpott, 2011). Employment for young people is also more sensitive to the economic cycle than the economically active population generally; characteristically rising relatively quickly during economic downturn when there are fewer entry-level job vacancies, and when employers cut their least experienced staff.

Typically, reasons given for this are that young people tend to have less experience and lower levels of skills, so are generally the first to be 'let go' when there is a fall in demand. Equally, at least an element of the young population may not be first in line when there are new vacancies as the economy recovers.¹² Even in healthy economic conditions, young people often exhibit high rates of labour turnover and tend to move in and out of jobs before settling down in the labour market.

Underpinning this, OECD (2008) identify that;

- First labour market experiences are a lifelong influence: a 'good start facilitates integration, failure is difficult to make up'.
- Recession and economic downturn impacts in other ways, for example (Blanchflower, 2010), graduating in poor economic conditions tends to lead to lower-level occupations.

12 The Work Foundation and also Youth Unemployment a million reasons to act? Centre for Economic and Social Inclusion November 2011: 'The challenge for policy-makers, then as now, is to ensure that high youth unemployment does not lead to permanent impacts for those individuals, where there is compelling evidence that long-term unemployment can lead to lower wages and wellbeing later in life.'

- People in early adulthood seem particularly sensitive to macroeconomic conditions in terms of shaping attitudes: those growing up during recessions tend to believe success depends more on luck than on effort and are less confident in public institutions.
- Unemployed young people are impacted on, and significantly less happy with, their health, friendships and family life than those in work or studying.

However, these factors do not explain the underlying and longer-term structural problem that spans more than a decade, or the significant number who have been NEET or unemployed for over twelve months, which is often regarded as a benchmark for many beyond which individuals have their future outcomes seriously disadvantaged.

The concern is that sustained economic downturn will:

- At best sustain, and potentially increase the risk of persistence of this ‘hard core’ group of young people who are left behind with the adverse impacts noted earlier with poor lifelong employment and earnings prospects
- Lead to wider failure in employment opportunities for young people who in less challenged economic circumstances would find their way into work
- Create spells of unemployment for the young, that evidence suggests leaves ‘permanent scars’, to a substantially greater extent than that involving older people who may be challenged but longer term are less affected. (Blanchflower, 2010)¹³.

This is not a UK phenomenon. OECD (2011) data shows that the vulnerability of young people to economic downturn is a characteristic of many developed economies. In the first quarter of 2011, the unemployment rate for young people (aged 15 to 24) was 17.4 per cent in the OECD area compared with 7 per cent for adults (aged 25 and over). This is presented in Figure 3.1.

3.6 Migration

Interpretations differ about whether and to what extent migrants displace longer-term residents in the work place (GB. Parliament, 2008; Migration Watch, 2012). Respected sources of evidence reflect this with commentators such as the London School of Economics reporting (Corry et al., 2011):

... that the last wave of immigration [in the middle of the last decade] had little harmful effect on the job market prospects of natives except a small effect on the labour market prospects of the most unskilled workers. The UK's labour market appeared able to absorb migrants in large part without disruption.

A recent NIESR (2012) published in January 2012 supports this, finding little overall evidence for migrants displacing longer-term residents in the labour market. However the Migration Impacts Committee¹⁴ publishing at the same time, conclude that in for some years, there has been significant labour market displacement with migrants taking jobs that would otherwise go to longer-term residents.

Given the introduction of recent controls on immigration, it is worth looking at European immigration, and particularly those from recent additions to the EU. Many of these migrants are from East and Central Europe and work in the hospitality and catering, agricultural, manufacturing and food processing sectors (ECSR, 2011).

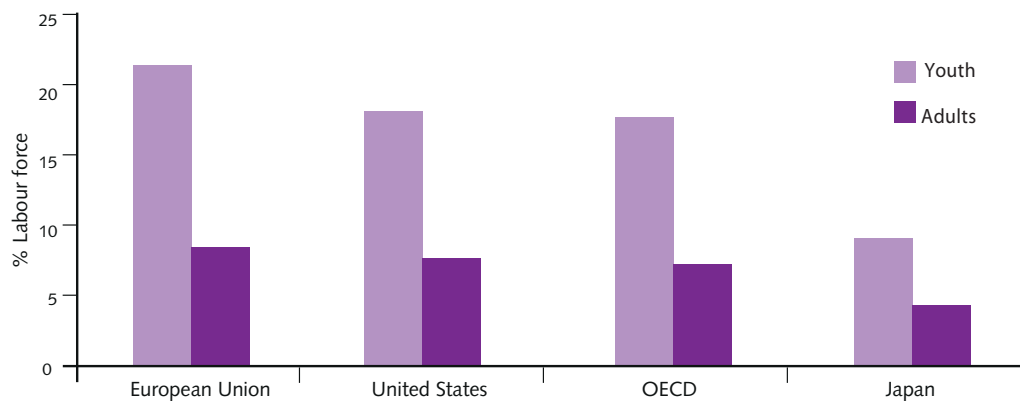
Overall, new arrivals remained significant during 2011 (ECSR, 2011) although it is unclear how current economic turbulence will impact on this during 2012 and beyond.

The labour market impact of EU migrants entering the UK labour market is unclear and has been sectorally uneven, with demand for migrant labour most persistent in the agricultural sector. Since recession, the reduction in new arrival employment has been

13 American and UK literature cited in Blanchflower (2010) Bloomberg Opinion which includes recent work on the 1958 birth cohort in the U.K. where spells of unemployment that these respondents experienced during the 1980s recession lowered their wages, significantly increased their chances of being unemployed and reduced their happiness 25 years later.

14 Analysis of the Impacts of Migration: Migration Advisory Committee January 2012

Figure 3.1 OECD Youth (15–24) and adults (25–54) unemployment rates, 2011 Q1



Source: OECD 2011

particularly large in the sectors statistically labelled real estate and property and construction and land sector (probably unsurprising given the impact of downturn on UK construction), but relatively small in food processing and agriculture where European in-migrants are an unusually large component relative to other sectors (estimated at around 40 per cent).

Demand for migrant labour in agriculture appears less sensitive to variations in business cycles with employers reporting that they continue to struggle to source domestic labour regardless of prevailing economic conditions (ECSR, 2011). Factors driving this are likely to include buoyancy in world food commodity prices as well as relative inelasticity in UK demand for food (people need to eat regardless of economic conditions),

coupled to factors such as mobility constraints in rural areas and, for example, the seasonal and short-term nature of many of the jobs.

More widely, and despite work to improve the statistics, there remain both weaknesses in the base data on migration levels and what happens (and where) to migrants once in the UK. It is, therefore, still open to debate how far migrants represent direct substitution or competition for longer-term residents. Establishing the extent to which this is the case is complex and depends on factors such as the mobility of longer-term residents both geographically and in skills terms, and, therefore, their suitability and competitiveness (for example, in cost terms) in the eyes of employers.

4 Barriers to participation

4.1 The labour market

Key findings:

- The UK is relatively successful at equipping young people with advanced skills, but lags in ensuring basic education and skills to equip young people to participate in the labour market.
- Self-diagnosed reasons for non-participation in those who are NEET at age 18 support this, although lack of experience is also cited as a factor. Health, disability or caring responsibilities are factors for a minority.
- It is less clear how extensively lack of motivation plays a part, but it is also a factor.

Policy, informed by a substantial body of research, has focused on the importance of educational attainment and skills as a key factor in determining participation and success for young people in terms of employment and earnings potential.

Whilst the UK does relatively well in high attainment education, it is less successful in educating and training the lowest third despite improvement and some suggestions that the gap between socio-economic groups in terms of attainment has narrowed between 2006 and 2010 (Cook, 2011). The OECD international Pisa study of 15 year olds shows that despite improvements, UK adult literacy and numeracy rates remain among the lowest in the OECD.

CBI echoes this, believing that there is a 'skills and competencies problem', particularly among the unemployed with basic skill needs among benefit claimants more than double the national average. At the time, CBI identified that 38 per cent of claimants lacked functional literacy skills and 45 per cent lacked functional numeracy skills. Of those out of work, 29 per

cent had no formal qualifications, compared to eight per cent of those in work.

Among people receiving incapacity benefit, 40 per cent had no recognised qualifications (CBI, 2009). This looks at the population as a whole, but taken in conjunction with the particular vulnerabilities of young people in an economic downturn, it is relevant to both those who are currently, and those who are at risk of becoming NEET.

DfE (2010) examined the main reasons for young people who are NEET not finding employment at age 18 (noting that these are self-diagnosed). These include:

- lack of relevant experience makes getting a job unlikely
- not qualified for available jobs
- needing to work very flexible hours
- health problems/disability makes getting a job unlikely
- travelling to work would be difficult
- anxious or nervous about applying for/starting new jobs
- believe would be financially worse off if working
- not prepared to do available jobs
- age makes getting a job unlikely
- pregnant or looking after children
- no jobs available or too much competition.

Frequently cited reasons by these young people in the DfE / BIS report were:

- In males: lack of relevant experience (27 per cent), lack of qualifications (25 per cent), health or disability (eight per cent) and 11 per cent gave no reason.

- In females: the need to work very flexible hours (20 per cent), lack of relevant experience (16 per cent), health or disability (nine per cent) and nine per cent gave no reason.
- Carers: young people who provided unpaid care were less likely to be in full-time education at age 18 than young people who did not (36 per cent compared with 48 per cent) and more likely to be NEET (23 per cent compared with 13 per cent).

4.2 Education or training

Key findings:

- An individual's labour market potential expands as a result of successful participation in full-time education or training.
- A majority of 16–18 year olds currently not in the system either express an intention to engage in full-time education or training, or a willingness to if given an appropriate opportunity.
- Disability, pregnancy, childcare, education or learning disadvantages, or difficult personal circumstances are the most frequent explanations for non-participation, although an 'anti-learning culture, is also evident in some.

In broad terms (and to date), there has been a correlation between labour market opportunity and participation in full-time education with an increasing number of 16–24 year olds opting for full-time education as unemployment increases.^{15 16}

Should full-time education become less available or less attractive, it is, therefore, possible that non-participation rates will increase should sustained poor economic conditions depress labour market opportunities. There is also a recent American suggestion that even young people who choose higher education are 'hurt' if they enter the labour market in a recession (Blanchflower, 2010)¹⁷.

In the UK, when asked about barriers to full-time education, 18-year-old NEETs responded as follows (DFE, 2010):

- 75 per cent of males and 62 per cent of females said that nothing was making it difficult to return to full-time education.
- 74 per cent of males and 69 per cent of females said that nothing was making it difficult to find a training place.
- Where reasons for not being in full-time education or training were given, it was most commonly related to disability, pregnancy or childcare.

Figure 4.1 provides a breakdown, of the proportion of 16 to 18 year olds who were either in education and training, in employment or not in education, training or employment, for the years 1985 to 2010.

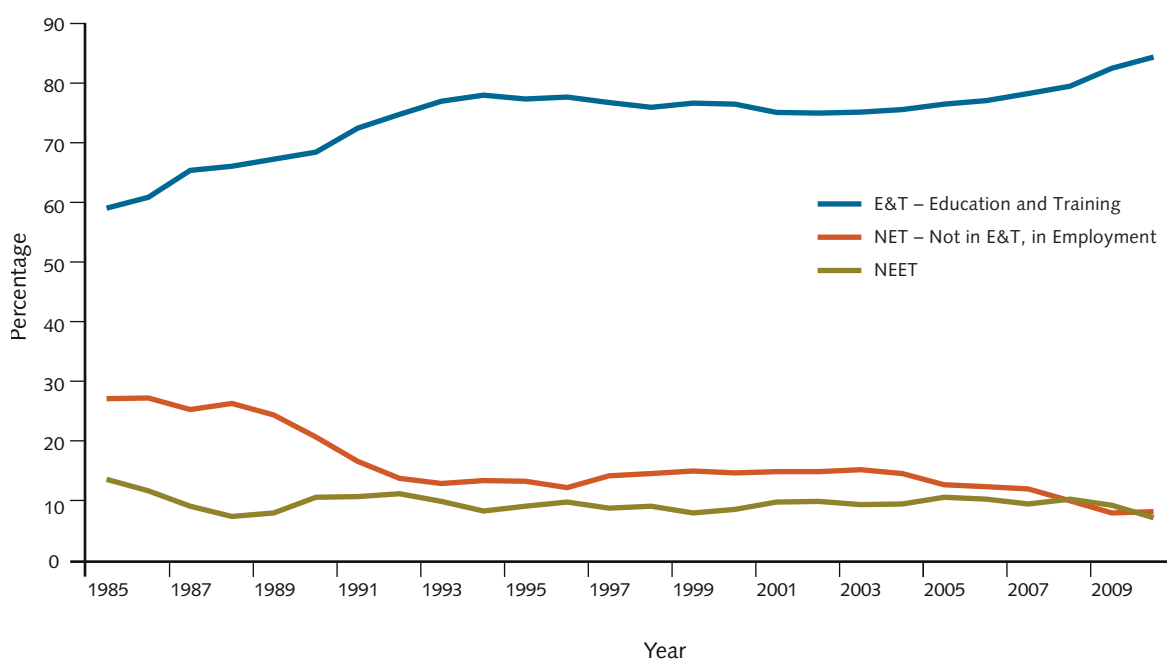
The figure clearly identifies the change that has taken place primarily in decisions about going into employment or continuing with education and training. It is interesting to look at this data broken down by local authority: Appendix A has the figures for each LA identifying the percentage of 16 and 17 year olds in education or work-based learning and how this proportion has changed over the last 5 and 10 years. Unfortunately at the LA level data was only available for 16 and 17 year olds and so is not directly

15 UCAS data show an 11.6 per cent increase (70,000) in the number of university applications between 2009 and 2010, with a 16 per cent increase in applications from 21-24 year olds: The Work Foundation quoting Bell, D. and Blanchflower, D. (2010). UK Unemployment in the Great Recession. London: NIESR.

16 Also suggested by The Work Foundation: Off the Map? The Geography of NEETS 2011

17 Blanchflower (2010) cites Lisa Kahn that the labour-market consequences of graduating from college in a poorly performing economy have negative and persistent effects on wages.

Figure 4.1 Education and training statistics for 16–18 year olds, 1985–2010



comparable with the national chart above. The appendix additionally has this data for the nine government regions. Appendix B provides some further detail for these tables of percentages by providing some raw number. Whilst many of the percentages are similar the number of young people within these authorities is not equal. For the 2009 data a thematic map, Appendix C, has also been produced allowing the reader to see the distribution of proportions around the country.

The National Foundation for Educational Research (NFER) have also looked at this in the context of understanding participation in education or training at ages 16 and 17 (Spielhofer et al., 2009). The key themes emerging were:

- Education or learning disadvantages
- Difficult personal circumstances
- Being affected by external structural factors

This work identified segments with distinct characteristics (Spielhofer et al., 2009):

- The largest (40+ per cent): ‘open to learning’: young people who are most likely to re-engage in education or training in the short-term, tending to have higher attainment and a more positive attitude to school
- The second (38 per cent): ‘sustained’ typically with negative experiences of school, higher levels of truancy and exclusion and lack of educational attainment. This group are most likely to remain outside the system in the medium-term
- The third (22 per cent): ‘undecided’ with similarities to the ‘open to learning’ group, but who are apparently dissatisfied with available opportunities and their ability to access what they wanted to do.

However, NFER note that some young people make a conscious ‘choice’ not to participate, for example, by adopting an ‘anti-learning culture’ as a means of gaining credibility and status with peers. This research examined attitudes and self-diagnosed explanations that often had roots in past school and personal circumstances before the age of 16, reflecting findings recorded earlier in this paper. Examples include negative experiences of school, bullying, exclusion, behavioural difficulties, learning difficulties and stress.

Those categorised as 'sustained' were most likely to have experienced more than one of these issues and most likely to have no qualifications or to have achieved below Level 1. Most of those 'in the open to learning' group attained Level 2 at the end of Year 11.

NFER also found that young people classified as 'sustained' tended not to have had any thoughts about what to do when leaving school and were least likely to have spoken to anyone other than their parents about their choices. In comparison, young people in the other two groups had much more definite plans. Motivation, belief in the value of qualifications, and confidence in understanding the available options all appear to be positive factors in those avoiding longer-term disengagement or who seem most likely to be so for a shorter period. A recent CBI report supports these findings (CBI, 2011):

There is a need to break the cycle of low attainment ... raise the aspirations of young people.

The NFER work also looked at those in jobs without training within which;

- The largest sub-group were 'sustained in jobs without training' (48 per cent) who are most likely to continue so in the medium term and appeared content with this.
- The second largest group were 'at risk' (35 per cent) who have a more negative experience of school and higher levels of truancy and exclusion with less optimism about the future and a perception that they did not have sufficient qualifications to make the progress they would like.
- The third included 'transitional in a job without training' (17 per cent), similar to the 'open to learning' group.

5 Looking forward: a changing labour market and economy

Key Findings:

- Whilst predictions for future UK economic performance vary, pockets of high unemployment and economic inactivity will not be resolved by a return to growth.
- At the same time, UK labour markets are becoming more competitive and selective: providers of education and training to prepare young people for successful participation face shifting and tougher labour markets.
- Yet, despite rising unemployment, 16 per cent of vacancies in England are attributable to skills shortages with problems in both technical skills and wider employability skills.
- Demand for higher skills will increase as innovation and technology will grow as drivers of economic recovery and prosperity. The competitiveness of localities will be important in attracting such development and sustaining or creating thriving local employment.
- Changing patterns of employment by occupation are longer term rather than responsive to the cyclical position of the economy: projections suggest a continued shift in demand towards higher skills and personal and customer-oriented services and a parallel reduction in demand for jobs that require few or no qualifications and potentially more competition for such jobs where they exist.
- Whilst too early to understand the longer-term trend, emerging evidence suggests both that more people aged 50+ are active or seeking to be active in the labour market, and that this will impact on job opportunities for young people.

- Young people generally face a challenging and more competitive labour market. Key challenges for engaging them in labour markets are to:
 - better match labour skills to jobs available and, in doing so, to respond to sectoral, technological and organisational shifts in the demands of the workplace; and to
 - improve the prospects of those young people who find it most difficult to participate in the labour market, or who are most marginalised: future success will demand more of them with fewer work opportunities requiring few or no skills, and possibly more competition for those jobs that exist in these categories.
- The current rise in the birth rate does not have immediate labour market implications, but has implications for policies to secure successful workforce participation by young people in future, and, therefore, for forward planning as this element of a rising population begins to reach labour market participation age in five to ten years' time.

5.1 Introduction

This section briefly examines evidence and data on the implications of emerging shifts in the UK economy and labour markets for those who may not be engaged in the more successful or 'hi tech' end of economic activity, or who may not achieve higher levels of qualification and skills. It is helpful to look at the challenge in terms of:

- The demand side, i.e. understanding what is needed, or likely to be needed, to successfully engage with labour markets into which young people will need to

sell their services as employees or, in some cases, entrepreneurs and business people; and

- Supply side factors, i.e. improving the ability of young people to participate in the labour market either directly, or through equipping themselves in readiness for subsequent participation through qualifications and skills.

The time horizon adopted is broadly present to 2020 to:

- Encompass expectations of adjustment and recovery from the current economic downturn taking into account the inherent uncertainty that surrounds the likely nature of events and the speed of this recovery in the coming years; and
- A slightly longer-term review of analysis and evidence on the direction of travel for the UK economy as current trends and developments begin to impact and change the nature of the labour market, and, therefore, the skills and requirements of employees.

5.1.1 Demand: the future labour market

This is a complex topic with dimensions that are open to debate, for example, commentators differ in their optimism or pessimism, and therefore their predictions for UK economic performance over the next five to ten years, and for the potential success and role of the UK in the future world economy.

Rather than enter this debate, the following sections look at those factors relevant to young people in the short and medium term around which there is reasonable evidence and consensus. In the short to medium term, policy, business and research concur that:

- Good economic performance in the past decade masked structural problems and that these will not be resolved by a return to growth — namely pockets of high long-term unemployment and inactivity, often in areas which suffer from multiple disadvantages. Some of this is a result of supply side challenges (the fitness of people to engage in the labour force), but it is also about the wider competitiveness of localities: what the CBI describe as multiple disadvantages in terms of infrastructure, skills and sectoral presence.

- In the short term at least, and as the public sector contracts, this may mean that some areas face particular difficulties because of their dependence on public sector employment.

- Economic activity is the key driver of job growth, while degree-level skills and flexibility (e.g. part-time working) are most effective at reducing unemployment and inactivity.

- There is fundamental technological and organisational change in the workplace so people who are out of work become relatively less skilled in comparison with the employed population.

- There is a key challenge in better matching labour skills with the jobs available both in the short and longer term, which will help limit unemployment to a process of transition between jobs.

5.2 Where are the jobs of the future?

Whilst inevitably involving some informed speculation, a 2011 report by CBI (2011) uses projections provided by the 2008 UK Commission for Employment and Skills (2009) Report: *Working Futures 2007–17*. This Commission report is part of a substantial programme that examined the implications of technological change, government policy and legislation, and economic and social drivers in the UK workforce. It remains a key piece of source material.

The Working Futures study makes clear that the future cannot be predicted with precision or certainty; however, the rationale was to provide a systematic and transparent set of projections. Whilst commissioned prior to the economic slowdown and prepared during 2008, the projections are helpful because changing patterns of employment by occupation are longer term rather than responsive to the cyclical position of the economy.

Between this work and CBI development of it subsequently, a view of the shape and geography of employment change over the medium term emerges, together with some skills implications. Recognising the caveats, this provides a start point by suggesting:

- An expectation of a slower pace of change in occupational employment structure than in the previous 2 decades, but
- A continued shift towards higher-level occupations with 47 per cent of jobs being managerial, professional or associate professional roles by 2017
- An increase in personal service occupations (such as caring) and sales & customer service.
- A decline in employment levels in administrative, clerical & secretarial occupations (although this category will still be a major employer), skilled trades and machine & transport operatives.
- Overall, CBI suggest a 12 per cent fall in the number of jobs requiring no qualifications, estimating that they will account for ten per cent of jobs in the economy in 2017 although Working Futures projections for elementary occupations suggest a slower rate of job loss given the importance of the service sector in general. However, continued restructuring of the retail and distribution sectors is likely to lead to fewer jobs in 'lower-level' sales occupations, for example, as a consequence of increased internet retailing.

The Working Futures study maps sectoral change and projected change in the economy as set out in Figure 5.1.

An area of debate in analysis and research is the potential impact of the increasing use of technology on demand: one view being an increase in demand for skilled labour and the loss of unskilled jobs, but others suggesting an 'hourglass' economy with loss in either managerial roles or the low skilled such as cleaners or shelf-stackers, but greater vulnerability for those in administrative, clerical and secretarial jobs.

Whilst unclear, there is a risk of downward pressure with basic-level jobs being increasingly filled by those with intermediate-level skills, reducing the opportunities for those with only basic skills, not least as employers demand both basic literacy and numeracy and 'softer' inter-personal skills.

Informed commentators support the notion that a key element of future UK economic recovery and prosperity will be through innovation and technology, and that there are current UK developments at the heart of this¹⁸, for example, based around:

- Scientific and technological development
- The emergence of new sectors and regional clusters across the UK, often driven by new technological advances; and new industries such as plasronics, advanced composites and renewable energy (HSBC, 2011); and
- Cities and regions that have become, or are emerging as, hubs for new growth industries HSBC (ref previous point) suggest that this will include Bristol and Glasgow in a list of cities that are key for business development and which will specialise in different innovations and industries that are already being shaped by today's new entrepreneurs.

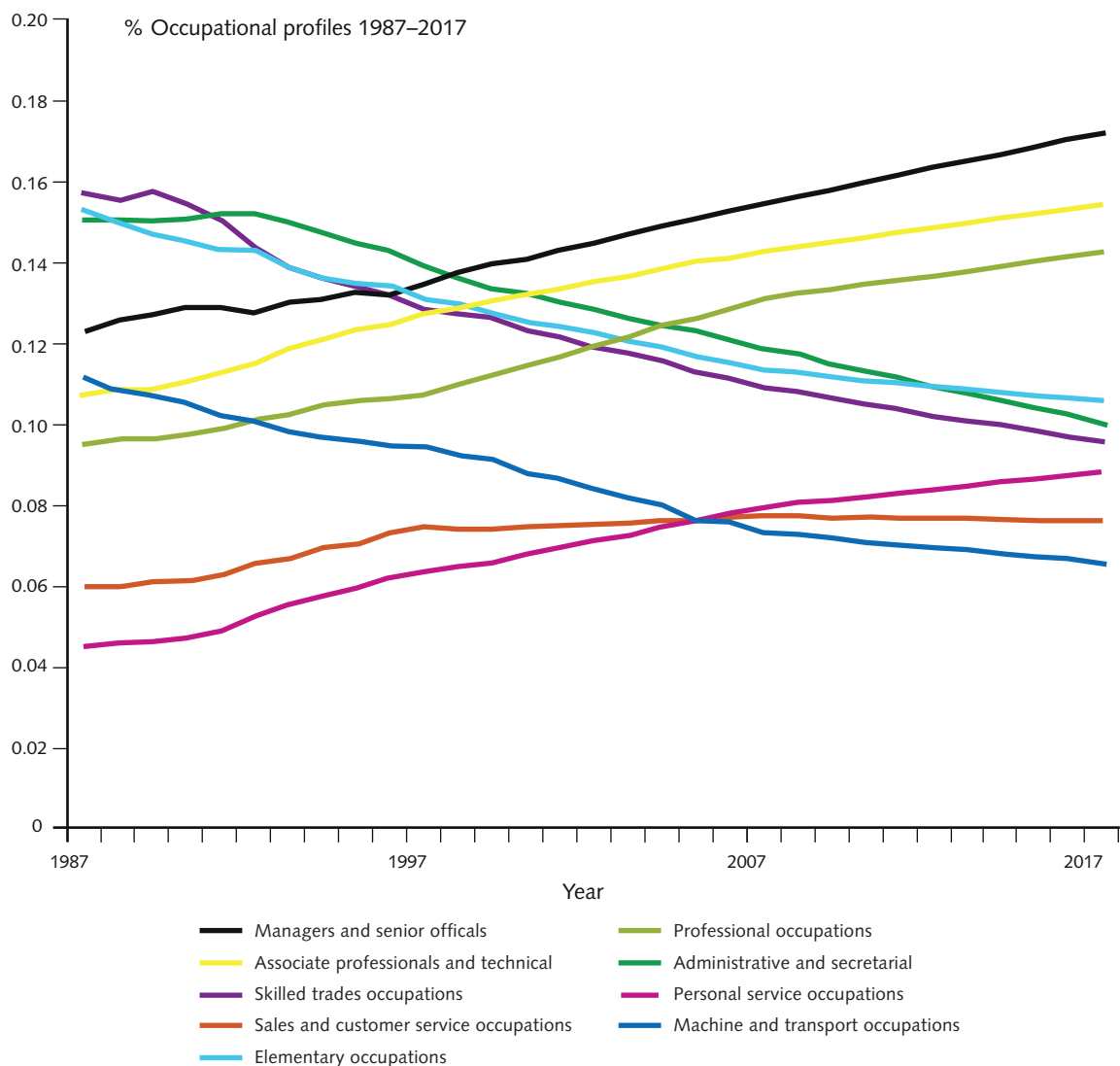
The Government Office for Science looked at UK Technology and Innovation Futures for the 2020's (Government Office for Science, 2010). This is not immediately relevant to a study on non-participation in young people, however, it re-enforces the expectation that technology and innovation will play a key role in the future UK economy, and supports the requirement, and by implication, the urgency of developing workforce skills to meet the sophistication of the design, engineering, processes and customer services involved in achieving this.

There is little research that examines in any depth, the implications for the more menial end of the employment market, or what such shifts will mean for this dimension as new innovations translate into mainstream business.

However, it is reasonable to conclude that the unskilled and the unsuitable will find it harder to participate in the workforce, and will find that where jobs exist, that the market for them will probably be more competitive.

¹⁸ 'In the big industries of the future, the UK already has a track record, and is incredibly well positioned,' Dr Lynda Gratton of the London Business School.

Figure 5.1 Actual and Projected Change in Broad Occupation Groups 1987 - 2017



Source: UK Commission for Employment Studies Working Futures published 2008 prepared by Cambridge Econometrics / Institute of Employment Research: CE projections MDM C81F9A (revision 900), AllUK.xls

5.2.1 Supply: equipping young people for the future

These shifts heighten the challenge of participation in education, training and the labour market for those who have traditionally been at risk of being NEET. The question is also whether and to what extent the changes identified in the previous section (and of economic downturn for so long as it continues) will impact on a wider group who compete in or will seek to enter the less glamorous end of the labour market. This is a challenge that some suggest could extend to some third of the economically active population.

OECD identifies some familiar facets explored earlier in this report to improving the labour market for young people (OECD, 2011) advocating:

- Action to stem the rise in joblessness through 'job-search assistance, 'hiring' subsidies and remedial assistance for the most disadvantaged; and opportunities for 'study and work' programmes, such as apprenticeships and other dual vocational education and training programmes, and
- 'A better start' to address the widely recognised childhood education and development issues identified earlier in this paper.

Underpinning this, OECD emphasise better matching skills acquired at school to those needed in the labour market (OECD, 2008), identifying that the UK labour market is becoming more selective. CBI (2011) broadly support the findings in earlier sections of this report and OECD in terms of educational attainment being key to employment growth, and also identify what they describe as ‘a risk of polarization’ with:

- 16 per cent of vacancies in England described by the CBI in 2011 as ‘skills shortage vacancies’ in 2009 (63,000 out of a total of 386,000) — with problems cited as being a combination of technical, practical and ‘wider employability’ skills.
- A sustained trend to more higher skills required in London and the south east and a continued focus of basic skills in the North East and West Midlands; and
- A triangulation in some parts of the UK between high concentrations of low-skilled jobs, large numbers of people with low-level skills and poor school attainment/social deprivation.

The Chartered Institute of Personnel and Development suggest that a core of unemployed young people are ‘deficient and/or that the cost of employing them is too high relative to their labour market value’. The Institute believe that this ‘implies the need for faster progress on vocational skills and welfare policy, a thorough review of the effect of the national minimum wage on youth employment and an assessment of the case for reducing national insurance contributions for employers hiring young people with limited skills’ (Philpott, 2011).

In 2009 the former DCSF published a study that examined future educational, social and technological

futures (Facer, 2009) which included a commentary that:

There will be no single educational response that will prepare learners or educational institutions for all potential future developments. Rather than creating a template of ‘a school for the future’, to which all other schools might aspire, the education system needs to commit to creating a diverse ecology of educational institutions and practices. Only such diversity will ensure that, whatever changes come about, we have already begun to respond and prepare for them.

Such diversity will emerge only if educators, researchers and communities are empowered to develop localised or novel responses to socio-technical change — including developing new approaches to curriculum, to assessment, to the workforce and governance, as well as to pedagogy.

5.2.2 Looking forward: demographic change

Two key demographic factors are relevant to this forward look.

Firstly, current growth in the English birth rate (ONS, 2012a) which started in 2003 following a period of decline (Table 5.1 below) which is projected by the Office for National Statistics to continue to rise rapidly for several more years, after which it will fluctuate but continue to rise steadily (see Figure 5.2 below which shows UK projections) (ONS, 2011c). This is particularly evident in some places and in some elements of the community.

Table 5.1 Change in the English Birth Rate and Population of Young People to Age 24

Total Population Estimate for England (millions)	Year	Total Population Estimate by Age Band (figures in millions and rounded to the nearest 10,000)					
		0 (Births)	1–4	5–9	10–14	15–19	20–24
46.41	1971	0.74	3.00	3.83	3.44	3.16	3.57
46.57	1976	0.55	2.49	3.68	3.48	3.48	3.21
46.82	1981	0.60	2.24	3.01	3.67	3.90	3.54
47.19	1986	0.62	2.38	2.85	3.02	3.67	3.95
47.88	1991	0.66	2.56	3.02	2.86	3.07	3.71
48.52	1996	0.60	2.52	3.23	3.03	2.87	3.11
49.45	2001	0.56	2.37	3.12	3.24	3.05	3.00
50.76	2006	0.62	2.33	2.92	3.13	3.34	3.37
52.23	2010	0.68	2.59	2.90	2.98	3.27	3.61

Figure 5.2 Actual and Projected Birth Rates 1971–2060



Source: ONS 2011c

In the immediate future (the next five years), this shift will impact on school place planning and early years work rather than directly on employment, further or higher education, but has planning implications as clearly the shift begins to swell the 16–24 age group.

This graph illustrates the changing birth rate from 1971 to present, and current Office for National Statistics projections to 2060 with an expectation of a continued steep rise until around 2015, and a fluctuating but broadly upward trend after that.

Secondly, the well-documented ageing population profile, notwithstanding the rising birth rate. This is a result of longer life expectancy and improvements in health across the population. In 2003, ONS reported that:

the average age of people in the labour force has been gradually increasing for at least a decade. This ageing process will continue in future decades. The pace of labour force ageing in the UK is expected to be relatively slow by OECD standards, but it will accelerate if increased numbers of older workers delay their retirement.

Current economic circumstances and changes in pension schemes and provision, and the retirement age are likely to impact with people working longer. In 2011, the International Longevity Centre and AVIVA jointly concluded that:

- Many people intend to retire ‘gradually,’ i.e. combine some degree of retirement with continued economic activity such as ‘downshifting’ within their current employment, moving into new forms of flexible and part-time work, or moving into self-employment in later life, although there is little evidence that this has happened to date on a large scale, however.
- There is increasing evidence that we are moving towards a process of ‘gradual retirement’ (Berry, 2011).

Although under-researched, this raises significant questions about increased competition for jobs between young and old. It is already evident that at least some employers are shifting policy and increasing the number of older people that they employ. In part this may be a consequence of age discrimination legislation, but further work is needed because:

- There is evidence that older people also tend to have the inter-personal skills and experience increasingly required by employers that may exacerbate the challenges for the young, and particularly young people who are less well equipped to compete; and
- Whilst inconclusive, the most recent UK labour market statistics (ONS, 2012b)¹⁹ shown in Table 5.2 above suggest a modest reduction in inactivity in 50–64 year olds over the last two years, but relative resilience in sustaining employment over this period, despite a general increase in unemployment. Figures over the same period for people over 64 also suggest an increase in employment (up by approximately 120,000).

This table shows seasonally adjusted UK change in labour market status between 2009 and 2011, noting that these figures reflect the definitions of employment/unemployment and inactivity described in the statistics section of this report and are not therefore compatible with statistics for those not in employment, education and training.

Whilst too early to be clear whether this is a longer-term shift, the Office for National Statistics analysis suggests a shift in the labour market that confirms:

- Rising rates for 16–24 unemployment and inactivity; but also
- Rising rates of employment and falling inactivity rates amongst the 50–64 and 65+ age bands.
- Employment rate is the number of people in the age band divided by the population in that band.
- Unemployment rate is the number of unemployed people in the age band divided by the economically active population in that band: the economically active population is those in employment plus those who are unemployed.
- Inactivity rate is the number of economically inactive people in the age band divided by the total population in that band.

Table 5.2 Recent Labour Market Status by Age Group

Age Range	Change in Rates between 2009 (September – November) and 2011 (September – November) + = Increase - = Decrease		
	Employed	Unemployed	Inactivity
16–17	-3.3	+5.6	+1.8
18–24	-1.5	+2.5	-0.3
25–34	-0.5	+0.4	+0.1
35–49	-0.2	+0.2	+0.1
50–64	+0.4	+0.4	-0.8
65+	+0.8	-0.3	-0.8

Source: Labour Market Statistics for the UK published January 2012 (ONS, 2012b) – this surveys of private households, student halls and NHS accommodation.

19 Office for National Statistics January 2012 Labour Force Survey September – November 2011 published January 2012

References

- Audit Commission (2010). *Against the Odds*. London: Audit Commission [online]. Available: <http://www.audit-commission.gov.uk/nationalstudies/localgov/againsttheodds/Pages/default.aspx> [10 January, 2012].
- Berry, C. (2011). *Gradual Retirement and Pensions Policy*. London: ILC [online]. Available: http://www.ilcuk.org.uk/files/Gradual_Retirement.pdf [10 January, 2012].
- Blanchflower, D. (2010). 'Credit Crisis Creates Lost Generation', *Bloomberg Opinion* [online]. Available: <http://www.bloomberg.com/news/2010-01-22/credit-crisis-creates-lost-generation-david-g-blanchflower.html> [10 January, 2012].
- Bynner, J. and Parsons, S. (2002). 'Social exclusion and the transition from school to work, the case of young people not in education employment or training (NEET)', *Journal of Vocational Behaviour*, **60**, 2, 289–309.
- C4EO (2011). *All National Indicator Data* [online]. Available: <http://www.c4eo.org.uk/IAS/dataviews/view?viewId=24> [18 November, 2011].
- CBI (2009). *Jobs for the Future: the Business Vision for Sustainable Employment in the UK*. London: CBI [online]. Available: http://www.siemens.co.uk/pool/news_press/jobs_for_the_future.pdf [19 March, 2012].
- CBI (2011). *Mapping the Route to Growth Rebalancing Employment* (Brief June 2011) [online]. Available: <http://www.cbi.org.uk/media/1053900/2011.06-mapping-the-route-to-growth.pdf> [10 January, 2012].
- Centre for Longitudinal Studies (1970). *British Cohort Study* [online]. Available: <http://www.cls.ioe.ac.uk/studies.asp?section=000100020002> [10 January, 2012].
- Corry, D., Valero, A. and Van Reenen, J. (2011). *UK Economic Performance Since 1997: Growth, Productivity & Jobs*. London: Centre for Economic Performance [online]. Available: http://cep.lse.ac.uk/conference_papers/15b_11_2011/CEP_Report_UK_Business_15112011.pdf [10 January, 2012].
- Department for Communities and Local Government (2008). *Digital Exclusion Profiling of Vulnerable Groups Young People not in Education, Employment or Training (NEET): a Profile*. London: Communities and Local Government [online] <http://www.communities.gov.uk/documents/communities/pdf/999909.pdf> [10 January, 2012].
- Department for Communities and Local Government (2011). *English Indices of Deprivation 2007: Consultation. Summary of Responses*. London: Communities and Local Government [online] Available [19 March, 2012] <http://www.communities.gov.uk/documents/communities/pdf/1853621.pdf> [19 March, 2012].
- Department for Education (2010). *Youth Cohort Study & Longitudinal Study of Young People in England: the Activities and Experiences of 18 year olds: England 2009* (Statistical Bulletin). London: DfE [online]. Available: <http://www.education.gov.uk/rsgateway/DB/SBU/b000937/b01-2010v2.pdf> [10 January, 2012].
- Department for Education (2011a). *NEET Statistics: Quarterly Brief - Quarter 3 2011* [online]. Available: <http://www.education.gov.uk/rsgateway/DB/STR/d001040/index.shtml> [9 March, 2012]

Department for Education (2011b). *NEET Figures for 2010. 16 to 18 Year Olds Not in Education, Employment or Training (NEET)*. Available: <http://www.education.gov.uk/16to19/participation/neet/a0064101/16-to-18-year-olds-not-in-education-employment-or-training-neet> [19 March, 2012].

Department for Education (2012) *GCSE and Equivalent Results in England, 2010/11 (Revised)* [online]. Available: <http://www.education.gov.uk/rsgateway/DB/SFR/s001056/index.shtml> [19 March 2012]

Dixon, S. (2003). *Implications of Population Ageing for the Labour Market* (Labour Market Trends Special Feature). London: ONS [online]. Available: <http://www.re-integrate.eu/resources/webre--implications-of-population-ageing-for-the-labour-market.pdf> [10 January, 2012].

Economic and Social Research. Centre for Population Change (2011). *Trends in East and Central European Migration to the UK During Recession* (Briefing 5) [online]. Available: <http://www.cpc.ac.uk/resources/downloads/cpcbrieffing-5.pdf> [10 January, 2012].

Facer, K (2009). *Educational, Social and Technological Futures: a Report from the Beyond Current Horizons Programme* [online]. Available: <http://www.beyondcurrenthorizons.org.uk/wp-content/uploads/final-report-2009.pdf> [9 January, 2012].

Government Office for Science (2010). *Technology and Innovation Futures: UK Growth Opportunities for the 2020s*. London: Department for Business, Innovation and Skills [online]. Available: <http://www.bis.gov.uk/assets/bispartners/foresight/docs/general-publications/10-1252-technology-and-innovation-futures.pdf> [19 March, 2012]

Great Britain. Parliament. House of Lords. Select Committee on Economic Affairs (2008). *The Economic Impact of Immigration* (HL Paper 82-I). *Volume 1: Report. 1st Report of Session 2007-08*. London: The Stationery Office [online]. Available: <http://www.publications.parliament.uk/pa/ld200708/ldselect/ldeconaf/82/82.pdf> [10 January, 2012].

HSBC (2011). *The Future of Business 2011: Executive Summary* [online]. Available: <http://www.100thoughts.hsbc.co.uk/downloads/HSBC-future-of-business-report.pdf> [23 January 2012].

International Longevity Centre UK (2011). 'Gradual retirement and pensions policy', Press Release, 22 November [online]. Available: http://www.ilcuk.org.uk/index.php/news/news_posts/press_release_gradual_retirement_and_pensions_policy [19 March, 2012].

Local Government Improvement and Development (2009). *Rise of NEETS* [online]. Available: <http://www.idea.gov.uk/idk/core/page.do?pageId=13919780> [10 January, 2012].

Migration Watch (2012). *Youth Unemployment and Immigration from the A8 Countries* (Briefing Paper 3.16) [online]. Available: http://www.migrationwatchuk.org/pdfs/BP3_16.pdf [10 January, 2012].

National Institute for Economic and Social Research (2012). *Examining the Relationship Between Immigration and Employment Using National Insurance Number Registration Data* (Discussion Paper No 386). London: NIESR [online]. Available: http://www.niesr.ac.uk/pdf/090112_163827.pdf (19 March, 2012).

OECD (2008). *Jobs for Youth/Des emplois pour les jeunes United Kingdom*. Summary in English. Paris: OECD [online]. Available: <http://www.oecd.org/dataoecd/33/57/40912683.pdf> [9 January, 2011]

OECD (2011). *OECD Employment Outlook 2011* [online]. Available: http://www.oecd.org/document/46/0,3746,en_2649_34747_40401454_1_1_1_1,00.html [10 January, 2012].

Office for National Statistics (2011a). *Explaining the Relationship Between Unemployment Rates and Inactivity in Young People*. London: ONS [online]. Available: <http://www.nomisweb.co.uk/articles/ref/stories/11/Young%20people%20in%20the%20labour%20market%20article.pdf> [19 March, 2012].

Office for National Statistics (2011b). *Labour Market Statistics December 2011*. (Statistics Bulletin). London: ONS [online]. Available: http://www.ons.gov.uk/ons/dcp171778_245812.pdf [10 January, 2012].

Office for National Statistics (2011c). *National Population Projections 2010 Based*. London: ONS [online]. Available: <http://www.ons.gov.uk/ons/rel/npp/national-population-projections/2010-based-projections/index.html> [19 March, 2012].

Office for National Statistics (2011d). *Regional and Sub-Regional Local Gross Value Added 2010*. London: ONS [online]. Available: <http://www.ons.gov.uk/ons/rel/regional-accounts/regional-gross-value-added--income-approach-/december-2010/stb-regional-gva-dec-2011.html> [19 March 2012]

Office for National Statistics (2012a). *Mid 1971 to Mid 2010 Population Estimates for England* London: ONS [online]. Available: <http://www.ons.gov.uk/ons/taxonomy/index.html?nscl=Population+Estimates> [19 March, 2012].

Office for National Statistics (2012b) *Labour Market Statistics published January 2012* (Statistical Bulletin). London: ONS [online]. Available: http://www.ons.gov.uk/ons/dcp171778_250593.pdf [19 March 2012]

Philpott, J. (2011). *Getting the Measure of Youth Unemployment*. London: CIPD [online]. Available: http://www.cipd.co.uk/NR/rdonlyres/E4B1648C-6566-4E7F-81FE-48805E617861/0/5498_Work_Audit.pdf [10 January, 2012].

Social Exclusion Unit (1999). *Bridging the Gap: New Opportunities for 16-18 Year Olds not in Education, Employment or Training* [online]. Available: <http://www.epolitix.com/Resources/epolitix/Forum%20Microsites/NATFHE/bridging.pdf> [10 January, 2012].

Spielhofer, T., Benton, T., Evans, K., Featherstone, G., Golden, S., Nelson, J. and Smith, P. (2009). *Increasing Participation: Understanding Young People Who do not Participate in Education or Training at 16 and 17* (DCSF Research Report 072). London: DCSF [online]. Available: <http://publications.dcsf.gov.uk/eOrderingDownload/DCSF-RR072.pdf> [10 January, 2012].

UK Commission for Employment and Skills (2009). *Working Futures 2007-2017* [online]. Available: <http://www.ukces.org.uk/publications/er2-working-futures-2007-2017> [9 January, 2012]

Further Reading

Bivand, P., Gardiner, L., Whitehurst, D. and Wilson, T. (2011). *Youth Unemployment: a Million Reasons to Act?* London: Centre for Economic & Social Inclusions [online]. Available: http://www.cesi.org.uk/sites/default/files/publications/Young_people_and_unemployment_FINAL.pdf [10 January, 2012].

Dutmann, C., Frattini, T. and Preston, I. (2008). *The Effect of Immigration Along the Distribution of Wages* (CDP No 03/08). London: University College London [online]. Available: http://www.cream-migration.org/publ_uploads/CDP_03_08.pdf [10 January, 2012].

Inclusion Trust (2007). *Out of Sight Out of Mind* (Policy Briefing Paper). Takeley: Inclusion Trust [online]. Available: http://rubble.heppell.net/media_forum/OutOfSight.pdf [10 January, 2012].

Lee, N. and Wright, J. (2011). *Off the Map, the Geography of NEETs*. London: The Work Foundation [online]. Available: http://www.theworkfoundation.com/DownloadPublication/Report/294_Off%20the%20map%20-%20PEF%20snapshot%20FINAL.PDF [10 January, 2012].

Local Government Association and Centre for Social Justice (2009). *Hidden Talents: Re-Engaging Young People*. London: LGA [online]. Available: <http://www.lga.gov.uk/lga/aio/2164402> [10 January, 2012].

Manacorda, M., Manning, A. and Wadsworth, J. (2006). *The Impact of Immigration on the Structure of Male Wages: Theory and Evidence from Britain* (IZA DP No. 2352). Bonn: IZA [online]. Available: <ftp://repec.iza.org/RePEc/Discussionpaper/dp2352.pdf> [10 January, 2012].

Ritchie, H., Casebourne, J. and Rick, J. (2005). *Understanding Workless People and Communities: a literature review* (Research Report 255) [online]. Available: http://research.dwp.gov.uk/asd/asd5/report_abstracts/rr_abstracts/rra_255.asp [10 January, 2012].

Tanner, S., Anu Obhrai, A. and Mark Spilsbury, M. (2007). *What Works in Preventing and Re-engaging Young People NEET in London. Research on Young People 'Not in Education, Employment, or Training (NEET)' Commissioned by the Greater London Authority*. London: Research as Evidence [online]. Available: <http://legacy.london.gov.uk/mayor/children/docs/neet-report.pdf> [10 January, 2012].

Appendix A

Table identifying proportion of 16 and 17 year olds in education or work based learning (WBL). File sorted by highest percentage to lowest.

Table A1

Local Authority	% of 16 and 17 year olds in education or WBL in 2009	5-year % point change	10-year % point change
Hillingdon	99	14	15
Bristol, City of	98	16	25
Harrow	97	9	23
Leicester	97	14	22
Enfield	96	8	7
Kingston upon Thames	96	9	.
Wolverhampton	96	11	19
Hertfordshire	95	10	3
Merton	95	13	21
Richmond upon Thames	95	4	18
Brighton and Hove	94	6	13
Luton	94	12	14
Redbridge	94	4	-3
Wokingham	94	.	6
Newcastle upon Tyne	93	8	11
Peterborough	93	16	13
Portsmouth	93	15	15
Swindon	93	13	15
Birmingham	92	16	16
Blackburn	92	10	8
East Riding of Yorkshire	92	4	6
Hartlepool	92	12	10
Liverpool	92	13	17
North Somerset	92	12	12
North Tyneside	92	12	8
Reading	92	11	17
Sandwell	92	15	21
South Gloucestershire	92	12	6
Worcestershire	92	9	6
Nottingham	91	16	17
Southend-on-Sea	91	18	11
Staffordshire	91	10	8
Trafford	91	10	9
Wirral	91	10	7
Bolton	90	10	7
Coventry	90	9	12
Darlington	90	11	9
Dudley	90	18	13
Herefordshire	90	7	12
Leicestershire	90	9	5
Plymouth	90	10	8

Table A1 cont'd

Local Authority	% of 16 and 17 year olds in education or WBL in 2009	5-year % point change	10-year % point change
Redcar and Cleveland	90	14	5
Stockton-on-Tees	90	4	-6
Warrington	90	15	10
Barking and Dagenham	89	13	25
Bournemouth	89	10	2
Bromley	89	6	1
Buckinghamshire	89	8	5
Cambridgeshire	89	7	9
Cheshire East	89	.	.
Cheshire West & Chester	89	.	.
Cornwall	89	3	5
Cumbria	89	6	-1
Gloucestershire	89	11	6
Halton	89	12	19
Hampshire	89	9	12
Medway	89	14	7
North Lincolnshire	89	7	4
Oxfordshire	89	5	8
Shropshire	89	7	1
Solihull	89	12	1
Stockport	89	11	9
Telford and Wrekin	89	16	10
Bexley	88	8	13
Calderdale	88	8	4
Central Bedfordshire	88	.	.
Derby	88	15	11
Durham	88	9	6
Northumberland	88	2	9
Oldham	88	15	8
Surrey	88	7	7
Sutton	88	3	-7
York	88	7	1
Bradford	87	7	1
Bury	87	10	7
Devon	87	8	7
Essex	87	11	11
Havering	87	6	9
Kent	87	9	7
Lincolnshire	87	11	6
Sheffield	87	10	12
Somerset	87	6	3
Stoke-on-Trent	87	13	16
Thurrock	87	19	20
Torbay	87	15	1
Walsall	87	10	8
Warwickshire	87	4	3
West Sussex	87	6	6
Wigan	87	11	11
Blackpool	86	12	5
Derbyshire	86	8	6
East Sussex	86	1	6

Table A1 cont'd

Local Authority	% of 16 and 17 year olds in education or WBL in 2009	5-year % point change	10-year % point change
Kingston Upon Hull, City of	86	12	13
Kirklees	86	8	6
Lancashire	86	9	7
Milton Keynes	86	9	20
North East Lincolnshire	86	10	9
Northamptonshire	86	9	10
Poole	86	11	-4
Rotherham	86	11	3
Sefton	86	9	-2
South Tyneside	86	8	8
Suffolk	86	8	7
Tameside	86	14	13
Barnet	85	-1	-1
Isle of Wight	85	4	0
Knowsley	85	8	22
Middlesbrough	85	7	2
Norfolk	85	9	11
North Yorkshire	85	5	-10
Salford	85	12	19
Southampton	85	10	2
Sunderland	85	4	5
Dorset	84	5	1
Leeds	84	12	8
Rochdale	84	10	11
Wakefield	84	12	6
Wiltshire	84	5	2
Barnsley	83	14	13
Gateshead	83	6	-5
Nottinghamshire	83	8	1
Doncaster	82	9	4
Bracknell Forest	81	6	1
West Berkshire	81	1	-4
Windsor and Maidenhead	81	0	-7
St Helens	79	8	-2
Rutland	71	-3	-22

Source: DfE, 2011b

Note. Cheshire East, Cheshire West and Central Bedfordshire have data for 2009 but no previous year's data as they are new authorities.

There was no 2009 data for the following authorities; Bath and NE Somerset, Berkshire, Brent, Croydon, Ealing, Greenwich, Hereford, Hounslow, Isles of Scilly, Manchester, Slough and Waltham Forest

Data for individual inner London LAs is not available

Table identifying proportion of 16 and 17 year olds in education or work-based learning at regional level.

Table A2

Local Authority	% of 16 and 17 year olds in education or WBL in 2009	5-year % point change	10-year % point change
Inner London	97	15	20
Outer London	95	10	13
Greater London**	96	12	16
East of England	90	11	9
West Midlands	90	11	10
North West	89	11	9
South West	89	9	6
North East	88	7	5
South East	88	7	8
East Midlands	87	10	7
Yorkshire and the Humber	86	9	5

** Greater London is a combination of Inner and Greater London local authorities

Source: DfE, 2011b

Table identifying proportion of 16 and 17 year olds in education or work-based learning. File sorted into alphabetical order.

Table A3

Local Authority	% of 16 and 17 year olds in education or WBL in 2009	5-year % point change	10-year % point change
Barking and Dagenham	89	13	25
Barnet	85	-1	-1
Barnsley	83	14	13
Bexley	88	8	13
Birmingham	92	16	16
Blackburn	92	10	8
Blackpool	86	12	5
Bolton	90	10	7
Bournemouth	89	10	2
Bracknell Forest	81	6	1
Bradford	87	7	1
Brighton and Hove	94	6	13
Bristol, City of	98	16	25
Bromley	89	6	1
Buckinghamshire	89	8	5
Bury	87	10	7
Calderdale	88	8	4
Cambridgeshire	89	7	9
Central Bedfordshire	88	.	.
Cheshire East	89	.	.
Cheshire West & Chester	89	.	.
Cornwall	89	3	5
Coventry	90	9	12
Cumbria	89	6	-1
Darlington	90	11	9
Derby	88	15	11
Derbyshire	86	8	6

Table A3 cont'd

Local Authority	% of 16 and 17 year olds in education or WBL in 2009	5-year % point change	10-year % point change
Devon	87	8	7
Doncaster	82	9	4
Dorset	84	5	1
Dudley	90	18	13
Durham	88	9	6
East Riding of Yorkshire	92	4	6
East Sussex	86	1	6
Enfield	96	8	7
Essex	87	11	11
Gateshead	83	6	-5
Gloucestershire	89	11	6
Halton	89	12	19
Hampshire	89	9	12
Harrow	97	9	23
Hartlepool	92	12	10
Havering	87	6	9
Herefordshire	90	7	12
Hertfordshire	95	10	3
Hillingdon	99	14	15
Isle of Wight	85	4	0
Kent	87	9	7
Kingston upon Hull, City of	86	12	13
Kingston upon Thames	96	9	.
Kirklees	86	8	6
Knowsley	85	8	22
Lancashire	86	9	7
Leeds	84	12	8
Leicester	97	14	22
Leicestershire	90	9	5
Lincolnshire	87	11	6
Liverpool	92	13	17
Luton	94	12	14
Medway	89	14	7
Merton	95	13	21
Middlesbrough	85	7	2
Milton Keynes	86	9	20
Newcastle upon Tyne	93	8	11
Norfolk	85	9	11
North East Lincolnshire	86	10	9
North Lincolnshire	89	7	4
North Somerset	92	12	12
North Tyneside	92	12	8
North Yorkshire	85	5	-10
Northamptonshire	86	9	10
Northumberland	88	2	9
Nottingham	91	16	17
Nottinghamshire	83	8	1
Oldham	88	15	8
Oxfordshire	89	5	8
Peterborough	93	16	13
Plymouth	90	10	8
Poole	86	11	-4

Table A3 cont'd

Local Authority	% of 16 and 17 year olds in education or WBL in 2009	5-year % point change	10-year % point change
Portsmouth	93	15	15
Reading	92	11	17
Redbridge	94	4	-3
Redcar and Cleveland	90	14	5
Richmond upon Thames	95	4	18
Rochdale	84	10	11
Rotherham	86	11	3
Rutland	71	-3	-22
Salford	85	12	19
Sandwell	92	15	21
Sefton	86	9	-2
Sheffield	87	10	12
Shropshire	89	7	1
Solihull	89	12	1
Somerset	87	6	3
South Gloucestershire	92	12	6
South Tyneside	86	8	8
Southampton	85	10	2
Southend-on-Sea	91	18	11
St Helens	79	8	-2
Staffordshire	91	10	8
Stockport	89	11	9
Stockton-on-Tees	90	4	-6
Stoke-on-Trent	87	13	16
Suffolk	86	8	7
Sunderland	85	4	5
Surrey	88	7	7
Sutton	88	3	-7
Swindon	93	13	15
Tameside	86	14	13
Telford and Wrekin	89	16	10
Thurrock	87	19	20
Torbay	87	15	1
Trafford	91	10	9
Wakefield	84	12	6
Walsall	87	10	8
Warrington	90	15	10
Warwickshire	87	4	3
West Berkshire	81	1	-4
West Sussex	87	6	6
Wigan	87	11	11
Wiltshire	84	5	2
Windsor and Maidenhead	81	0	-7
Wirral	91	10	7
Wokingham	94	.	6
Wolverhampton	96	11	19
Worcestershire	92	9	6
York	88	7	1

Source: DfE, 2011b

Note. Cheshire East, Cheshire West and Central Bedfordshire have data for 2009 but no previous year's data as they are new authorities.

There was no 2009 data for the following authorities; Bath and NE Somerset, Berkshire, Brent, Croydon, Ealing, Greenwich, Hereford, Hounslow, Isles of Scilly, Manchester, Slough and Waltham Forest

Data for individual inner London LAs is not available

Appendix B

Raw numbers of 16 and 17 year old pupils in education or work-based learning (WBL) in 2009, 2004 and 1999
(Source: DfE, 2011)

Table B1

	Education and WBL in 2009	Education and WBL in 2004	Education and WBL in 1999	Change between 2004 & 2009	Change between 1999 & 2009
North East	58,400	55,400	54,300	3,000	4,100
Hartlepool	2,300	2,100	2,000	200	300
Middlesbrough	3,300	3,400	3,400	-100	-100
Redcar and Cleveland	3,400	3,000	3,100	400	300
Stockton-on-Tees	4,800	4,500	4,700	300	100
Darlington	2,300	2,000	2,000	300	300
Durham	11,300	10,100	10,300	1,200	1,000
Gateshead	4,000	4,000	4,200	0	-200
Newcastle upon Tyne	5,900	5,700	5,300	200	600
North Tyneside	4,400	4,000	3,900	400	500
Northumberland	6,800	6,900	6,400	-100	400
South Tyneside	3,400	3,400	3,000	0	400
Sunderland	6,300	6,300	6,100	0	200
North West	161,800	147,900	137,900	13,900	23,900
Bolton	6,600	5,900	5,600	700	1,000
Bury	4,400	4,000	3,700	400	700
Cheshire*	.	14,700	14,000	.	.
Cheshire East	8,200	.	.	.	.
Cheshire West & Chester	7,600	.	.	.	.
Halton	2,900	2,800	2,400	100	500
Warrington	4,600	3,900	3,800	700	800
Cumbria	11,700	10,600	10,500	1,100	1,200
Knowsley	3,700	3,600	2,800	100	900
Blackburn	4,000	3,800	3,400	200	600
Blackpool	3,200	2,800	2,600	400	600
Lancashire	26,800	24,600	22,800	2,200	4,000
Liverpool	9,700	9,900	8,900	-200	800
Manchester	10,600	9,600	8,200	1,000	2,400
Oldham	5,500	4,700	4,700	800	800
Rochdale	4,900	4,600	4,100	300	800
St Helens	4,100	3,600	3,700	500	400
Salford	4,800	4,100	3,600	700	1,200
Sefton	6,700	6,100	6,400	600	300
Stockport	6,500	6,100	5,700	400	800
Tameside	5,100	4,400	4,000	700	1,100
Trafford	5,100	4,600	4,400	500	700
Wigan	7,300	6,300	5,800	1,000	1,500
Wirral	7,600	7,400	7,000	200	600
Yorkshire and the Humber	116,300	106,300	99,100	10,000	17,200
Barnsley	5,000	4,100	3,700	900	1,300

Table B1 cont'd

	Education and WBL in 2009	Education and WBL in 2004	Education and WBL in 1999	Change between 2004 & 2009	Change between 1999 & 2009
Bradford	12,200	11,200	11,400	1,000	800
Calderdale	4,800	4,400	3,900	400	900
Doncaster	6,400	6,000	5,800	400	600
East Riding of Yorkshire	7,800	7,300	6,500	500	1,300
Kingston Upon Hull	5,800	5,400	4,600	400	1,200
North East					
Lincolnshire	3,800	3,800	3,200	0	600
North Lincolnshire	3,700	3,400	3,200	300	500
Kirklees	9,100	8,500	7,700	600	1,400
Leeds	15,500	13,900	12,900	1,600	2,600
North Yorkshire	14,300	13,600	13,100	700	1,200
York	3,700	3,600	3,500	100	200
Rotherham	6,000	5,100	5,200	900	800
Sheffield	11,000	9,700	8,500	1,300	2,500
Wakefield	7,300	6,200	6,000	1,100	1,300
East Midlands	99,500	88,300	80,300	11,200	19,200
Derbyshire	17,300	15,100	13,600	2,200	3,700
Derby	5,500	4,400	4,300	1,100	1,200
Leicester	7,100	6,700	5,600	400	1,500
Leicestershire	14,700	13,000	12,400	1,700	2,300
Rutland	1,300	1,200	1,200	100	100
Lincolnshire	15,400	13,500	11,900	1,900	3,500
Northamptonshire	15,700	13,700	11,800	2,000	3,900
Nottingham	5,900	5,400	5,000	500	900
Nottinghamshire	16,600	15,300	14,600	1,300	2,000
West Midlands	128,900	116,000	106,500	12,900	22,400
Birmingham	25,200	22,200	20,600	3,000	4,600
Coventry	7,100	6,800	6,100	300	1,000
Dudley	7,200	5,900	5,500	1,300	1,700
Herefordshire	4,000	3,700	3,100	300	900
Worcestershire	13,200	11,900	11,200	1,300	2,000
Sandwell	7,300	6,200	5,200	1,100	2,100
Shropshire	7,200	6,600	6,200	600	1,000
Telford and Wrekin	4,000	3,400	3,200	600	800
Solihull	5,200	4,500	4,400	700	800
Staffordshire	19,300	17,700	16,500	1,600	2,800
Stoke-on-Trent	5,100	4,800	4,200	300	900
Walsall	6,100	5,500	5,200	600	900
Warwickshire	11,700	11,300	10,200	400	1,500
Wolverhampton	6,100	5,600	4,800	500	1,300
East of England	129,800	112,200	101,900	17,600	27,900
Luton	4,800	4,600	3,900	200	900
Bedfordshire**	8,900	8,000			
Bedford	4,300				
Central Bedfordshire	5,700				
Cambridgeshire	13,400	12,000	10,400	1,400	3,000
Peterborough	4,000	3,400	3,400	600	600
Essex	30,900	26,000	23,100	4,900	7,800

Table B1 cont'd

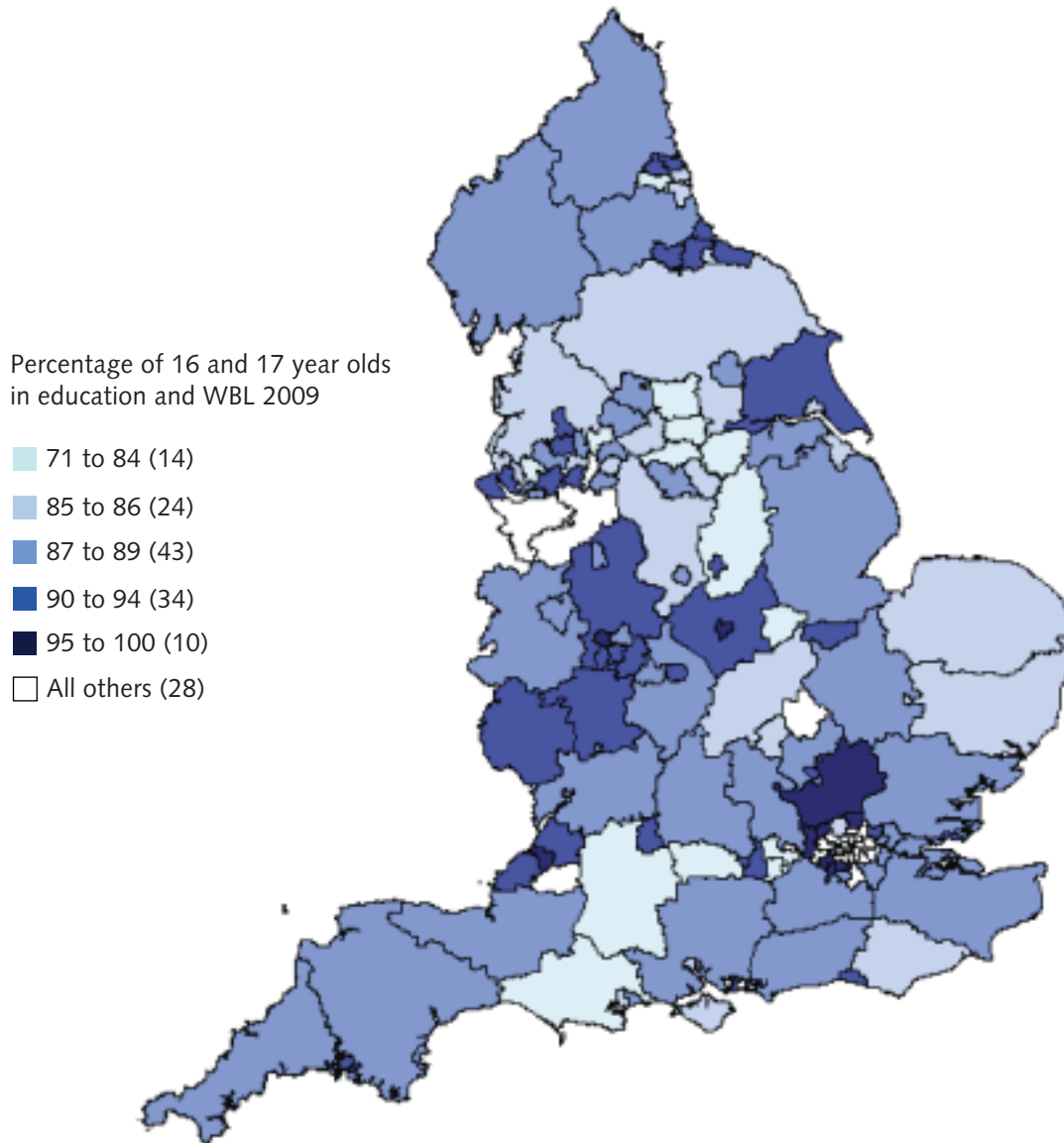
	Education and WBL in 2009	Education and WBL in 2004	Education and WBL in 1999	Change between 2004 & 2009	Change between 1999 & 2009
Southend-on-Sea	3,700	3,000	3,000	700	700
Thurrock	3,400	2,600	2,100	800	1,300
Hertfordshire	27,400	23,100	22,400	4,300	5,000
Norfolk	16,800	15,000	13,100	1,800	3,700
Suffolk	15,400	13,800	12,500	1,600	2,900
Greater London	162,300	148,600	128,100	13,700	34,200
Inner London	53,700	50,800	44,000	2,900	9,700
Outer London	108,600	97,900	84,100	10,700	24,500
Barking and Dagenham	4,300	3,200	2,500	1,100	1,800
Barnet	7,000	6,900	6,500	100	500
Bexley	5,500	4,800	3,900	700	1,600
Brent	6,200	5,900	4,900	300	1,300
Bromley	6,700	6,000	5,500	700	1,200
Croydon	9,000	7,900	6,400	1,100	2,600
Ealing	6,800	6,500	5,300	300	1,500
Enfield	7,200	6,500	5,500	700	1,700
Greenwich	5,300	4,700	3,900	600	1,400
Harrow	5,900	5,700	4,100	200	1,800
Havering	5,600	4,900	4,200	700	1,400
Hillingdon	6,400	5,500	4,800	900	1,600
Hounslow	5,100	4,500	4,500	600	600
Kingston upon Thames	3,300	3,100	.	200	.
Merton	3,900	3,400	2,800	500	1,100
Redbridge	6,700	6,000	5,600	700	1,100
Richmond upon Thames	3,700	3,300	2,700	400	1,000
Sutton	4,400	4,100	3,800	300	600
Waltham Forest	5,700	5,100	4,100	600	1,600
South East	192,400	171,600	154,500	20,800	37,900
Bracknell Forest	2,800	2,600	2,300	200	500
Reading	3,000	2,600	2,400	400	600
Slough	3,200	2,700	2,500	500	700
West Berkshire	3,800	3,400	3,500	400	300
Windsor and Maidenhead	3,600	3,200	3,200	400	400
Wokingham	3,900	.	3,400	.	500
Buckinghamshire	11,800	10,400	9,900	1,400	1,900
Milton Keynes	5,400	4,700	3,700	700	1,700
Brighton and Hove	5,200	4,800	4,000	400	1,200
East Sussex	11,200	11,000	9,000	200	2,200
Hampshire	29,800	26,800	23,700	3,000	6,100
Portsmouth	4,200	3,800	3,200	400	1,000
Southampton	4,500	3,900	4,000	600	500
Isle of Wight	2,900	2,900	2,500	0	400
Kent	33,700	28,900	25,700	4,800	8,000
Medway	6,400	5,600	5,200	800	1,200
Oxfordshire	14,800	13,200	12,200	1,600	2,600
Surrey	25,100	22,100	20,400	3,000	4,700
West Sussex	17,200	15,300	13,900	1,900	3,300

Table B1 cont'd

	Education and WBL in 2009	Education and WBL in 2004	Education and WBL in 1999	Change between 2004 & 2009	Change between 1999 & 2009
South West	116,600	105,500	95,500	11,100	21,100
Bath and North East Somerset	4,300	3,800	.	500	.
Bristol, City of	8,400	7,900	6,500	500	1,900
North Somerset	4,400	3,900	3,600	500	800
South Gloucestershire	6,100	5,200	4,600	900	1,500
Cornwall	11,700	11,400	9,700	300	2,000
Isles of Scilly	.	.	.	.	.
Devon	16,100	14,300	12,900	1,800	3,200
Plymouth	5,500	5,300	5,100	200	400
Torbay	2,900	2,500	2,400	400	500
Bournemouth	3,200	2,800	2,700	400	500
Dorset	9,300	8,700	7,700	600	1,600
Poole	3,100	2,800	2,900	300	200
Gloucestershire	13,700	12,100	11,400	1,600	2,300
Somerset	12,800	11,700	10,500	1,100	2,300
Swindon	4,500	3,900	3,300	600	1,200
Wiltshire	10,600	9,300	8,500	1,300	2,100
Total	1,166,100	1,051,900	958,300	114,200	207,800

Appendix C

Map displaying percentage of 16 and 17 year olds in education or work-based learning (WBL) in 2009

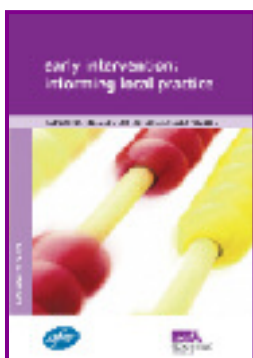


Note: 2009 data is missing for a number of local authorities and not released for inner London LAs.

Source: DfE, 2011b

Recently published reports

The Local Government Education and Children's Services Research Programme is carried out by the NFER. The research projects cover topics and perspectives that are of special interest to local authorities. All the reports are published and disseminated by the NFER, with separate executive summaries. The summaries, and more information about this series, are available free of charge at www.nfer.ac.uk/research/local-government-association/



Early intervention: informing local practice

The findings from this review of literature shows that the case for investing in early intervention approaches to improve outcomes for children and families and in bringing about cost savings in the longer term is widely accepted and supported. More needs to be done within the UK to identify and evidence the extent of potential cost savings, this will help enable policy makers and local commissioners to make informed commissioning decisions.

<http://www.nfer.ac.uk/publications/LGLC02>



Evaluation of the early adopter sector-led improvement programme pilots

The findings from this review show that the case for investment in early intervention for children and families , bringing about cost savings in the longer term is widely accepted and supported. More needs to be done within the UK to identify and evidence the extent of potential cost savings

<http://www.nfer.ac.uk/publications/SLIP01>



Targeting children's centre services on the most needy families

This report shows how children's centres and local authorities are focusing their services on the 'most needy' families. Drawing on a review of policy and research, together with case studies of work in six English local authorities, it features a concept map, practice examples and recommendations for policy-makers and practitioners.

<http://www.nfer.ac.uk/publications/LGTC01>

For more information, or to buy any of these publications, please contact: The Publications Unit, National Foundation for Educational Research, The Mere, Upton Park, Slough, Berkshire SL1 2DQ, tel: +44 (0)1753 637002, fax: +44 (0)1753 637280, email: book.sales@nfer.ac.uk, web: www.nfer.ac.uk/publications.

This report offers a start point for the Local Government Association (LGA) commissioned research to inform the Hidden Talents programme. It reviews available statistics, data and commentary to establish what can be reasonably deduced to inform policy in response to young people aged 16 – 24 years who are not in employment, education or training (NEET).

Young people described as not in employment, education or training (NEET) are not a homogeneous group. The term NEET spans a core of young people with deep rooted problems; an element who are short term and who are generally able to find a future; and those at risk either because of personal lack of direction, or because they are adversely impacted by shifting economic circumstances.

This report presents NEET rates by age, gender and geography along with the trend over the past two decades. It summarises these statistics in the context of current trends in the labour market and the UK economy.