

This briefing note provides an overview of youth unemployment in Bradford using Jobseekers Allowance claimants, out of work benefits claimants and NEETs data.

National overview

Figures from the Office for National Statistics show that the number of 16 to 24 year olds out of work in the UK reached a record high of 1.042 million in the three months to January 2012. Despite falling back to **1.02 million** over the quarter to July 2012, the youth unemployment rate remains high at **21.6%** of economically active 16-24 year olds.

This figure is based on the internationally-accepted ILO measure of unemployment¹, which includes full-time students who have been looking for work and are available to start work. Using the alternative measure which excludes students, there were **716,000** unemployed 16 to 24 year olds in the UK over the three months to July 2012, a rate of **20.3%** of economically active young people.

Research has shown that being unemployed as a young person can lead to longer term difficulties in the labour market, such as reduced wages and a higher chance of unemployment and even ill health later in life.²

Measuring youth unemployment

The figures quoted in the national overview above are official unemployment figures from the ONS Labour Force Survey. However, this data is not reliable at a district level. There are a number of other data sources we can use to measure unemployment among young people at a local level. These sources are listed in the table below:

Data	Source	Latest available data	Frequency of updates
Jobseekers Allowance (JSA) Claimants aged 18-24	Jobcentre Plus	August 2012	Monthly
All out of work benefit claimants aged 16-24	Department for Work and Pensions (DWP)	February 2012	Quarterly
NEETs (Not in Employment, Education or Training) aged 16-18	Connexions	August 2012	Monthly

The analysis in this report will focus on young people who are out of work and claiming benefits. The most up to date and detailed data is the JSA claimant count, focusing on 18-24 year olds. Even though a small number of 16 and 17 year olds are claiming JSA (approximately 25), most young people are not eligible for JSA before they reach 18.

The DWP provides counts of young people aged 16-24 who are claiming JSA and other out of work benefits. The NEET data looks at levels of worklessness among 16 to 18 year olds.

¹ International Labour Organisation (ILO) measure of unemployment counts those who are without a job, are available to start work in the next two weeks, who have been seeking a job in the last four weeks or are waiting to start a job already obtained.

² The Work Foundation, Geography of NEETs, November 2011
<http://www.theworkfoundation.com/Assets/Docs/Off%20the%20map%20-%20PEF%20snapshot%20FINAL.PDF>

Local Summary

- In August 2012 there were **6,040** young people aged 18-24 claiming JSA in Bradford, a rate of **11.3%**, higher than the national rate of 8.3%.
- Youth claimant counts have risen significantly since the start of the recession and have **risen by 30.3%** since last June.
- The number of long term claimants among the 18-24 age group has risen to **1,045** – a 771% increase over the year.
- In February 2012 around **1 in 7** young people aged 16-24 were claiming an out of work benefit (including JSA, incapacity benefit, employment support allowance, and lone parent benefits).
- In August 2012 there were **1,111** 16-18 year olds who were NEET (not in employment, education or training) at an adjusted rate of 6.8%.

Jobseekers Allowance (JSA) Claimants

In August 2012 there were 6,040 JSA claimants aged 18-24 in Bradford. This accounts for 30.1% of the total claimants. One in seven young men aged 18-24 in Bradford is claiming JSA.

Youth JSA Claimants - August 2012						
Area	All Claimants aged 18-24		Male Claimants aged 18-24		Female Claimants aged 18-24	
	Number	Rate	Number	Rate	Number	Rate
Bradford	6,040	11.3	3,835	13.9	2,205	8.5
Yorkshire & Humber	50,020	8.7	36,530	12.4	16,900	6.0
United Kingdom	495,605	8.3	293,295	9.6	156,905	5.4

Source: Jobcentre Plus data, Nomis. Counts have been rounded to nearest 5

The overall JSA claimant rate (for all ages) in Bradford was 6.1% in August 2012 but the claimant rate for young people is higher than for other age groups.

11.3% of all 18-24 year olds in Bradford are claiming JSA – more than one in ten. This is higher than the youth claimant rate for Yorkshire & Humber (8.7%) and the UK (8.3%).

Bradford has the 2nd highest youth claimant rate among the ten Leeds City Region districts, behind Barnsley.

Trends

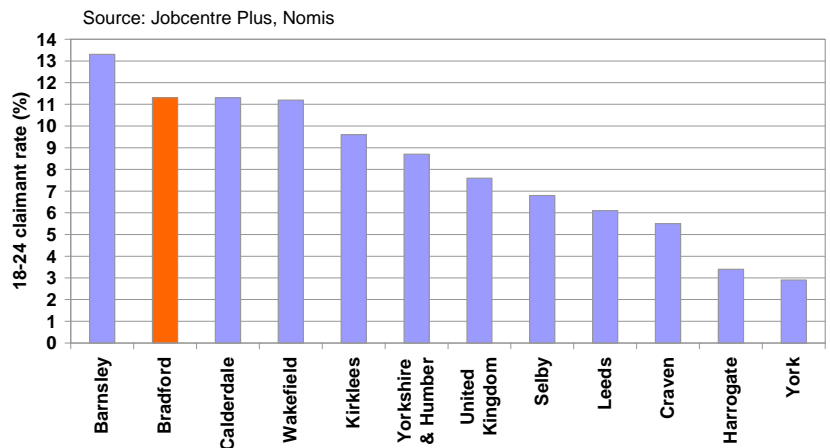
Youth claimant unemployment began to rise significantly in Bradford from 5.4% in June 2008 at the start of the recession, to reach 9.1% in July 2009.

Rates fluctuated around 8.5% for the next two years but after June 2011 there was another dramatic rise in the number of young claimants. Between June 2011 and August 2012 the number had increased by 1,405 – a 30.3% rise compared to a 8.8% rise across Yorkshire & Humber and a 13.7% rise nationally. Bradford experienced the fastest rise among the ten districts within the city region.

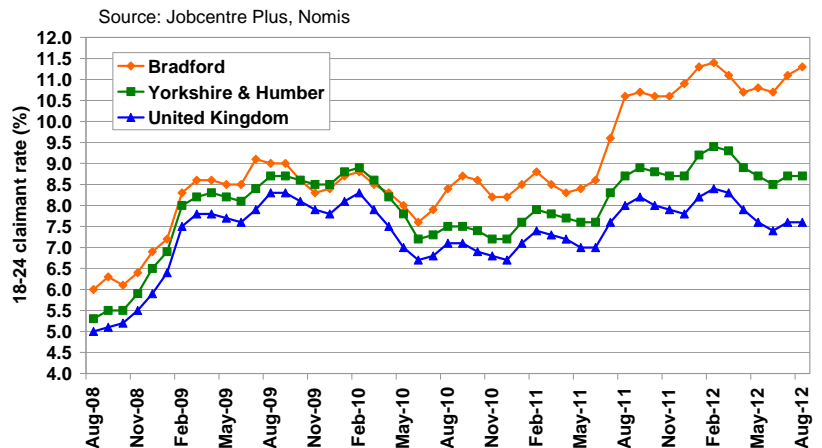
Over the last year, youth claimant numbers have fallen nationally, but in Bradford they have continued to rise.

Recruitment freezes and job losses locally, particularly in the public sector, have had a significant impact on the number of job opportunities available to young people upon leaving full time education.

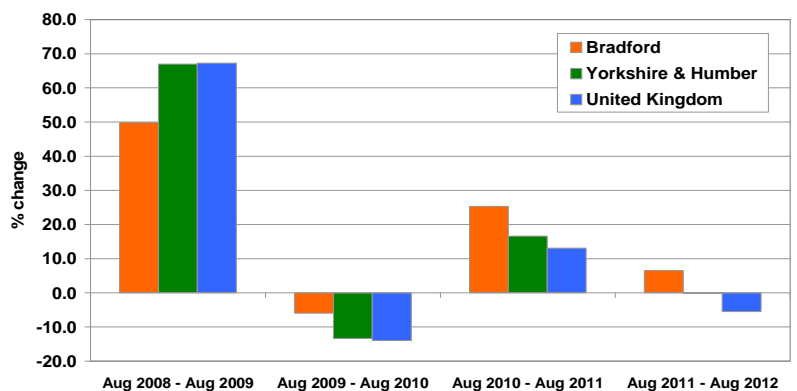
Youth claimant rates Leeds City Region August 2012



Youth claimant rates trends



Percentage change in youth claimant numbers by time period

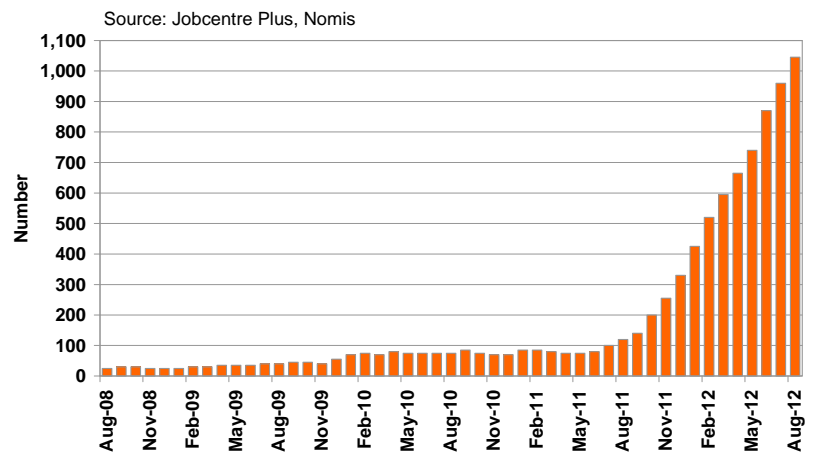


Duration

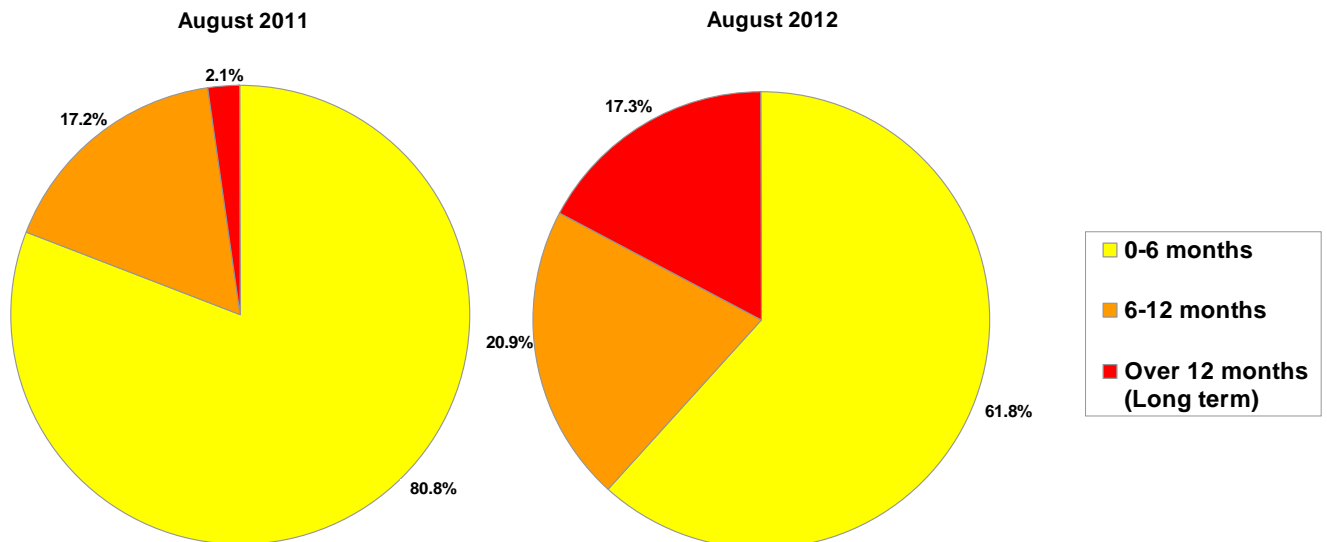
Younger people tend to claim for shorter periods on average than older age groups. However, since the start of the recession long term unemployment has increased dramatically and this has been particularly stark among the younger age group.

Long term claimants are those that have been claiming JSA for more than 12 months. In August 2008 around 30 young people in Bradford were long term claimants. Three years later, in August 2011, there were 120. By August 2012 this number had jumped to 1,045, representing a 771% increase over the last year compared to an increase across the region of 342%, and a UK average increase of 255%. Long term claimants now account for 17.3% of all claimants aged 18-24 (compared to only 2.1% in August 2011).

Long term JSA claimants aged 18-24



JSA Claimants aged 18-24 by Duration of Claim in Bradford District

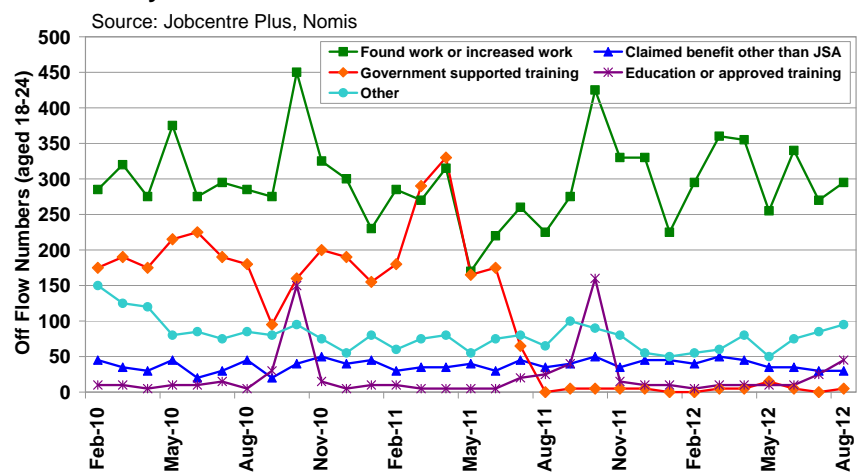


The sharp rise in young long term claimants can only partly be explained by fewer jobs available.

Another contributing factor was the ending of government schemes (such as the Future Jobs Fund) which provided training and employment opportunities to young people who had been unemployed for at least 6 months. This can be evidenced by looking at the reasons for young people leaving the claimant count.

The chart on the right shows the number of 18-24 year olds leaving the claimant count each month for selected reasons (around two thirds of those who left the claimant count are recorded as 'failed to sign' or 'reason unknown'. Other reasons not shown on the chart include: moved abroad, attending court or gone to prison, or new claim review).

Off Flows from claimant count (where reason is known) 18-24 year olds



There is a distinct seasonal pattern to the off-flows data with more young people finding work or moving into full time education in October when college or university courses start, freeing up jobs. Transfer to other benefits has remained fairly flat, but the numbers moving onto Government Training Schemes (which peaked at 330 in April 2011) had fallen away completely by August 2011.

The impact of this can be seen in the subsequent rise in young claimants who continue to claim beyond six months.

Sub-district analysis

JSA claimant figures for 18-24 year olds are not published for current Bradford wards, but we have produced estimates based on data published at lower super output area level.

JSA claimants and rates aged 18-24 for Bradford Constituencies and Wards							
Area	August 2010		August 2012		Change 2010-2012		
	Number	Rate	Number	Rate	Number	% change in number	change in rate
Bradford East	1,253	10.2	1,669	13.6	416	33.2	3.4
Bolton & Undercliffe	140	8.1	183	10.5	43	18.1	2.5
Bowling & Barkerend	252	10.6	400	16.8	148	31.1	6.2
Bradford Moor	267	10.5	337	13.3	70	37.3	2.8
Eccleshill	199	11.0	230	12.7	31	40.3	1.7
Idle & Thackley	86	5.9	98	6.7	12	48.1	0.8
Little Horton	309	13.3	421	18.1	112	30.8	4.8
Bradford South	930	9.1	1,237	12.1	307	41.3	3.0
Great Horton	159	7.9	289	14.3	130	65.9	6.4
Queensbury	83	5.1	137	8.4	54	61.3	3.3
Royds	177	9.7	213	11.7	36	25.1	2.0
Tong	256	13.1	312	15.9	56	31.5	2.9
Wibsey	135	9.4	153	10.7	18	22.8	1.3
Wyke	120	8.8	133	9.8	13	54.2	1.0
Bradford West	1,153	7.6	1,764	11.6	611	36.7	4.0
City	249	5.1	390	7.9	141	45.4	2.9
Clayton & Fairweather Green	142	8.6	177	10.8	35	27.1	2.1
Heaton	165	9.0	233	12.7	68	18.1	3.7
Manningham	268	10.4	451	17.5	183	37.5	7.1
Thornton & Allerton	101	6.1	164	9.8	63	20.5	3.8
Toller	228	8.9	349	13.7	121	56.9	4.7
Keighley	661	8.0	767	9.2	106	13.8	1.3
Craven	40	3.2	58	4.7	18	19.2	1.5
Ilkley	35	4.0	43	4.9	8	27.3	0.9
Keighley Central	262	13.4	301	15.4	39	16.9	2.0
Keighley East	116	7.9	152	10.4	36	13.2	2.5
Keighley West	150	9.5	164	10.4	14	15.3	0.9
Worth Valley	58	4.8	49	4.1	-9	-9.1	-0.8
Shipley	531	6.9	609	7.9	78	13.9	1.0
Baildon	71	6.1	66	5.7	-5	7.0	-0.4
Bingley	83	5.4	112	7.3	29	16.3	1.9
Bingley Rural	99	7.1	102	7.3	3	11.8	0.2
Shipley	107	8.4	114	8.9	7	23.4	0.5
Wharfedale	26	3.5	31	4.2	5	11.8	0.7
Windhill & Wrose	145	9.0	184	11.4	39	11.8	2.4
Bradford District	5,670	10.6	6,040	11.3	370	6.5	0.7

Source: Jobcentre Plus, Nomis

Ward and constituency figures are estimates based on counts for super output area geographies.

In general, youth unemployment is highest in the most deprived areas and those wards in which adult unemployment is also highest. Bradford West has the highest levels of youth claimant unemployment, and has also shown the most significant rise over the last 2 years.

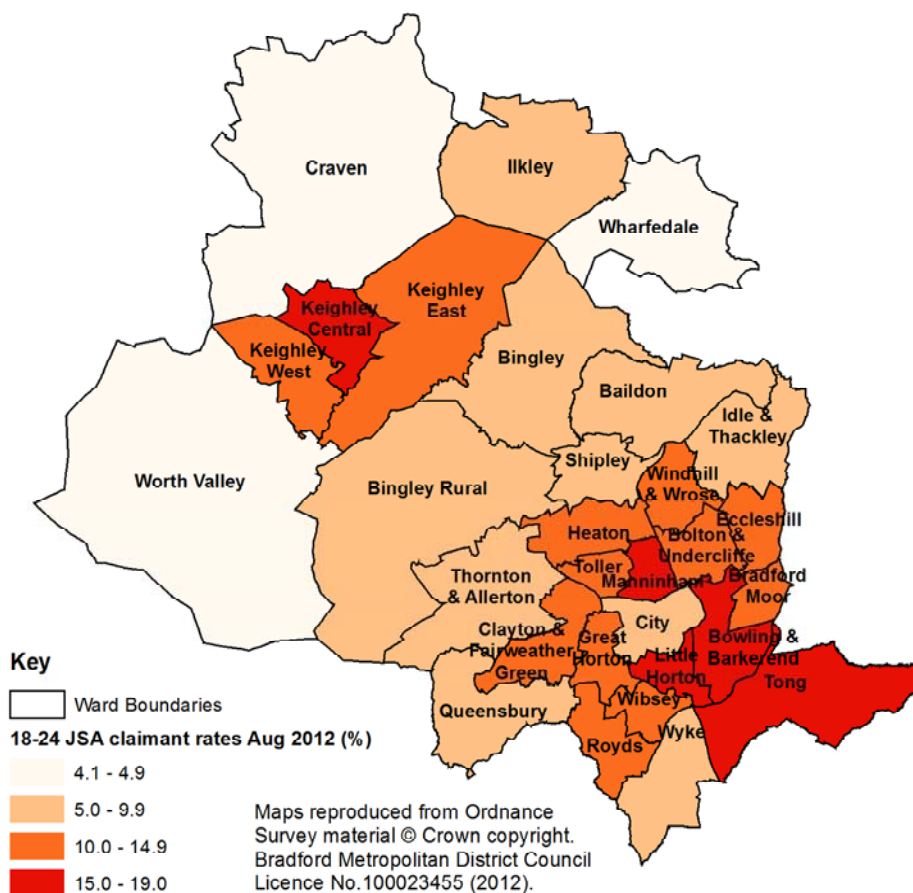
The highest numbers of youth claimants are found in Manningham and Little Horton, and these wards also have the highest youth claimant rates (17.5% and 18.1% respectively). Bowling and Barkerend (16.8%), Tong (15.9%), and Keighley Central (15.4%) also have high youth claimant levels where more than 1 in 7 young people aged 18-24 are claiming Jobseekers Allowance. City Ward has a relatively high number of youth claimants (390) but at 7.9% its youth claimant rate is lower than expected. This is due to a high population of young people and students living in the ward which dilute the levels of youth unemployment.

Shipley constituency has the lowest youth claimant rate, and wards outside main urban areas, such as Ilkley (4.9%), Craven (4.7%), Wharfedale (4.2%) and Worth Valley (4.1%), also experience low levels of youth unemployment.

The impact of rising youth unemployment has been uneven across the district. Over the last two years, numbers of young claimants have increased in all wards except Baildon and Worth Valley. But some wards have seen much bigger increases than others. Manningham and Bowling & Barkerend have experienced the greatest rise in the number of youth claimants, and have both seen their youth claimant rate rise by more than 6 percentage points since August 2010. City Ward and Great Horton have also experienced large increases.

There appears to have been less impact in rural wards and those outside the inner city such as Craven, Ilkley, Worth Valley, Baildon, Bingley Rural, Shipley and Wharfedale. However, Ilkley has seen a small but significant increase in youth claimants over the most recent year.

Map 1: Youth JSA claimant rates by ward (% of 18-24 year olds claiming JSA)



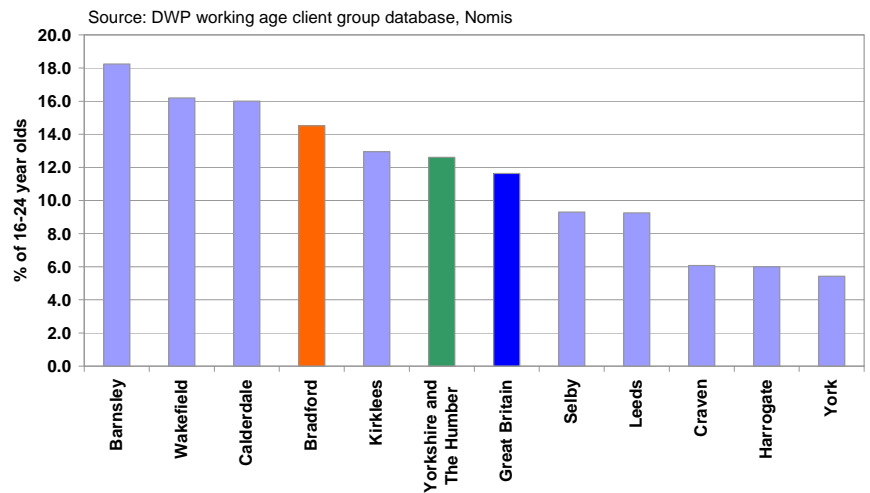
Out of work benefit claimants

DWP publishes counts of young people aged 16-24 claiming out of work benefits, including JSA, Employment Support Allowance (ESA), Incapacity Benefit (IB), and lone parent benefits. This gives us a wider count of young people who we know are out of work.

As of February 2012 there were 9,770 young people in Bradford claiming an out of work benefit.

The claimant rate is 14.5% of all 16-24 year olds. This is higher than the regional (12.6%) and national (11.6%) rates.

16-24 Out of work benefit claimant rates - February 2012



Out of work benefit claimants aged 16-24 - February 2012				
Area	Number	Rate	Annual Change Feb 2011 - Feb 2012	
			Number	%
Bradford	9,770	14.5	1,390	16.6
Yorkshire & Humber	89,200	12.6	8,100	10.0
Great Britain	844,360	11.6	56,260	7.1

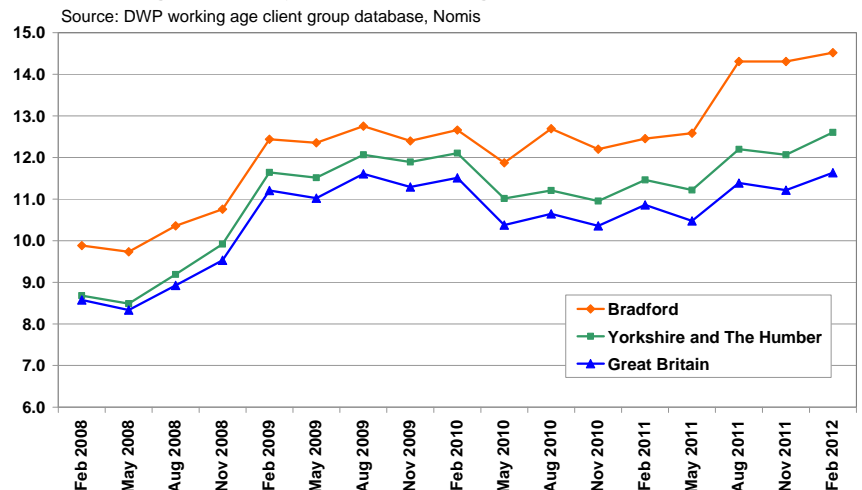
Source: DWP working age client group data, Nomis

Trends

Between February 2008 and February 2012 there was an increase of 3,110 young people claiming an out of work benefit – this is a 46.7% increase, faster than for other age groups.

This increase has been due to the rapid rise in the number of job seekers. Other benefit client groups have remained relatively static.

Percentage of 16-24 year olds claiming out of work benefits



Benefit client group

Job seekers form the largest group among 16-24 year old claimants accounting for more than 60% of the total. Two-thirds of these are male. The second largest group is lone parents, of which 99.5% are female. ESA and IB (which are claimed for ill health or disability reasons) account for 14.9% of the young claimants. Of these 1,460 claimants, 48% are claiming for mental and behavioural disorders.

Out of work benefit claimants aged 16-24 by statistical group. February 2012						
Statistical Group	All Claimants		Male Claimants		Female Claimants	
	Number	%	Number	%	Number	%
Job seekers	5,940	60.8	3,930	81.5	2,010	40.6
ESA and incapacity benefits	1,460	14.9	760	15.8	690	13.9
Lone parents	1,950	20.0	20	0.4	1,940	39.2
Others on income related benefit	420	4.3	110	2.3	320	6.5
All out of work benefits	9,770	100.0	4,820	100.0	4,950	100.0

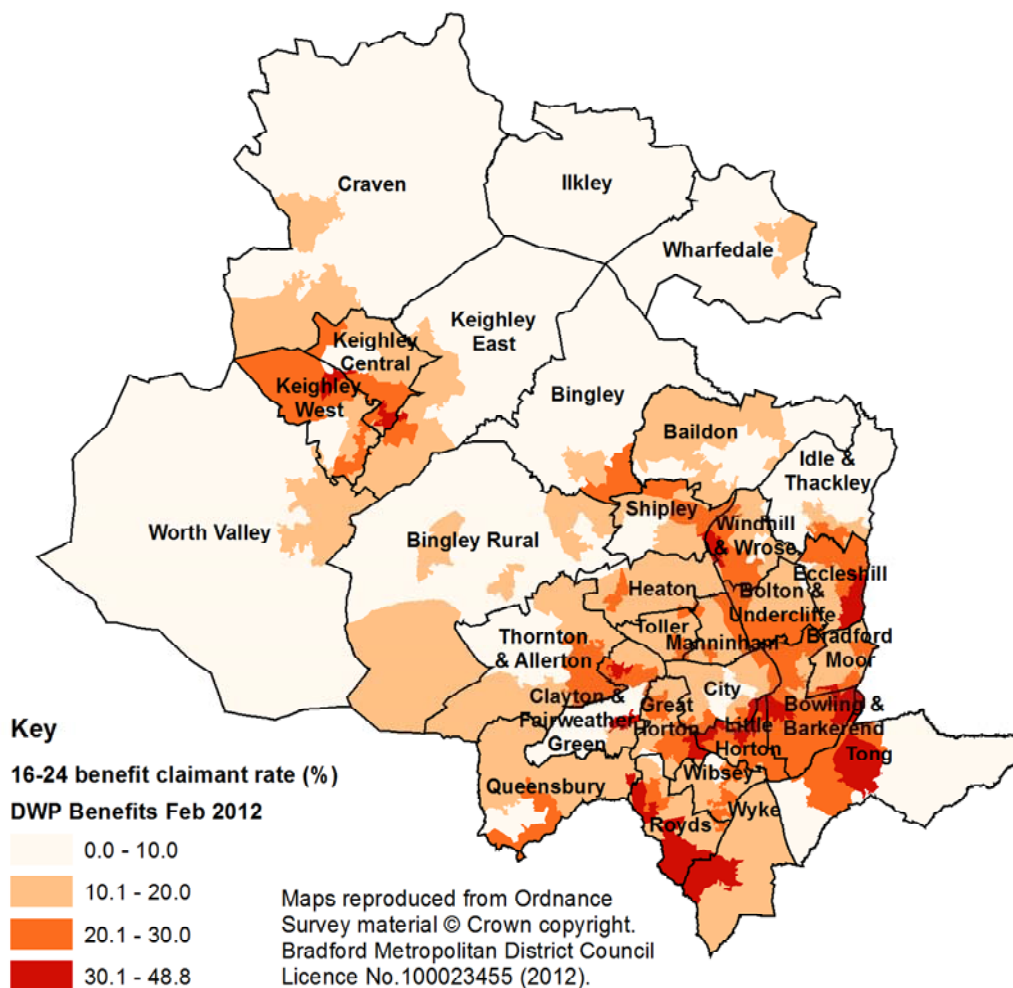
Source: DWP working age client group data, Nomis

Sub-district analysis

DWP benefits data is not published for current Bradford wards. They are however published for lower super output areas and we have estimated rates to show hot spots of claimants across the district. Please note, the benefits data used here contains some in-work benefits such as Carers benefit.

Youth benefit claimant rates are highest in parts of West Bowling, Ravenscliffe, Holme Wood, Little Horton, and Tyresal, where more than 40% of 16-24 year olds are claiming benefits. Other areas where claimant rates are more than 1 in 3 are parts of Keighley, Allerton, Clayton, Wapping, Buttershaw and Wrose.

Map 3: Youth benefit claimants by LSOA (% of 16-24 year olds claiming a DWP benefit)



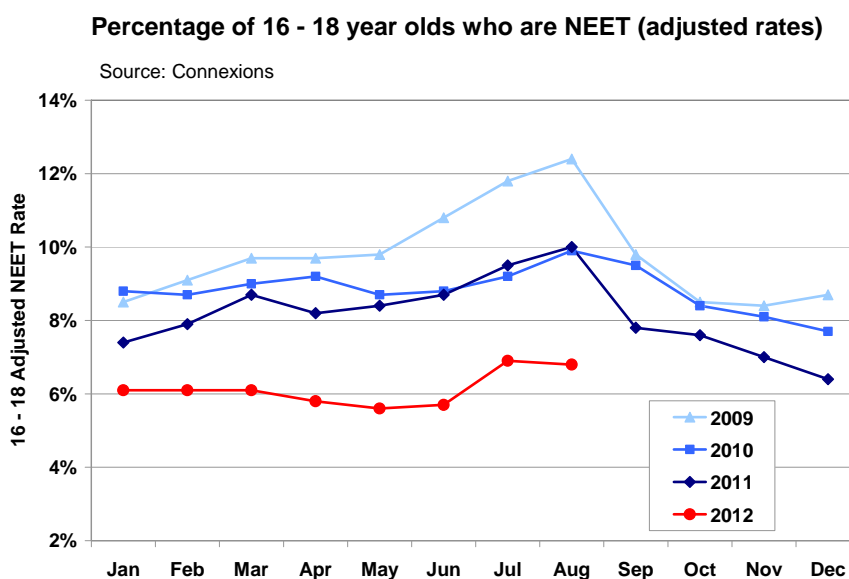
NEETs

The Connexions service monitors the destinations of all school leavers. In August 2012 there were 19,572 young people aged 16-18 beyond Year 11 in Bradford, and the vast majority of these, 86.5%, had entered further education, training courses or employment.

NEETs are defined as those who are Not in Employment, Education or Training. Bradford historically had very high numbers of young people classed as NEET but there has been significant improvement over recent years.

In August 2012 there were 1,111 16-18 year olds in Bradford who were NEET. This equates to an adjusted rate of 6.8%³.

The NEET rate in Bradford has fallen significantly and has more than halved since November 2002 when 15.3% of 16-18 year olds were NEET. Bradford's NEET count and rate are below previously recorded levels for this time of year. This is because more 16-18 year olds are staying in learning, mainly 6th form education.



The NEET group is split into two categories, those who are active (looking for learning/employment opportunities) and those who are inactive. 970 NEET young people are currently active, with the majority (780) seeking a job or training opportunity. A further 141 NEETs are currently inactive, and for the majority (100), the reason is either parenthood or pregnancy.

Lack of skills is an issue for those who are NEET. Nearly a third of active NEETs have no qualifications or only entry level qualifications, and only 23% are qualified to level 2 or above (equivalent of 5 or more good GCSEs).

³ The Department for Education uses a formula to adjust the rates to account for unknowns.

NEET by Ward

The table below highlights large variations in NEET rates between Bradford wards. All three Keighley wards, Tong and Bowling & Barkerend have the highest rates of NEET. Conversely, Ilkley, Wharfedale, Craven and Queensbury have the lowest NEET rates.

Not in Education Employment or Training (NEETs) Aged 16-18: August 2012			
2005 Ward	Aged 16-18	NEETS	NEET RATE (%)
Baildon	379	13	3.4
Bingley	554	15	2.7
Bingley Rural	656	22	3.4
Bolton & Undercliffe	686	29	4.2
Bowling & Barkerend	869	66	7.6
Bradford Moor	1,022	64	6.3
City	747	53	7.1
Clayton & Fairweather Green	648	29	4.5
Craven	521	13	2.5
Eccleshill	674	39	5.8
Great Horton	701	34	4.9
Heaton	783	52	6.6
Idle & Thackley	420	15	3.6
Ilkley	464	4	0.9
Keighley Central	825	82	9.9
Keighley East	583	51	8.7
Keighley West	709	70	9.9
Little Horton	915	65	7.1
Manningham	936	64	6.8
Queensbury	590	13	2.2
Royds	703	42	6.0
Shipley	474	23	4.9
Thornton & Allerton	572	35	6.1
Toller	912	51	5.6
Tong	697	52	7.5
Wharfedale	292	1	0.3
Wibsey	549	33	6.0
Windhill & Wrose	593	28	4.7
Worth Valley	449	17	3.8
Wyke	478	23	4.8

Source: Connexions Bradford

In general, areas which experience high levels of NEET also have higher than average youth claimant rates, and vice versa.

Youth unemployment and skills

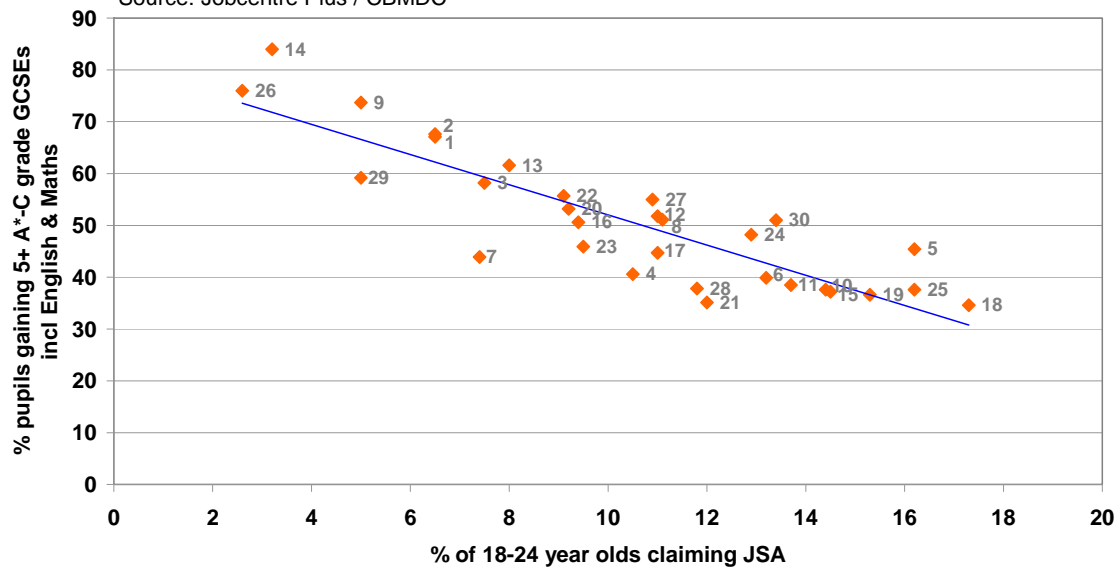
A report by Centre for Cities⁴ identified a strong negative correlation between youth claimant unemployment and GCSE attainment including English & Maths across cities in the UK. It is a major concern that half of all young people in cities are not getting the grades in GCSE Maths and English needed to get them a job.

Analysis of JSA claimants against GSCE attainment (including English & Maths) across Bradford wards highlights the relationship between levels of literacy and numeracy and unemployment among young people.

⁴ Learning curve: Schooling and skills for future jobs, November 2011 - Centre for Cities
<http://www.centreforcities.org/learningcurve.html>

Correlation between youth claimant rates and GCSE attainment in Bradford Wards

Source: Jobcentre Plus / CBMDC



- | | | |
|---------------------------------|----------------------|--------------------------|
| 1 Baildon | 11 Great Horton | 21 Royds |
| 2 Bingley | 12 Heaton | 22 Shipley |
| 3 Bingley Rural | 13 Idle and Thackley | 23 Thornton and Allerton |
| 4 Bolton and Undercliffe | 14 Ilkley | 24 Toller |
| 5 Bowling and Barkerend | 15 Keighley Central | 25 Tong |
| 6 Bradford Moor | 16 Keighley East | 26 Wharfedale |
| 7 City | 17 Keighley West | 27 Wibsey |
| 8 Clayton and Fairweather Green | 18 Little Horton | 28 Windhill and Wrose |
| 9 Craven | 19 Manningham | 29 Worth Valley |
| 10 Eccleshill | 20 Queensbury | 30 Wyke |

Further research needed:

Hidden youth unemployment - Limitations in the available data mean that we cannot measure total unemployment among 16 to 24 year olds in Bradford, only those monitored by connexions, or those claiming a benefit. There may be a significant number of young unemployed people who have been missed in this analysis.

Results from the 2011 Census will give us an idea about the scale of this hidden unemployment, and will allow us to look at local pockets of youth unemployment in more depth. However this data will already be 2 years out of date by the time it is released later this year.

Growth in unemployment after age 18 - Unemployment among 16-18 year old is declining, with more staying on in education and training, but this is not translating into improvements among the 18-24 age group. Some research may be required to look at the reasons for this.

Reasons for the growth in long term unemployment - Another issue highlighted in the report is the rapid growth in the number claiming for more than 12 months, and again the reasons for this could be explored in more depth.

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