

# Analysis of Adult Education Budget (AEB) funded provision in York and North Yorkshire

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Produced on behalf of York and North Yorkshire Combined Authority by Peter Glover, Economic Evidence Manager, West Yorkshire Combined Authority





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#### 1.1 Background

The Adult Education Budget (AEB) aims to engage adults and provide the skills and learning they need to equip them for work, an apprenticeship or other learning. It enables more flexible tailored programmes of learning to be made available, which may or may not require a qualification, to help eligible learners engage in learning, build confidence, and/or enhance their wellbeing, as well as to support the development of stronger communities.

The government has agreed a series of devolution deals between central government and local areas (Mayoral Combined Authorities) in England and plans to extend these arrangements to other parts of the country. As part of the devolution deals, certain adult education functions, which are funded by the AEB, are transferred to Mayoral Combined Authorities (MCA). Alongside this, the Department for Education (DfE) transfers the relevant part of the AEB participation budget to the MCAs.

Devolved authorities are responsible for commissioning and contracting AEB provision in their local areas. As part of this role they:

- Have the freedom to set their own priorities (strategic skills plans)
- Manage and be accountable for the budget transferred to them
- Allocate the funds transferred to them determining their own procurement requirements (and compliance with the appropriate legal regulations)
- Determine their own funding and performance management rules
- Set their own contracting and conditions of funding arrangements
- Set and put in place their own funding rates and payments arrangements
- Publish their own funding and performance management rules; and
- Manage providers with whom they have a contract/funding agreement.

The devolved authorities are required to fully fund statutory entitlements for eligible learners in their respective areas and the DfE retains the power to specify which qualifications are part of the statutory entitlements.

Devolved authorities also take on delegated responsibility for the Free Courses for Jobs (FCFJ) programme alongside the AEB. The focus of this provision is on people aged 24+ who need to undertake a qualification at Level 3 to get a job or to progress their career. People aged 19-23 can also access the same Level 3 courses but this provision is funded from the devolved AEB funding stream.

Devolved funding is assigned to MCAs and other devolved bodies on the basis of their share of total AEB funding in the baseline year of 2018/19. This share relates to funding expended in that year associated with learners resident in the relevant devolved area.

Under devolved arrangements the Education and Skills Funding Agency (ESFA) will continue to be responsible for:



- Funding learners in England that are resident outside of the devolved areas
- Funding for continuing learners both inside and outside devolved areas for one year only.

A glossary of terms is provided below on page 7.

#### 1.2 Purpose of this analysis

The following analysis seeks to inform key strategic and operational decisions that will need to be made by York and North Yorkshire (YNY) MCA and its partners around the forthcoming roll-out of devolved Adult Education Budget in the local area and how funding will be used to meet the needs of YNY residents.

At a strategic level consideration will need to be given to the way in which AEB could be used to support the MCA's skills priorities. In operational terms decisions will need to be made about a range of issues including, for example, the MCA's approach to allocation of funding to providers, the local policy for subcontracting and ensuring continuity of provision for learning that is currently delivered by out-of-area providers.

Local AEB funding also needs to be viewed in the wider context of other adult funding streams. For example, adults wishing to study a qualification at Level 3 and above are not eligible for AEB and must self-fund or take out an adult learner loan. Some devolved areas have used local flexibilities around AEB to increase the resource available to support learning at this level in addition to that available through loans.

The key data source for the analysis is the ILR, focusing on a series of key measures including notional funding, number of unique learners and number of starts and enrolments on learning aims.



## 2 Glossary of Terms

Academic / Funding year	The ESFA's adult funding system operates on a funding year basis, which starts on 1 August and finishes on 31 July.
Adult Education Budget (AEB)	AEB funded learning aims to engage adults and provide the skills and learning they need to progress into work or equip them for an apprenticeship or other learning. It enables more flexible tailored programmes of learning to be made available, which may or may not require a qualification, to help eligible learners engage in learning, build confidence, and/or enhance their wellbeing.
Adult Skills Fund (ASF)	In the response to the <u>DfE consultation Skills for jobs:</u> <u>implementing a new further education funding and</u> <u>accountability system</u> published in July 2023, the ESFA funded Adult Skills Fund (ASF) replaces the ESFA funded Adult Education Budget (AEB) on 1 <sup>st</sup> August 2024.
Community Learning	Helps people of different ages and backgrounds gain a new skill, reconnect with learning, pursue an interest, and learn how to support their children better, or prepare for progression to more formal courses / employment.
Continuing learners	Learners who commenced learning in a previous funding year and remain in learning.
Contract for services	Providers delivering a contract for services are appointed through a procurement round. They are paid for adult skills provision on the basis of their actual delivery each month, up to a total contract value for the financial year.
Education and Skills Funding Agency (ESFA)	Accountable for funding education and skills for children, young people and adults. ESFA is an executive agency, sponsored by the Department for Education.
Enrolments	A count of learning aims / courses that were active during the academic year. This includes aims that were started in the previous year but for which study continued into the current year.
Formula-funded adult skills	The AEB funding formula determines how much a provider earns for the delivery of a learning aim, taking into account the funding rate for the learning aim, programme weighting to reflect the cost of delivery, plus disadvantage uplift and area cost uplift. Non-formula Community Learning funding is paid on a monthly profile. The provider 'attribute costs' for eligible learners, up to the value of its non-formula Community Learning allocation.



Free Courses for Jobs	Part of the Lifetime Skills Guarantee, this programme
(FCFJ)	provides a level 3 qualification (equivalent to an advanced technical certificate or diploma, or A levels) to adults to enable them to gain new skills and gain employment.
Functional skills	Applied practical skills in english, maths and ICT that provide the learner with the essential knowledge, skills and understanding to enable them to operate effectively and independently in life and work.
Full level 2	<ul> <li>The following qualifications are designated full at level 2:</li> <li>General Certificate of Secondary Education in five subjects, each at grade C or above, or grade 4 or above</li> <li>Technical Certificate at level 2 which meets the requirements for 16 to 19 performance tables</li> </ul>
Full level 3	<ul> <li>The following qualifications are designated full at level 3:</li> <li>General Certificate of Education at the advanced level in two subjects</li> <li>General Certificate of Education at the AS level in four subjects</li> <li>QAA Access to Higher Education (HE) Diploma at level 3 Tech level; or applied general qualification at level 3 which meets the requirements for 2018 16 to 19 performance tables</li> </ul>
Grant funded provider	ESFA funded AEB is allocated to these providers as a recurring grant with payments made against a monthly profile. Grant providers are typically colleges and local authorities. The funding agreement with the provider states the maximum amount of AEB provision the provider can deliver during the year.
Individualised learner record (ILR)	The primary data collection requested from learning providers for further education and work-based learning in England. The government uses this data to monitor policy implementation and the performance of the sector. It is also used by organisations that allocate funding for further education including devolved authorities.
Learning support	Funding to enable providers to put in place a reasonable adjustment, set out in the Equality Act 2010, for learners with an identified learning difficulty and/or disability to achieve their learning goal.
Learner support	Funding to enable providers to support learners with a specific financial hardship that might prevent them from being able to start or complete their learning.



Learning aim	A single episode of learning which could be a regulated qualification, a component of a regulated qualification or non-regulated learning.		
Learning aim reference	The unique eight-digit code used to identify a specific		
(LAR) number	learning aim.		
New learners	A count of individual learners who started one or more		
Trow loaniers	courses during the academic year. Each learner is		
	counted once no matter how many courses they started		
	during the year.		
Non-regulated learning	Learning which is not subject to awarding organisation		
Non-regulated learning	external accreditation in the form of a regulated		
	_		
	qualification. It may be designed, delivered and		
	certificated by a provider or another organisation.		
Nick and Control	Community Learning typically falls into this category.		
Notional funding	These are the values outputted by ESFA's funding		
	formula and may not reflect the amount the provider		
	receives due to a variety of potential adjustments.		
Participation	A count of individual learners who participated in		
	learning during the academic year, including learners		
	who started during a previous year but continued their		
	learning into the current year. Each learner is counted		
	once no matter how many courses they took part in		
	during the year.		
Start	A count of new course enrolments for which learning		
	started during the academic year. Individual learners		
	often start multiple courses within their programme of		
	learning and each of these is counted as a start.		
Statutory entitlement	The statutory entitlement to education and training		
	allows learners to be fully funded who are aged:		
	<ul> <li>19 and over, who have not achieved a Grade A*-C,</li> </ul>		
	grade 4, or higher, and study for a qualification in		
	English or maths up to and including level 2, and/or		
	19 to 23, if they study for a first qualification at level 2		
	and/or level 3.		
	19 and over with low digital skills to be fully funded		
	for an essential digital skills qualification.		
Special college	A special college offers a specialised curriculum.		
UK provider reference	A unique identifying number given to all providers by the		
number (UKPRN)	UK register of learning providers.		
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## 3 Scale of AEB-funded provision

This section quantifies the overall scale of AEB funded provision in the YNY MCA area, focusing on the value of funding and the number of learners and enrolments.

Table 1: Scale of AEB provision in YNY, 2022/23

	Education and Training	Community Learning	Free Courses for Jobs
Funding (£)	£6.2m <sup>1</sup>	£2.7m <sup>2</sup>	£446k
Participation <sup>3</sup> (unique learners)	7,970	3,780	270
Enrolments	11,770	6,220	280
New learners	7,090	3,760	190

As can be seen in **Table 1** above, AEB-funding supported approximately 12,000 learners and 18,000 enrolments in 2022/23<sup>4</sup>. Almost 8,000 learners participated on courses funded through the Education and Training strand, with close to 4,000 participating in Community Learning.

YNY learners attracted £6.2m of Adult Skills formula funding during the academic year and £446k for Free Courses for Jobs.

Funding for Community Learning can only be roughly estimated; this is because it is block-funded at provider level. This means there is no simple way of attributing the funding to individual learners in order to assess the total value of funding associated with YNY residents. A similar problem is presented by funding for learner support, which is allocated in the same way, and which is not covered by the table.

However, ESFA do publish figures for providers' funding allocations, including subtotals for Community Learning which enable us to quantify the amount that local providers receive.

Providers based in the YNY MCA area received total AEB grant allocations of £6.8m, of which £2.7m was for Community Learning.

## 3.1 Education and Training - trends in take-up

The Education and Training strand covers further education learning delivered mainly in the classroom, through workshops or via distance learning. There were

<sup>&</sup>lt;sup>1</sup> Relates to notional Adult Skills formula funding recorded in ILR. Funding values not available for learner support or claims submitted through Earnings Adjustment Statement.

<sup>&</sup>lt;sup>2</sup> AEB Community Learning allocations to grant funded providers based in YNY. Some of this funding was used to support learners from outside YNY but since Community Learning is block funded it is not possible to calculate this proportion.

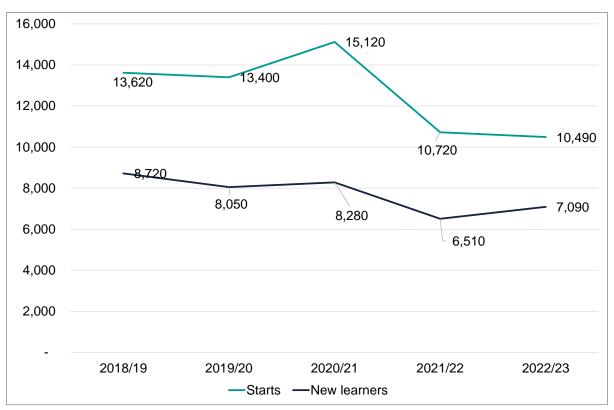
<sup>&</sup>lt;sup>3</sup> Participation refers to the number of individuals participating in learning at any point in the academic year.

<sup>&</sup>lt;sup>4</sup> These figures do not de-duplicate learners participating on multiple strands e.g. learners supported through Education and Training and Community Learning strands.



around 7,100 AEB funded new learners via the Education and Training strand in 2022/23 and 10,500 starts. Compared with the previous year, starts fell slightly by 2% but the count of new learners grew by 9%, as the number of starts per learner fell from a ratio of 1.6 to 1.5.

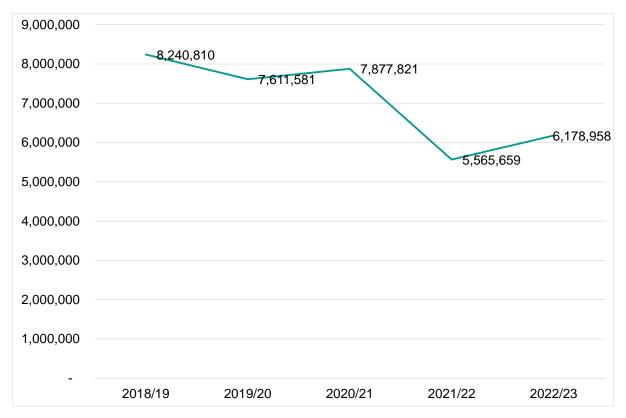
Figure 1: Trend in Education and Training Starts and New learners by academic year



Compared with 2018/19 the number of starts was 23% lower, and the number of new learners was 19% lower.



Figure 2: Trend in notional formula funding for Education and Training strand (£)



Although the level of formula funding for YNY Education and Training learners grew by 11% (£613k) in 2022/23 compared with the previous year it was still 25% (£2.06m) lower than in 2018/19.

#### 3.2 Free Courses for Jobs

The Free Courses for Jobs (formerly National Skills Fund) programme has been in operation in YNY over the two academic years since 2021/22.

The level of take-up was still relatively small in 2022/23, with 190 starts and new learners and a total of 270 learners supported including continuing learners.

Table 2: Free Courses for Jobs provision in YNY

	2021/22	2022/23
Starts	160	190
New learners	160	190
Participation	190	270
Enrolments	190	280
Achievements	80	140

Total formula funding for the programme was £446k in 2022/23, an increase of 42% on the £314k of funding in 2021/22.



#### 3.3 Community Learning

The purpose of Community Learning is to develop the skills, confidence, motivation and resilience of adults of different ages and backgrounds in order to:

- Progress towards formal learning or employment and/or
- Improve their health and well-being, including mental health and/or
- Develop stronger communities.

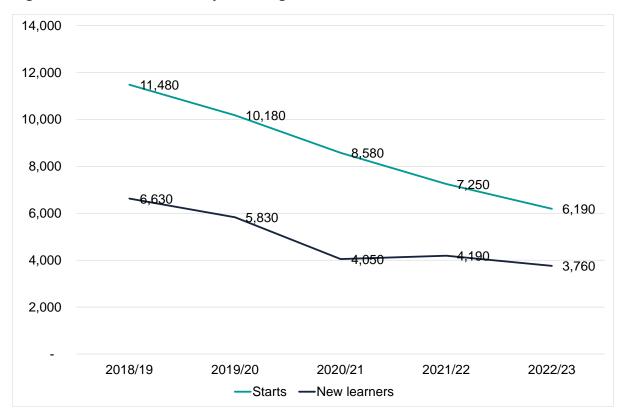
#### Community Learning delivery strands in 2022/23

- Personal and Community Development Learning learning for personal and community development, cultural enrichment, intellectual or creative stimulation and for enjoyment (in most cases not leading to a formal qualification).
- Family English, Maths and Language learning to improve the english, language and maths skills of parents, carers or guardians and their ability to help their children.
- Wider Family Learning learning to help different generations of family members to learn together how to support their children's learning.
- Neighbourhood Learning in Deprived Communities supports local voluntary and other third sector organisations to develop their capacity to deliver learning opportunities for the residents of disadvantaged neighbourhoods.

3,760 individual learners started a Community Learning programme in the 2022/23 academic year, with 6,190 starts. Compared with 2021/22, starts fell by 15% whilst the count of new learners declined by 10%.



Figure 3: Trend in Community Learning Starts and New learners



Compared with the baseline year of 2018/19 the number of starts was 46% lower and the number of new learners was 43% lower.



12,000

10,000

8,000

4,000

2,000

0

2018/19

2019/20

2020/21

2021/22

2022/23

—Family English Maths and Language
—Neighbour learning in deprived communities
—Personal and community development learning

Figure 4: Community Learning Starts by objective and academic year

Around nine out of 10 (88%) of Community Learning starts were classed as "Personal and community development learning" in 2022/23. "Family English Maths and Language" and "Neighbourhood Learning in Deprived Communities" each accounted for very small numbers of starts, although over the period under consideration "Wider Family Learning" increased its share of starts from 4% to 11%.

Wider family learning

## 4 District profile of funding and learners

A key consideration in shaping the MCA's approach to AEB devolution is the profile of provision at district level. Stakeholders will be keen to see an equitable distribution of funding across the MCA area. The following analysis examines the district profile using learner place of residence as the basis.

The districts receiving the largest shares of the £6.6m AEB formula funding for Education and Training and FCFJ provision were York (22%), Scarborough (17%), Harrogate (15%) and Richmondshire (14%). This profile is also reflected in learners, as might be expected, although Scarborough has a smaller proportion of learners than funding (14% in the case of the latter) suggesting that the unit value of learning in the district is relatively high.

York has a higher share of learners (24%) than funding (22%), suggesting a low unit cost for each learner supported.



Figure 5: Funding profile by district, Education and Training and FCFJ, 2022/23 academic year

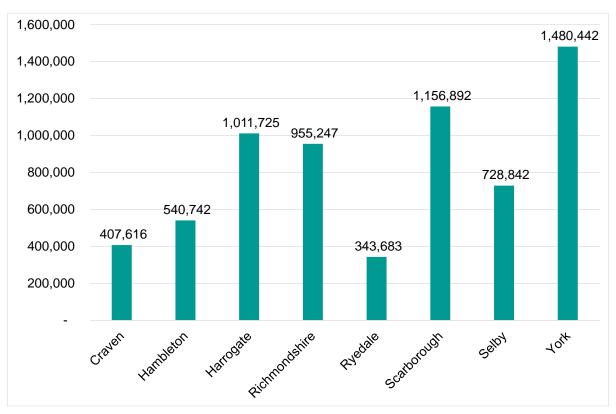
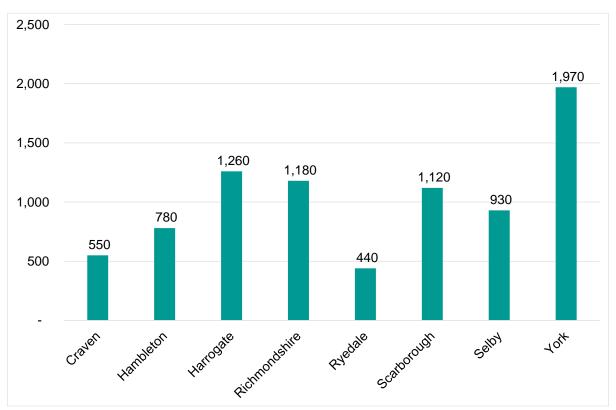




Figure 6: Profile of Education and Training and FCFJ learners by district, 2022/23 academic year



The profile of Community Learning provision differs substantially from Education and Training. York accounted for 32% of learners within this strand (1,210 learners), followed by Scarborough (15%) and Hambleton and Harrogate (13% each).



1,400 1,210 1,200 1,000 800 580 600 480 480 400 310 280 230 210 200 101x

Figure 7: Profile of Community Learning learners by district, 2022/23 academic year

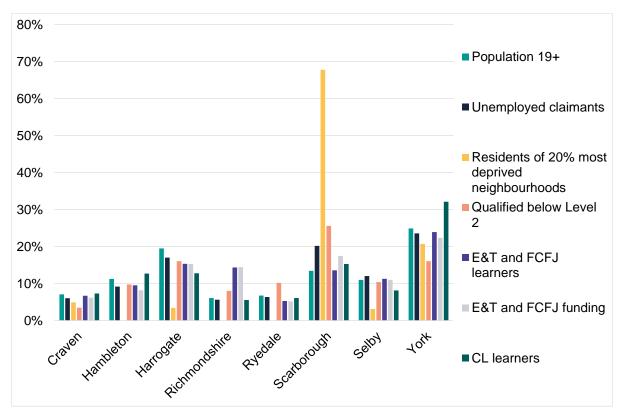
The next section examines how the profile of provision aligns with need at district level.

#### 5 Pattern of need at district level

The nature of the approach to the allocation of AEB funding by ESFA with the lack of a place-based focus means that the link between the level of need at district level and the level of funding available to meet it has weakened over time. Some providers utilise a significant proportion of their funding to support learners based outside their immediate locality, as is demonstrated in section 8. **Figure 8** seeks to assess the extent to which the distribution of AEB-funded provision within YNY reflects need at district level, using a series of basic contextual indicators.



Figure 8: Take-up of AEB funded provision by district in context of indicators of need



The pattern of AEB provision is different to the profile of population, unemployment, deprivation and lack of qualifications in a number of instances, most notably:

- Harrogate's shares of Education and Training and Community Learning provision are small relative to its share of population and its share of unemployed claimants.
- Richmondshire has a large share of Education and Training learners relative to all contextual indicators, although its share of Community Learning is in line with the contextual indicators.
- Ryedale's shares of Education and Training / FCFJ and Community Learning provision are small relative to its share of people with low / no qualifications.
- AEB funded provision in Scarborough is high relative to its population but low relative to its share of unemployed claimants, people with low / no qualifications and in particular to its share of residents of deprived neighbourhoods.
- Selby has a small share of Community Learning relative to the contextual indicators (with the exception of deprivation).
- York has a large share of Community Learning provision relative to all contextual indicators, although its shares of Education and Training / FCFJ funding and learners are both broadly in line with indicators of need except for people with low / no qualifications.



The extent to which the district level pattern of AEB provision should be adjusted within YNY needs to be based on a value judgment about the priorities for devolved AEB in the MCA area. For example, if deprivation and lack of qualifications are considered to be crucial factors then Scarborough's share of funding appears to be insufficient.

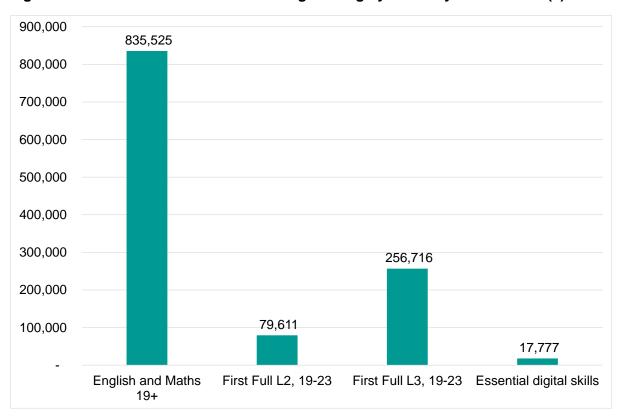
## 6 Statutory entitlements

Statutory entitlements will need to be honoured under devolved arrangements for AEB. It is therefore important to understand the current value of these entitlements and the extent to which individual providers help to meet these. Due to technical constraints relating to the available data the following estimates are approximate.

The entitlements allow learners aged:

- 19 to 23 to be fully funded if they study for a first qualification at Level 2 and/or Level 3.
- 19 and over, who have not previously attained a GCSE grade C/grade 4 or higher, to be fully funded if they study for a qualification in English or Maths, up to and including Level 2
- 19 and over with low digital skills to be fully funded for an essential digital skills qualification.

Figure 9: Profile of Education and Training funding by statutory entitlements (£)





It is estimated that, in total, the various entitlements absorbed 19% of Education and Training formula funding in 2022/23. The majority of this (14% of total formula funding) was accounted for by the entitlement to English and Maths among adults with low prior attainment. A small proportion was used to meet entitlements for 19-23 year olds – 1% for a first full Level 2 and 4% for a first full Level 3. The Essential Digital Skills entitlement generated less than 1% of total funding.

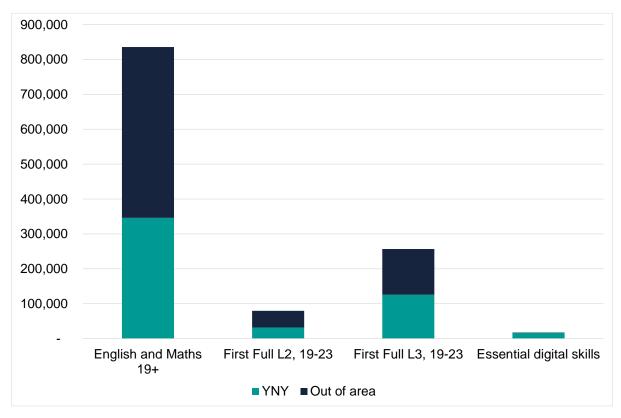
The entitlements accounted for a smaller proportion of enrolments – 12% in total (11,770), of which the basic skills entitlement contributed 11% of total volumes with the remaining one per cent split between the two qualification entitlements for 19-23 year olds. Essential digital skills contributed less than 1%.

The extent to which YNY providers contribute to the delivery of learning linked to the entitlements is variable but out-of-area providers make a major contribution to all three entitlements. In the case of the largest of the entitlements, relating to English and Maths, providers based outside YNY delivered 59% of provision by value, or £490,000 in absolute terms. For the First Full Level 2 entitlement out of area providers contributed 60% of funding value or £48,000. Out of area providers also contributed 51% of the funding value or £131,000 to First Full Level 3 entitlement.

Essential digital skills is the one entitlement in which YNY providers accounted for the vast majority of provision (95%) in 2022/23, albeit the value was small in absolute terms.



Figure 10: Contribution to entitlements by location of provider (Education and Training funding value £)



A number of providers make a significant individual contribution to the English and Maths entitlement. For some out of area providers the English and Maths entitlement accounts for a large proportion of the total Education and Training funding that they receive for local learners.

The funding values associated with provision of a first full Level 2 to 19-23 year olds are much smaller than for the basic skills entitlement. Again, a number of out of area providers are involved in meeting this entitlement.

There was a small number of providers with a significant level of Essential Digital Skills provision. YNY providers were the main contributors to this entitlement in 2022/23.

## 7 Profile of provision

This section focuses on the provision funded through AEB with regard to a range of key dimensions, including subject area, level and qualification type. It also examines the profile of basic skills provision (English, Maths, ESOL).



#### 7.1 Subject area

The ESFA classifies each learning aim according to a series of 15 Sector Subject Area categories. This includes academic and vocational categories including *Preparation for Life and Work.* 

Agriculture, Horticulture and Animal Care Arts, Media and Publishing Business, Administration and Law Construction, Planning etc Education and Training Engineering and Manufacturing Technologies Health, Public Services and Care History, Philosophy and Theology Information and Communication Technology Languages, Literature and Culture Leisure, Travel and Tourism Preparation for Life and Work Retail and Commercial Enterprise Science and Mathematics Social Sciences 1,000 2,000 5,000 3,000 4,000

Figure 11: Education and Training starts by Sector Subject Area, 2022/23

Source: the ILR

Three subject areas within the Education and Training strand dominated in terms of starts in 2022/23, accounting for more than three quarters of the total:

- 29% of learners undertook *Health, Public Services and Care* aims (2,840 starts in total). This was primarily within the *Health and Social Care* sub-category.
- 39% of starts were in the Preparation for Life and Work subject area 4,070 in absolute terms. Within this 75% of learners undertook aims under the Foundations for Learning and Life subcategory and 25% Preparation for Work. The Foundations for Learning and Life category incorporates the majority of basic skills provision English, Maths and ESOL.
- Business Administration and Law accounted for 10% of starts (1,070) with Administration accounting for 50% of starts in this category and Business Management a further 32%.



Aside from these three subject areas, Retail and Commercial Enterprise (4%), Construction (4%) and Information and Communication Technology (3%) were the biggest in terms of starts.

Agriculture, Horticulture and Animal Care
Arts, Media and Publishing
Business, Administration and Law
Construction, Planning etc
Education and Training
Health, Public Services and Care
History, Philosophy and Theology
Information and Communication Technology
Languages, Literature and Culture
Leisure, Travel and Tourism
Preparation for Life and Work
Retail and Commercial Enterprise
Science and Mathematics
Social Sciences

Figure 12: Community Learning starts by subject area, 2022/23 academic year

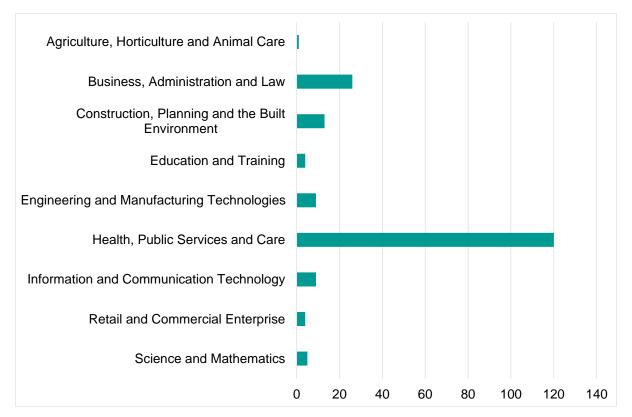
Starts on Community Learning were distributed differently and were somewhat more evenly spread than for the Education and Training strand. The largest subject area, with 28% of total starts was *Arts, Media and Publishing* (consisting almost exclusively of *Crafts, Creative Arts and Design* provision), followed by *Preparation for Life and Work* (22%) *and Languages, Literature and Culture* (17%). *Information and Communication Technology* was ranked fourth with 8% of total starts.

200

400 600 800 1,000 1,200 1,400 1,600 1,800 2,000



Figure 13: FCFJ starts by subject area, 2022/23 academic year



The bulk of starts on the FCFJ strand were in the *Health, public service and care* subject area, accounting for 63% of the total. Nearly 90% of these were in *Health and social care*.

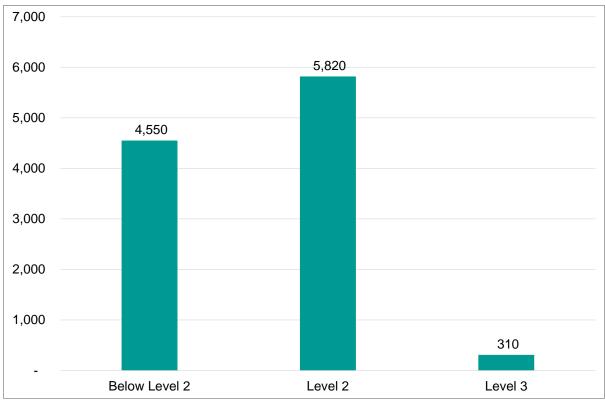
Business, Administration and Law was the second largest subject area with 14% of total starts, fewer than 30 in absolute terms. The majority of these were in Accounting and Finance. Construction was the only other subject area with more than 10 starts.

#### 7.2 Level

The majority (54%) of starts (when Education and Training and FCFJ are included) were for aims at Level 2 in 2022/23, with a further 43% relating to aims at below Level 2. A small minority (3%) of starts related a qualification at Level 3.



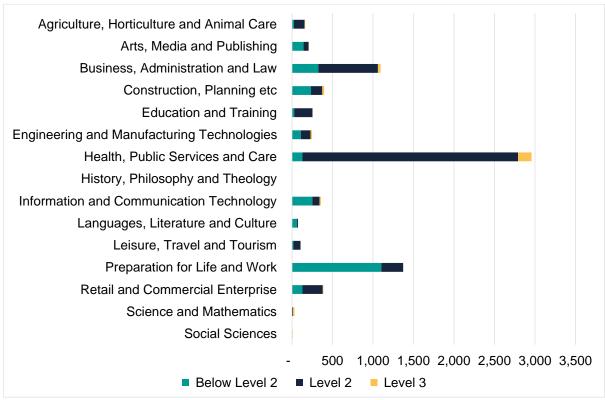
Figure 14: Education and Training and FCFJ starts by level, 2022/23 academic year



**Figure 15** shows how starts split between level and subject area when basic skills aims are excluded. *Health, public services and care* is the dominant subject area with 39% of all starts and is also dominant at Level 2 (55% of the total at this level) and at Level 3 (54%) – the latter reflecting its importance in terms of the FCFJ strand.



Figure 15: Education and Training and FCFJ starts by sector subject area and level, excluding basic skills, 2022/23



When *Preparation for Life and Work* is excluded, the largest subject areas at below Level 2 in terms of starts are *Business, Administration and Law* (13% of total starts Below Level 2), *Information and Communication Technology* (10%) and *Construction* (9%).

Business, Administration and Law is an important subject area at Level 2, contributing 15% of total starts at this level (mainly starts on Administration courses).

It is also the second largest source of starts at Level 3, with 11% of the total, followed by Construction with 7%.

#### 7.3 Basic Skills

Basic skills provision is funded through the Education and Training strand. In total, there were 3,020 basic skills starts associated with 1,990 learners in 2022/23. Basic skills starts accounted for 29% of all Education and Training starts. Basic skills start attracted 30% of funding associated with total Education and Training starts during the academic year.



1,200
1,000
940
850
600
400
200
English ESOL Maths

Figure 16: Basic skills starts by type, 2022/23 academic year

Maths and English attracted substantial take-up, with English being the biggest – accounting for 41% of total basic skills starts, followed by Maths with 31%. ESOL was a smaller but growing element of basic skills provision, reflecting the make-up of the local population, accounting for 20% of the total. A substantial number of participants undertook learning across more than one of the three basic skills types.

In funding terms English accounted for the largest share of investment at £754k (42%), followed by Maths with £672k (38%) and ESOL with £357k (20%).

## 7.4 Learning Aims

**Table 3** provides a ranking by funding value of the top Education and Training aims delivered in YNY in 2022/23. These 15 aims account for 29% of all Education and Training funding for the academic year.

The table shows that the top aims are drawn mainly from the *Foundations for Learning and Life* and *Health and Social Care* subject areas, together with one example each from *Preparation for Work* and *Languages, Literature and Culture of the British Isles*. The top of the ranking is dominated by functional skills qualifications at a variety of levels.

The top FCFJ aims by funding value are presented in **Table 4** (figures for starts are not included due to low numbers). The 15 aims featured account for 71% of total



FCFJ funding. These aims are drawn from a wider range of subject areas than the top Education and Training aims, although Health and social care aims are well-represented, reflecting the dominant position of this subject area within this programme strand. The other subject areas featured include *Accounting and Finance*, *Child Development and Well Being* and *Engineering*.



Table 3: Top Education and Training aims ranked by funding value, YNY, 2022/23

Learning Aim Reference	Learning Aim Title	Learning Aim Sector Subject Area Tier 2	SFR Levels	Funding value (£)	Starts
60349153	Functional Skills Qualification in English (Entry 3)	Foundations for Learning and Life	Below Level 2	204,248	280
60346498	Functional Skills qualification in Mathematics	Foundations for Learning and Life	Level 2	186,738	280
60351482	Certificate in Understanding Mental Health First Aid and Mental Health Advocacy in the Workplace	Health and Social Care	Level 2	178,700	370
60346462	Functional Skills Qualification in English	Foundations for Learning and Life	Below Level 2	157,323	220
60346474	Functional Skills Qualification in English	Foundations for Learning and Life	Level 2	152,376	210
60329427	Certificate in Understanding Autism (RQF)	Health and Social Care	Level 2	106,117	220
60349177	Functional Skills Qualification in Mathematics (Entry 3)	Foundations for Learning and Life	Below Level 2	103,436	110
60136431	Certificate in Employability Skills	Preparation for Work	Below Level 2	96,755	210
60085666	Diploma in Personal Development for Employability (RQF)	Preparation for Work	Below Level 2	91,113	50
60359110	Certificate in Self-harm and Suicide Awareness and Prevention (RQF)	Health and Social Care	Level 2	88,461	180
60178152	Certificate in Counselling Skills (RQF)	Health and Social Care	Level 2	88,043	180
60142923	GCSE (9-1) in English Language	Languages, Literature and Culture of the British Isles	Level 2	81,872	110
60340885	Diploma in Complementary Therapies	Health and Social Care	Level 2	81,628	50
60332049	Certificate in Understanding Children and Young People's Mental Health (RQF)	Health and Social Care	Level 2	80,985	170
60163306	Certificate in Understanding Autism	Health and Social Care	Level 2	77,207	140



Table 4: Top FCFJ aims ranked by funding value, YNY, 2022/23

Learning Aim Reference	Learning Aim Title	Learning Aim Sector Subject Area Tier 2	SFR Levels	Funding value (£)
60007278	Diploma in Counselling Skills	Health and Social Care	Level 3	44,711
60165546	Advanced Diploma in Accounting - Level 3	Accounting and Finance	Level 3	41,884
60126292	Diploma for the Early Years Workforce (Early Years Educator)	Child Development and Well Being	Level 3	38,395
50111309	Diploma in Engineering Technology	Engineering	Level 3	36,126
6036337X	Diploma in Accounting	Accounting and Finance	Level 3	28,861
60051048	Certificate in Counselling Studies (RQF)	Health and Social Care	Level 3	16,930
60131184	Diploma for the Early Years Practitioner (Early Years Educator)	Child Development and Well Being	Level 3	16,290
60326621	Diploma in Adult Care	Health and Social Care	Level 3	15,518
50092868	Certificate in Counselling Skills	Health and Social Care	Level 3	13,554
60173075	Advanced Technical Diploma in Electrical Installation (450)	Building and Construction	Level 3	13,540
60059643	Diploma in Leadership and Management	Business Management	Level 3	12,609
60325537	Diploma in Adult Care (RQF)	Health and Social Care	Level 3	10,942
60319355	Certificate in Understanding Autism	Health and Social Care	Level 3	10,784
50098147	Diploma in Light Vehicle Maintenance and Repair Principles (VRQ)	Transportation Operations and Maintenance	Level 3	9,332
61007894	Diploma in Adult Care (England)	Health and Social Care	Level 3	8,761



#### 8 Provider Base

This section examines the size and make-up of the provider base that served YNY AEB-funded learners in 2022/23.

In total, 175 providers were involved in the delivery of AEB funded provision to YNY learners in 2022/23 i.e. they were recorded as receiving funding during 2022/23 for learners resident in the YNY area or had starts on Community Learning. Of these:

- 158 providers delivered Education and Training provision.
- 37 delivered Community Learning provision.
- 42 delivered Free Courses for Jobs provision.

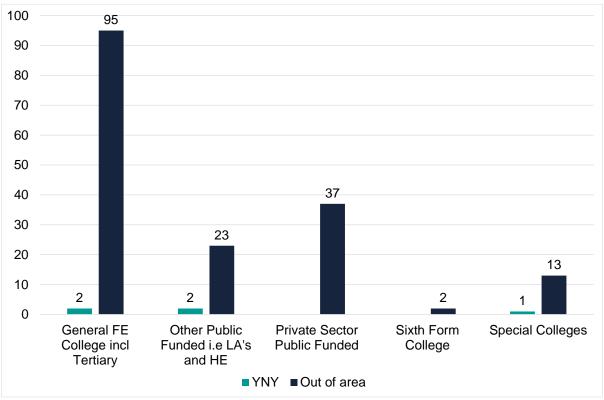
It should be noted that of these providers, 20 had only 1 start recorded during 2022/23 and 40 had fewer than 5 starts recorded. Only 39 providers (less than a quarter of the total) had 50 or more starts during 2022/23.

In terms of provider type the largest group was general FE colleges, which accounted for 55% of all providers, followed by independent training providers (21%) and other publicly funded providers including local authorities with 14%. A small number of special colleges (14) and sixth form colleges (2) also received funding in connection with YNY learners.

It is notable that only 3% of providers (5 in absolute terms) were recorded as being based in the YNY area itself. Providers of all types were distributed across the country beyond YNY. However, it is worth noting that a number of providers who have a delivery base in North Yorkshire were classified as 'out of area' as they belong to a group whose head office postcode falls outside of York or North Yorkshire



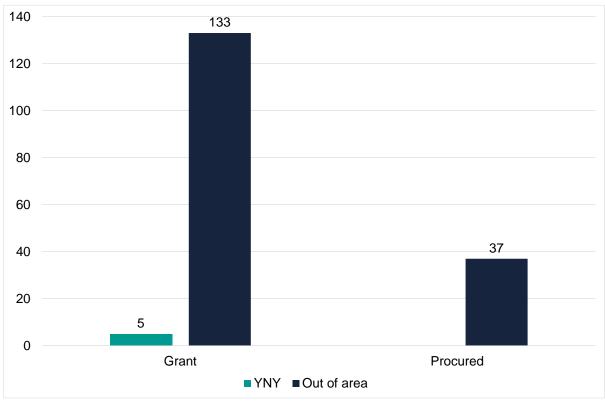
Figure 17: Number of providers serving AEB funded learners by provider type and location, 2022/23 academic year



Outside devolved areas, providers can receive AEB through one of two routes: through allocation of grant funding and through open procurement. The majority of providers (138 or 79% of the total) serving YNY in 2022/23 were grant providers. All YNY based providers were grant providers with no YNY based procured providers recorded. A number of YNY based independent training providers are active as subcontractors, however (see section 9).



Figure 18: Number of providers serving AEB-funded learners by funding allocation route, 2022/23 academic year

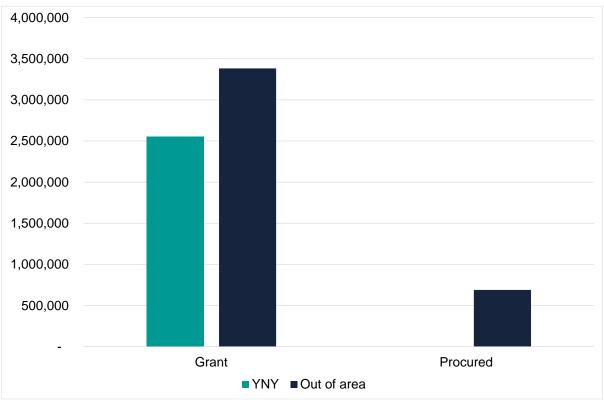


The top providers by value active in the delivery of FCFJ were mainly locally based grant providers. However, out of area providers accounted for a majority (55%) of total funding. The level of funding involved for each out of area provider was relatively small.

In view of their important role in meeting local economic and social policy objectives as well as their status as anchor institutions, grant funded providers in most devolved areas of the country have seen their grant allocations rolled over, at least in the initial stages of devolved AEB.



Figure 19: Profile of Education and Training funding (including FCFJ) by provider status



Around two-fifths of funding was routed through grant providers located in YNY during 2022/23, with 51% associated with out of area grant providers and 10% with procured providers.



10,000
9,000
8,000
7,000
6,000
4,000
3,000
2,000
1,000
Grant
Procured
Procured

Figure 20: Profile of starts by provider status – all programme strands, 2022/23

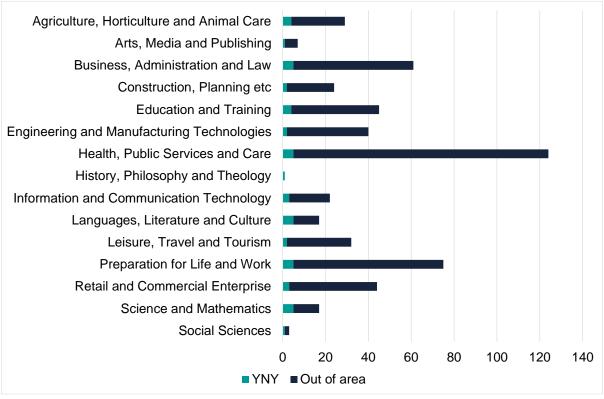
Around a half of all starts (51%) were funded by grant providers based in YNY during 2022/23, whilst 42% were funded by out of area grant providers and the remaining 6% via procured providers.

## 8.1 Subject area coverage of providers

A key question with regard to the provider base is whether there is duplication of provision. As the following chart shows there are large numbers of providers active in most subject areas. For example, in *Health, Public services and Care*, 119 out-of-area providers deliver to YNY learners, whilst for *Preparation for Life and Work* the figure is 70 and is 56 for *Business Administration and Law*. Moreover, even though the number of local providers is small, all subject areas are covered by them to some degree at this fairly broad level of subject categorisation.



Figure 21: Subject area coverage of providers serving YNY – Count of providers, 2022/23 academic year



# 9 Subcontracting

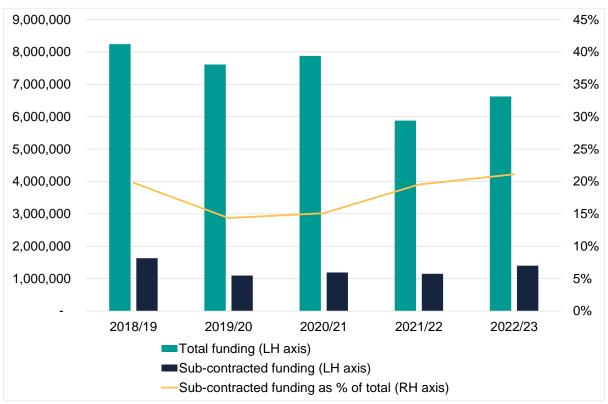
When subcontracting, providers are required to ensure that subcontracted provision meets their strategic aims and enhances the quality of their learner offer. Subcontracting must not be used to meet short-term funding objectives.

In some cases subcontractors play an essential role. For example, they may provide access to niche technical provision, or they may perform a vital community engagement role.

79% of YNY Education and Training provision by value was delivered direct in 2022/23 with the remaining 21%, £1.4m in absolute terms, was delivered through subcontractors. The value of subcontracting and its share of total funding has increased for two consecutive years. As a share of total funding it is in a similar position to 2018/19.



Figure 22: Value of provision by direct and subcontracted delivery by academic year, YNY



The proportion of YNY learners who were engaged through a subcontractor remained fairly constant at 16% in both years<sup>5</sup>. Twenty-six per cent of Education and Training provision was subcontracted but only 1% of Community Learning.

Thirty organisations received funding as subcontractors, for Education and Training and FCFJ delivery during 2022/23. All 30 of these received funding for Education and Training and two of the same providers also received funding for FCFJ.

A further 15 providers were subcontractors for Community Learning, none of which were involved in subcontracting within other strands. Subcontracting of Community Learning was small scale, with around 70 enrolments during 2022/23.

More than four-fifths (84%) of the total value of Education and Training and FCFJ provision that was subcontracted was routed through only five organisations. The median value of the provision delivered across all subcontractors was only £4,850, reflecting a long trail of subcontractors with very small funding values.

In previous years a significant number of subcontractors also operated as contract holders in their own right, further bringing into question the added value of some of

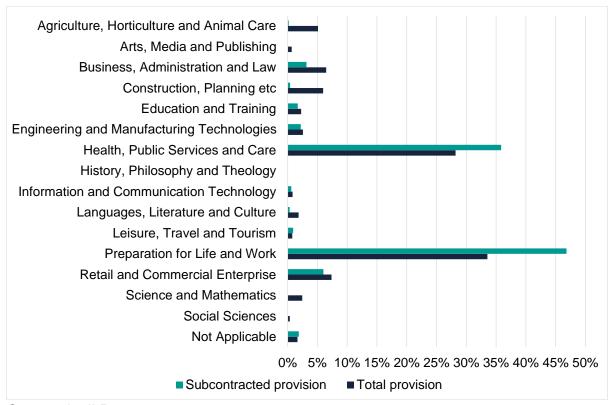
<sup>&</sup>lt;sup>5</sup> A small number of learners undertook multiple aims through both direct delivery and subcontracting but the number is not significant.



the subcontracting arrangements. However, in 2022/23 only 2 Education and Training providers fell into this category.

Subcontracting by out of area providers has been seen as a prime candidate for rationalisation by a number of the MCAs that have had management of AEB devolved to them, based on the notion that such arrangements add little value for the learner and hence the management costs associated with this practice are largely wasteful and could be used to support direct delivery.

Figure 23: Subject area profile of subcontracted provision versus provision as a whole (by value £)



Source: the ILR

Subcontracted provision is more narrowly concentrated in value terms than provision as a whole. The subject areas of *Health, Public services and Care*, and *Preparation for Life and Work* account for 83% of subcontracted provision compared with 62% of overall provision.

By way of illustration, **Table 5** sets out the top learning aims funded through subcontracted provision. These 10 aims alone account for 51% of the total value of subcontracting. The general impression is that the provision is fairly generic rather than specialised and mostly available from prime contractors based in YNY.



Table 5: Top 10 learning aims by value for subcontracted provision, 2022/23 academic year

Learning Aim Title	SFR Levels	Learning Aim Sector Subject Area Tier 1	Notional Funding 22/23 (£)
Functional Skills Qualification in English (Entry 3)	Below Level 2	Preparation for Life and Work	161,018
Functional Skills Qualification in English	Below Level 2	Preparation for Life and Work	97,547
Functional Skills Qualification in Mathematics (Entry 3)	Below Level 2	Preparation for Life and Work	85,066
Diploma in Complementary Therapies	Level 2	Health, Public Services and Care	73,635
Certificate in Understanding Mental Health First Aid and Mental Health Advocacy in the Workplace	Level 2	Health, Public Services and Care	71,077
NVQ Diploma in Beauty Therapy General	Level 2	Retail and Commercial Enterprise	54,269
Certificate in Employability Skills	Below Level 2	Preparation for Life and Work	53,576
Functional Skills Qualification in Mathematics (Entry 3)	Below Level 2	Preparation for Life and Work	48,484
Certificate in Personal Development for Employability (RQF)	Level 2	Preparation for Life and Work	43,773
Certificate in Self-harm and Suicide Awareness and Prevention (RQF)	Level 2	Health, Public Services and Care	30,447

This is not to exclude the potential for pockets of niche, specialist provision delivered via subcontracting. However, an examination of provision at subject area level suggests that the bulk of provision remains generic including for FCFJ aims at Level 3.

## 10 Travel to learn

A considerable number of Education and Training learners resident in YNY undertake their learning at a location outside the MCA area. The scale of "travel to learn" activity in 2022/23 academic year can be summarised as follows<sup>6</sup>:

- Around 160 starts on Community Learning (4% of the total), 2,250 Education and Training starts (36% of the total) and around 30 FCFJ starts (27% of the total) had a delivery location outside the MCA area, excluding delivery locations recorded as "Other".
- The notional value of Education and Training and FCFJ provision delivered outside of the area to YNY residents was £1.25m (19% of the total excluding "Other" delivery locations).

<sup>6</sup> The following analysis excludes starts with a delivery location recorded as "Other". This category generally refers to distance learning, which is considered in the next section.



• The value of funding for provision delivered outside the area has remained fairly stable since 2018/19, although it increased its share of total funding slightly from 16% in 2018/19 to 19% in 2022/23.

It should be noted that delivery location is sometimes recorded incorrectly. It is likely that the provider has recorded their own location for provision that has been delivered by a subcontractor.

Out of area starts on Community Learning were thinly spread across providers and delivery locations in 2022/23. The number of Community Learning starts delivered out of area has remained at a similar level over time, accounting for a small proportion of total provision.

Travel-to-learn flows within YNY also merit consideration. As **Table 6** shows, the vast majority of learners (in terms of starts) who remain in the MCA area to learn and do not engage via distance learning also remain in their home district.

In the case of Education and Training and FCFJ combined the proportion is 86% and for Community Learning it is 90%. This reflects the nature of the provision and the nature of the target audience, with most learners reluctant to travel outside their district and travel hampered by the rural setting in some cases.

There are some examples of significant travel flows, mostly into York from other districts, particularly from Selby, Ryedale, Hambleton and Harrogate. Learners also travel from Ryedale to Scarborough in notable numbers. Indeed, the data indicates that the majority of starts for Ryedale residents have a delivery location outside the district, both for Education and Training / FCFJ and Community Learning.



Table 6: Travel to learn flows within YNY based on starts during 2022/23

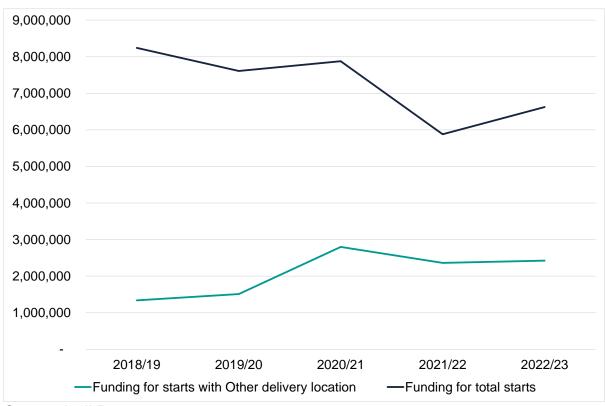
Education and Training / FCFJ	Location of learning									
Location of residence	Craven	Hambleton	Harrogate	Richmonds hire	Ryedale	Scarboro'	Selby	York	Grand Total	% of learners remaining within district
Craven	390	-	-	-	-	-	-	-	400	99%
Hambleton	-	70	30	-	-	-	-	70	170	43%
Harrogate	10	-	440	10	-	-	-	50	510	86%
Richmondshire	-	10	-	610	-	-	-	-	630	97%
Ryedale	-	-	-	-	10	60	-	90	160	4%
Scarborough	-	10	10	-	-	750	-	20	800	94%
Selby	-	10	-	-	-	10	270	130	410	65%
York	-	40	-	-	-	-	10	1,000	1,050	95%
Grand Total	400	150	490	620	10	820	280	1,370	4,130	86%
Community	Location of learning									
Learning	Location of learning									
Location of residence	Craven	Hambleton	Harrogate	Richmonds hire	Ryedale	Scarboro'	Selby	York	Grand Total	% of learners remaining within district
Craven	230	-	-	-	-	-	-	-	230	100%
Hambleton	30	260	-	-	-	-	-	40	340	76%
Harrogate	-	10	200	-	-	-	-	40	250	78%
Richmondshire	-	10	-	80	-	-	-	-	90	84%
Ryedale	-	-	-	-	80	30	10	60	170	43%
Scarborough	-	10	1	-	-	740	-	-	760	98%
Selby	-	-	1	-	-	-	190	70	260	72%
York	-	10	-	-	-	-	-	1,530	1,540	99%
Grand Total	260	300	200	80	80	770	210	1,740	3,650	90%



## 11 Distance learning

Distance learning<sup>7</sup> is also significant in volume and value terms. Around 4,280 Education and Training starts (40% of total starts in this strand) had a delivery location of "Other", indicating delivery by distance learning. The total value of this provision was substantial at £2.43m (37% of total Education and Training funding).

Table 7: Notional funding (£) for Education and Training starts with "Other" delivery location



Source: the ILR

As the figure, above, shows, funding for starts delivered via distance learning, has grown over time, although it is lower than its peak in 2020/21. At the same time overall funding has fallen. Compared with 2018/19, distance learning was worth 81% more in 2022/23 and increased its share from 16% to 37% of total funding.

Out of area providers were responsible for 67% of distance learning delivery by volume (number of Education and Training learners) and 62% by value. YNY providers are among the top distance learning providers. There were 116 providers active in distance learning in 2022/23 with a median delivery value of £7,200.

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<sup>&</sup>lt;sup>7</sup> In this section distance learning provision is equated with enrolments that have a delivery location of "Other", reflecting a generic delivery location postcode in the ILR. This does not provide a completely reliable picture of distance learning since generic postcodes are sometimes entered for other reasons. In other instances providers mistakenly enter the learner's postcode in the delivery postcode field rather than the generic code.



Distance learning provision has a distinct and narrow focus, with 59% of total starts in 2022/23 relating to aims in the *Health, Public Services and Care* sector subject area. In addition:

- 79% of starts were at Level 2.
- Only 19% of starts were for basic skills provision.
- More than a third (37%) of starts were for learners who had prior attainment at Level 4 and above and only 20% for those qualified below Level 2.
- 69% of learners were in employment with only 18% unemployed and seeking / available for work.
- Two-thirds of learners were pursuing courses falling within the health and social care (tier 2) subject area.

2,380 Community Learning starts (39% of the total) were engaged through distance learning.

12,000

10,000

8,000

6,000

2,000

2018/19

2019/20

2020/21

2021/22

2022/23

—Starts with Other delivery location

—Total starts

Table 8: Community Learning starts with "Other" delivery location

Source: the ILR

Community Learning starts delivered through distance learning grew sharply during the pandemic from a very low base. Although they have declined since their peak in 2020/21 they remain above their pre-pandemic level, growing their share of total starts from 3% to 36% between 2018/19 and 2022/23.



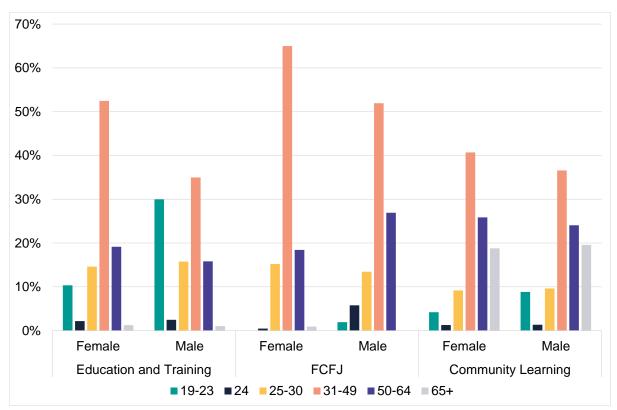
## 12 Learner profile

It is also important to consider the profile of people participating in AEB funded provision and the extent to which key groups are engaged, including those disadvantaged in the labour market.

## Gender and age

Looking first at gender and age, female learners are in the strong majority, accounting for two-thirds (65%) of Education and Training learners, four-fifths (81%) of FCFJ learners and three quarters (76%) of Community Learning participants.

Figure 24: Participation by gender, age band and programme strand, 2022/23 academic year



Source: the ILR

Younger learners (aged 19-23) were more prevalent in Education and Training (17% of the total for that strand) and less so in Community Learning (5%). Around 30% of male Education and Training learners were aged 19-23 compared with 10% of females.

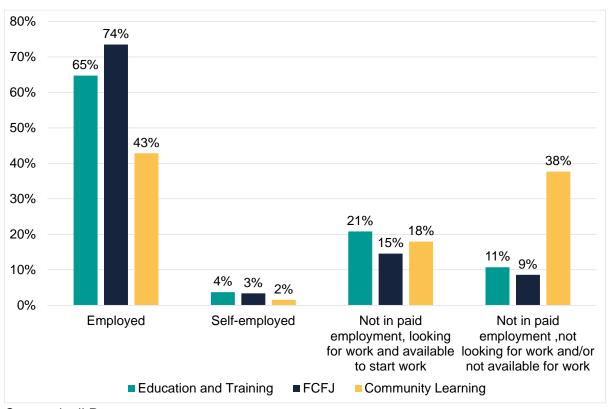
Learners aged between 31 and 49 years were a substantial group, accounting for 46% of Education and Training learners, 40% of Community Learning learners and 62% of FCFJ learners. Learners aged 65 years and over have a low representation in Education and Training and FCFJ, accounting for 1% of the total in each case but make up nearly one-fifth (19%) of Community Learning learners.



#### Economic status

The ILR in most cases captures information on the learner's economic status on the first day of learning.

Figure 25: Participation by economic status on first day of learning, 2022/23 academic year



Source: the ILR

Note: Not knowns excluded from analysis

Two-thirds (68%) of Education and Training learners and three-quarters (77%) of FCFJ learners were in employment or self-employment, compared with 44% of participants on Community Learning.

These proportions are relatively high: in West Yorkshire: for example, only 34% of Education and Training participants were in employment or self-employment in 2022/23.

Unemployed learners account for one fifth (21%) of Education and Training learners - higher than the proportions for FCFJ and Community Learning of 15% and 18% respectively. The inactive (people not in paid employment, not looking for work and/or not available for work) account for nearly two-fifths of Community Learning participants but for much smaller proportions of Education and Training and FCFJ learners (11% and 9% respectively).



It is notable that for Community Learning details of economic status were not collected for 23% of total learners and are excluded from the analysis.

#### Prior attainment

One of the key labour market issues that AEB seeks to address is the large number of people lacking any qualifications or holding qualifications at a low level only. There is strong evidence that this acts as a barrier to gaining, sustaining and progressing within employment. In the case of YNY, however, a minority of learners lack formal qualifications or are qualified below Level 2 with figures of 32%, 16% and 38% for the three strands of Education and Training, FCFJ and Community Learning respectively.

60% 51% 50% 40% 31% 29% 30% 24% 21% 20% 20% 17%<sub>16%</sub> 17% 17% 15% 14% 12% 11% 10% 5% 0% Level 4+ No qualification Below Level 2 Level 2 Level 3 Education and Training ■ FCFJ Community Learning

Figure 26: Profile of learners by level of prior attainment, 2022/23 academic year

Source: the ILR

Note: excludes learners whose prior attainment is not known

It is notable that a significant proportion of learners have prior attainment at Level 4 or above, equivalent to higher education level. The proportion is 31% for Education and Training and 29% for Community Learning but only 17% for FCFJ. These proportions exclude those for whom qualification information is not provided; in the case of Community Learning this accounts for three-quarters of all learners.



### **Ethnicity**

York and North Yorkshire has a relatively small ethnic minority population, accounting for less than 8% of the total adult population aged 19 and above.

90% 84% 80% 73% 70% 60% 50% 40% 30% 20% 10% 8% 11% 10% 1% 1% <sup>3%</sup> 2% 1% 1% English melah Ecotia haothan hia haria har Mired Multiple Lithnic Group 0% ■ FCFJ Education and Training Community Learning

Figure 27: Profile of learners by ethnic group, 2022/23 academic year

Source: the ILR

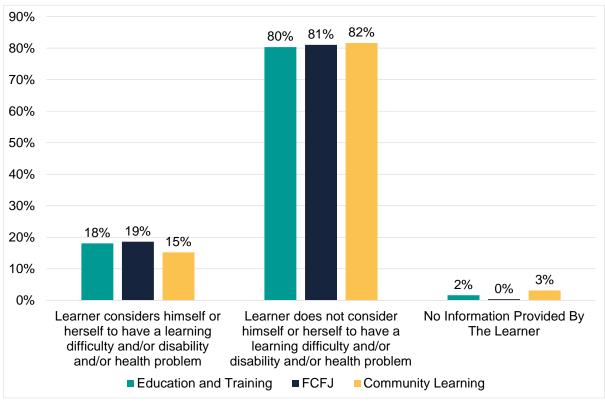
In this context AEB-funded provision has a strong representation of learners from ethnic minority groups, demonstrating the effectiveness of community outreach arrangements. Around 25% of Education and Training learners were from an ethnic minority background, when white minorities are included. The equivalent proportions are 20% for Community Learning and 15% for FCFJ.

## Disability and health problems

People with disabilities, learning difficulties and health problems are often disadvantaged in the labour market. People facing these challenges are strongly represented among participants in AEB-funded learning.



Figure 28: Proportion of participants with a learning difficulty and/or disability and/or health problem by programme strand, 2018/19 academic year



Close to a fifth (18%) of Education and Training learners put themselves into this broad category, rising to 19% of participants on Community Learning. This broadly reflects the representation of people with health problems and disabilities across the wider adult population, with 20% of people aged 19 and above indicating that they are disabled under the Equality Act.

## 13 Conclusions

Based on the partial information currently available, AEB Education and Training funding for learner's resident in YNY increased in 2022/23 compared with the previous year as did the count of new learners. However, the programme was substantially smaller than in 2018/19, with fewer starts and learners and a decrease in funding of 25%.

Take-up of Community Learning by YNY residents has declined strongly in recent years. The number of new learners recorded in 2022/23 was 43% lower than in 2018/19.

The district-level pattern of AEB provision is different to the profile of population, unemployment and deprivation within the MCA area, although the pattern is complex. For example, Scarborough's large share of residents in the most deprived



neighbourhoods and its large share of people lacking qualifications or qualified at the most basic level is not reflected in its share of AEB provision.

Meeting the statutory entitlements absorbs around one-fifth of Education and Training formula funding in YNY, with the majority of resources being taken up by the English and Maths entitlement. Out of area providers play a major role in delivering the entitlements.

In subject terms the profile of AEB-funded provision is very narrowly concentrated. *Preparation for life and work, Health, public services and care* (particularly health and social care) and *Business administration and Law* dominate Education and Training provision. FCFJ provision is also heavily concentrated in health and social care. Within Community Learning there was a strong focus on *Crafts, Creative Arts and Design* and *Languages, Literature and Culture*.

Provision is heavily weighted towards Level 2 as opposed to below Level 2 in YNY, with basic skills a relatively small feature. This probably reflects YNY's relatively strong attainment among its population and the focus on people in employment within the programme.

Although the number of providers based in YNY is small, they are substantial grant providers with wide subject area coverage, suggesting that there is not a strong reliance on out of area providers in terms of subject availability.

Nonetheless, out of area providers meet much of the current demand from YNY learners and play an important role in addressing legal entitlements. A distinction can be made between providers that are notionally based out of the area but have a physical presence within YNY or employ outreach mechanisms, that are based further afield and simply sub-contract with locally based providers in order to utilise their funding allocation.

The use of subcontracting is relatively limited in YNY and has not grown as a share of total provision compared with 2018/19. Much of the provision is channelled through a small number of independent training providers who are commissioned as subcontractors by out of area providers. The bulk of subcontracted provision appears to be relatively generic in subject area terms.

The number of "cross-border" learners travelling to a delivery location outside YNY is significant, accounting for around a fifth of Education and Training / FCFJ funding.

Learners who study within the YNY area, rather than travelling outside the area or studying via distance learning, also tend to study within their district of residence. Ryedale is a key exception to this.

Education and Training provision delivered by distance learning is of substantial value and has grown by more than 80% since 2018/19. This provision is targeted on people in employment and who mostly have prior attainment above Level 2. The primary focus is on health and social care aims. The proportion of Community



Learning starts delivered through distance learning has also grown significantly since the pandemic.

The majority (two-thirds) of learners on the Education and Training strand were in employment on the first day of learning. This relatively high proportion reflects the low prevalence of unemployed claimants in YNY.

A substantial proportion of learners across the programme strands have prior attainment at Levels 3 and 4.

AEB provision in YNY appears to be effective in engaging disadvantaged groups, including the disabled and people from ethnic minorities.