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Cumbria's working youngsters: Making the legislation work

November 2007

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Cruelty to children must stop. FULL STOP.



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September 2007



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Contents

<i>Acknowledgements</i>	i
<i>List of Tables</i>	iii
<i>List of Figures</i>	iv
<i>Background to the Present Report</i>	vi
<i>Executive Summary</i>	1
<i>Introduction</i>	4
<i>Methodology</i>	9
The Schools	10
Intervention Programme	12
Cumbria County Council Permit Database	14
Variables	15
Timeline for the Intervention Programme	16
<i>Results</i>	17
Section A: Pre- and Post-Intervention Surveys	17
Year 10	18
Work Status	18
Job Type	19
Hours Worked	24
Permits	26
Year 11	35
Work Status	35
Job Type	37
Hours Worked	40
Permits	42
Impact of the Intervention Programme	51
Summary of Section A	55
Section B: Cumbria County Council Permit Database	56
Permits across Cumbria	57
Permits across Districts	57
Permits and Schools in the Study	58

Cumbria's Permit Information and Intervention Conditions	59
Summary of Section B	61
Section C: Compatibility of the Data Sources	62
Permit Status	62
Year of Permit Application	64
Work Permit and Job Type	66
Summary of Section C	68
<i>Discussion</i>	69
Permit Levels	69
Indirect Effects of the Intervention Programme	72
Consistency of the Data	74
Issues	75
Moving Forward	78
<i>References</i>	81

List of Tables

Table M1: Schools Included in the Study	10
Table M2: Sample information Year 10 ¹ : 2004 and 2006	11
Table M3: Sample information Year 11: 2004 and 2006	12
Table A1: Work Status 2004 and 2006 (%)	18
Table A2: Work Status and the Intervention Conditions (%)	19
Table A3: Year 10 Current Workers Employed by Job Category (%)	20
Table A4: Mean Hours Worked: Year 10	24
Table A5: Hours Worked per Week: Year 10 (%)	26
Table A5: Work Status 2004 and 2006: Year 11 (%)	35
Table A6: Work Status and the Intervention Conditions: Year 11 (%)	36
Table A7: Employed by Job Category: Year 11 (%)	37
Table A8: Mean Hours Worked: Year 11	41
Table A9: Hours Worked Per Week: Year 11 (%)	42
Table B1: Permit Levels across Districts 2005-2006	58

¹ Throughout the report the sample size stated in the tables may vary. This is due to missed responses; some students did not answer all of the survey questions.

Table B2: Permit Levels in the Intervention Conditions	60
Table B3: Permits by School Year Group	60
Table C1: Level of Agreement between Permit and Current Job Type: Year 10 (%)	67
Table C2: Level of Agreement between Permit and Current Job Type: Year 11 (%)	67

List of Figures

Figure M1: Timeline for the Intervention Study	16
Figure A1: Condition I (School, Family and Employer Based Intervention) Pupils Employed by Job Categories: Year 10 (%)	21
Figure A2: Condition II (School and Family Based Intervention) Pupils Employed by Job Categories: Year 10 (%)	22
Figure A3: Condition III (Non-intervention) Pupils Employed by Job Categories: Year 10 (%)	23
Figure A4: Current Workers with Permits: Year 10 (%)	27
Figure A5: Self Reported Permit Levels by Condition in 2004 (%)	28
Figure A6: Self Report Permit Levels by Condition in 2006 (%)	28
Figure A7: Self Report Permit Levels by Job Type in 2004 (%)	30
Figure A8: Self Report Permit Levels by Job Type in 2006 (%)	31
Figure A9: Condition I: Permits and Job Type 2004 (%)	32
Figure A10: Condition I: Permits and Job Type 2006 (%)	32
Figure A11: Condition II: Permits and Job Type 2004 (%)	34
Figure A12: Condition II: Permits and Job Type 2006 (%)	34
Figure A13: Condition I: Pupils Employed by Job Categories: Year 11 (%)	38
Figure A14: Condition II: Pupils Employed by Job Categories: Year 11 (%)	39
Figure A15: Condition III: Pupils Employed by Job Categories: Year 11 (%)	39

Figure A16: Current Workers with Permits: Year 11 (%)	43
Figure A17: Self Reported Permit Levels by Condition in 2004	44
Figure A18: Self Reported Permit Levels by Condition in 2006 (%)	44
Figure A19: Self Report Permit Levels by Job Type in 2004 (%)	45
Figure A20: Self Report Permit Levels by Job Type in 2006 (%)	46
Figure A21: Condition I: Permits and Job Type 2004 (%)	47
Figure A22: Condition I: Permits and Job Type 2006 (%)	48
Figure A23: Condition II: Permits and Job Type 2004 (%)	49
Figure A24: Condition II: Permits and Job Type 2006 (%)	50
Figure A25: Year 10 and Year 11 Self Reported Permits in the Post-intervention Period (%)	52
Figure A26: Condition I: Post-intervention Permit Levels, Year 10 and 11 (%)	53
Figure A27: Condition II: Post-intervention Permit Levels, Year 10 and 11 (%)	54
Figure A28: Condition III: Post-intervention Permit Levels, Year 10 and 11 (%)	54
Figure B1: Total Number of Permits Issued in 2003-2006	57
Figure B2: Total Number of Permits Issued in the Five Target Schools	59
Figure C1: Consistency between Databases on Permits: Year 10 and 11 (%)	63
Figure C2: Permit Application School Year: Council and Survey Data Year 10 (%)	65
Figure C3: Permit Application School Year: Council and Survey Data: Year 11 (%)	65

Background to the present report

This is the third report of a series of studies focusing on the issue of child employment. The studies are part of an initiative involving Cumbria County Council (CCC), the NSPCC and the Child Employment Research Group (CERG) based at the University of Paisley.

The first report, *Cumbria's working youngsters: A 2004 update* (McKechnie, Hobbs, Anderson and Simpson, 2005), focused on the nature and extent of part-time employment amongst school students. The study revisited a number of schools that CERG had originally studied in the early 1990s and considered the extent of any change that had occurred in the intervening period.

The second study, *Cumbria's working youngsters: Exploring their experiences* (McKechnie, Anderson and Hobbs, 2006), sought to broaden our understanding of young workers experiences, with a specific focus on health and safety issues.

In this third report we turn our attention to the question of the current systems for monitoring and protecting young employees in the workplace.

Executive Summary

Research has shown that child employment legislation in Britain is largely ineffectual. Local authorities have the responsibility to monitor and regulate the work undertaken by children of school age. However, most school students who work do so without the knowledge or consent of the relevant authority. Although it may be that changes in the legislation may be required, and additional resources made available, the research reported here explores the possibility of improving the situation within the constraint of currently available resources.

The study was undertaken in four stages. The main aim was to evaluate the effectiveness of two intervention programmes implemented by Child Employment and Entertainment Officers and Environmental Health Officers in Cumbria.

Stage 1 (2004) involved surveying students in five Cumbrian schools, first when they were in Year 10 and again when they had progressed to Year 11. Questions covered issues such as type of part-time job undertaken, hours of work and whether a working student had obtained a work permit.

Stages 3 and 4 (late 2005 and early 2006) included the intervention programmes aimed at students in Year 10. The schools were divided into three categories. One school experienced Intervention Condition I, which included activities centred on the school, the home and local employers. Another school experienced Intervention Condition II, which included activities centred on the school and the home, but not local employers. The other three schools acted as a control. They are categorized as Condition III, where no intervention was undertaken.

Stage 4 (2006) replicated Stage 1 but the students surveyed were in the Year 10 classes which had been exposed to the intervention programmes. These students were surveyed late in session 2005-6 and early in session 2006-7.

The researchers also had access to the Cumbria County Council's work permit database.

It was found that the percentage of students in Year 10 reporting that they were currently employed when the survey was undertaken fell between 2004 and 2006. The decline was not significant for the non-intervention schools in Condition III or for those in Intervention Condition I. However, the fall was significant for Intervention Condition II. When the students were in Year 11, the decline in reported current employment was significant in both of the Intervention Conditions.

For conditions I and III there was no substantial change for Year 10 students in the types of jobs undertaken between 2004 and 2006. However, for Intervention Condition II there was a significant decline in the proportion of students working in the hotel and catering sector. This significant drop was also found when Condition II students were in Year 11.

For Year 10 students, the average number of hours worked per week fell between 2004 and 2006. However, this decline was significant only for Intervention Condition II. This significant drop was also found when the Condition II students were in Year 11.

The number of Year 10 students reporting that they had work permits rose significantly between 2004 and 2006. This was significant for both Intervention Condition I and Intervention Condition II. When the students were in Year 11, the significant rise in students reporting they had permits held only for Intervention Condition II.

Inspection of the Cumbria County Council work permit database suggests that the Intervention Conditions I and II had a positive impact on permit levels in the schools concerned. Whereas across the county as a whole there was a decline in the number of permits issued between 2004 and 2006, in Year 10 of the schools concerned, the cohort targeted by the intervention, permit levels rose.

Comparisons of the data acquired in the surveys with that in the Cumbria County Council educational database were made.

The broad picture emerging from these comparisons was similar. However, it was found that some students, recorded as having work permits, stated that they did not. In other cases, the reverse occurred. It is suggested that this is an indication that the work permit system and its function is less well understood than it might be.

It was also noted that in many cases working students now had different jobs from those for which they had received a permit. This draws attention to the fact that there is no systematic follow-up of young workers after their initial work permits are issued.

It is concluded that the interventions undertaken were successful in their primary aim of increasing the number of working students who had work permits. There is also a possibility that the interventions produced some other incidental benefits, such as students devoting fewer hours per week to their employment.

Most young people who work, in Cumbria as elsewhere in the United Kingdom, do so without the permission or even the knowledge of the local authority which by law is responsible for regulating child employment. It is within that context that the outcome of the research must be interpreted.

Accordingly, we conclude that the following steps seem appropriate:

In the short run, local authorities should adopt a more proactive approach, consider cost implications of their policies in detail, and target resources.

In the long run, a national review of legislation on child employment should be undertaken, with particular stress laid on the practicalities of implementation.

INTRODUCTION

Interest in child employment in Britain was re-kindled by a series of studies which were carried out in the early 1990s. The work of Pond and Searle (1991) and Lavalette, McKechnie and Hobbs (1991) demonstrated that child employment was a common experience for young people in Britain and this conclusion has been supported by subsequent research findings.

Throughout the 1990s a key aspect of this research was that it was linked to an emerging debate about the legislation that existed to monitor and protect young people who were combining part-time employment with full-time education. A common thread running throughout all of the research findings was that the existing legislation was largely ignored and was ineffective.

The existing legislation in this area, the Children and Young Persons Act (1933), allows young people, before they reach the end of the period of compulsory education, to have a part-time job whilst still at school. However, it acknowledges that there is a need to protect this group of employees and places certain constraints on such employment. These include minimum age criteria, maximum hours of work, watersheds prohibiting employment at specific times early in the morning and late evening and proscribes certain types of employment.

Local authorities are charged with the day-to-day application of this policy. Local bye-laws supplement the central legislation in this area. In order that they can monitor such employment local authorities have adopted a work permit system. The application for this permit requires details on the nature of the job and the hours that can be worked. This, along with other information, is then used in the decision to award, or not award, the work permit. This legislation, while originally laid in the 1930s, has been updated at various times but the essential elements have remained largely unchanged.

The legislation requires local authorities to monitor the employment of children in their area. In practice this had been interpreted as requiring a work permit. This was made explicit in the model byelaws issued by the government in 2000.

A number of recent studies into local authority policy and practice on child employment have questioned the effectiveness of the legislation in this area (Hamilton, 2002; Murray, 2005; McKechnie, Hobbs, Anderson, Howieson and Semple, 2006). Researchers are not the only group who argue that the legislation is ineffective. In 1998 the government set up an interdepartmental review of the issue. The final report, which was never made public, has been obtained by the present writers under the Freedom of Information Act. It acknowledged the inefficacy of the present system and made a number of recommendations. One of these included the idea of abandoning the work permit system in favour of one that relied upon employers informing local authorities of any school-aged employees (Hobbs, Anderson and McKechnie, forthcoming).

In 2004 the Better Regulation Task Force's (BRTF) review of the legislation in this area concludes that current legislation is largely ignored. This body recommended that the work permit system should be changed in favour of one where employers of school-aged children are licensed.

The government's response to the recommendations from the 1998 review and the BRTF has been the same, namely that no action has been taken. However, there is some evidence of activity in this area.

At the local authority level a number of authorities have appointed Child Employment and Entertainment Officers (CEEEO). Such posts mean that within these authorities there are individuals clearly identified as having responsibility for the child employment issues. This strategy has not been applied throughout the whole of Britain. For example, Scottish local authorities have not appointed CEEEOs.

In some cases authorities have been involved in specific initiatives. For example in 2005 West Yorkshire Police and local authority workers in Leeds combined forces to patrol the city centre with the aim of highlighting the child employment regulations for employees and employers (West Yorkshire Police, 2005).

Other authorities have been proactive in the sense that they have been prosecuting employers who breach the child employment regulations. Surrey County Council is one such case where child employment officers have prosecuted a number of employers including large scale companies such as McDonald's and Tesco (Spear, 2004).

However, the latter examples are exceptions to the rule, namely that the system is largely reactive rather than proactive and is under-resourced at the local level. It could be argued that local authorities are simply reflecting the attitude of central government who, while acknowledging the system is not working, do nothing to address the issue.

Two questions arise at this stage. First, why should we be concerned about this? Second, what can be done to move the discussion forward? We shall deal with each in turn.

There are a number of reasons why this issue should concern us. As we have already indicated having a part-time job is a majority experience for young people however, at present this labour force remains largely invisible. By ignoring this group of employees what message are we sending to young workers about their first job, their rights as employees and their contribution to many businesses?

By failing to acknowledge this group of employees we also fail to address their health and safety needs. There is a growing body of research on accidental injuries suffered by young workers, both in the United States (for example, Castillo, Davies and Wegman, 1999) and in the United Kingdom (for example, O'Neill, 2006). As it is presently set out a primary aim of the legislation is to protect young people in the workplace and at present we are failing to meet this aim. In this case protection goes beyond concerns about accidental injury and needs to address 'safety' in a number of different contexts.

Finally it is sometimes argued that part-time employment can be a beneficial experience for young people. However, there is a need to ensure that the balance between potential costs and benefits is weighted in favour of the benefits. If we are not aware of the types of jobs and experiences of young employees then this task becomes more problematic.

Our second question relates to how we might move the discussion forward? Responding to the present situation, researchers have suggested a number of alternative ideas (Whitney, 1999; McKechnie and Hobbs, 2001). A common idea that emerges is that the current legislative structures are failing and that a root and branch review is needed. However, one question needs to be addressed before we consider such an approach. Is the present system failing to work because of a lack of attention and resources or because the mechanisms under-pinning the legislation are unworkable?

In this project we seek to address this question by examining the effectiveness of a proactive intervention strategy where the primary aim is to improve compliance with the existing legislation.

Project Aims

This study sets out to consider whether the effectiveness of the present system can be improved at the local authority level. A central pillar of the local authorities' child employment monitoring strategy is that all young employees must attain a work permit. Research has shown that the majority of child employees work illegally because they did not have these permits (for example see, McKechnie, Hobbs, Anderson and Simpson, 2005). However, there has been no attempt to consider why this is the case. A number of explanations are possible. For example, there is widespread ignorance of the legislation and young people and employers may not be aware of the permit system. Alternatively it may be that local authorities have not invested the necessary resources in this area. A third alternative is that the system fails to work because it is outdated and unsuited for the modern world.

The aim of the present project is to evaluate whether the existing legislation can be made to work more effectively. If lack of awareness, or poor resource level, is the main reason for the failure of this legislation then tackling these issues should improve compliance levels. However, if, even within “optimum circumstances”, there is little impact on conformity to the legislation, this might indicate a more fundamental problem with the legislation or the resource model being used.

METHODOLOGY

The primary aim of the project is to evaluate the impact of an intervention strategy which has the specific aim of increasing conformity to the existing legislation. Such an increase in conformity should manifest itself in the form of an increase in the number of work permits issued by the authority. However, other indirect effects may emerge as a result of the intervention strategy such as a reduction in numbers working or a change in the hours worked.

To evaluate the intervention programme we adopted an approach comparing data on employment before and after the interventions. In 2004 a survey was carried out in five schools across Cumbria. This 2004 data provides the baseline data for this project. In June 2004 a survey of Year 10 school students was carried out to collect information on their part-time employment status, hours worked, type of job etc. The research team returned to each school in October 2004, when the same students had now progressed to Year 11, to repeat the survey. A full report and analysis of these findings can be found in *Cumbria's working youngsters: A 2004 Update* (McKechnie, Hobbs, Anderson & Simpson, 2005).

The intervention programme was designed and carried out in 2005-06. The different elements within the intervention are detailed later. The intervention was undertaken with the cooperation of Child Employment and Entertainment Officers (CEEEOs) and Environmental Health Officers (EHOs). The intervention programme involved two stages. The first occurred in November 2005 and the second stage in March/April 2006.

After completion of the interventions the 2004 survey was replicated in all five participating schools. These surveys were carried out in June 2006 for Year 10 and October 2006 when the students had progressed to Year 11. The time frames and procedures for the survey mirrored those for the 2004 survey.

Both surveys, 2004 and 2006, were carried out by the Child Employment Research Group while the interventions were delivered by CEEEOs and EHOs in Cumbria.

The Schools

Five schools participated in this project. They were drawn from four of the six districts within Cumbria (see Table M1 page 10). All five schools participated in all phases of the project from 2004 through to its conclusion in 2006.

Each school was assigned to one of three Intervention Conditions. Conditions I and II involved two different intervention programmes which are detailed below. Condition III involved no specific intervention. It acted as a control condition which would help us distinguish the effects of the interventions from changes due to the passage of time or other circumstances.

Table M1: Schools Included in the Study

School	Area	Condition
School A	Carlisle City	III
School B	South Lakeland	I
School C	Barrow-in-Furness	III
School D	Copeland	III
School E	Carlisle City	II

The information on the number of participants within each school can be found in Tables M2 and M3 (page 11 and 12). The tables show the percentage of students that participated in the survey in 2004 and 2006 as a percentage of the overall Year group.

Table M2: Sample information Year 10²: 2004 and 2006

Survey Year	Year 10			
2004	School	No. of Year 10	No. sampled	Percentage of year sampled
	A	91	60	65.9%
	B	140	115	82.1%
	C	93	59	63.4%
	D	230	152	66.1%
	E	232	158	68.1%
	Total	786	544	69.1%
2006				
	A	149	122	81.8%
	B	130	107	82.3%
	C	88	44	50%
	D	237	182	76.7%
	E	300	235	78.3%
	Total	904	690	76.3%

² Throughout the report the sample size stated in the tables may vary. This is due to missed responses; some students did not answer all of the survey questions.

Table M3: Sample information Year 11: 2004 and 2006

Survey Year	Year 11			
2004	School	No. of Year 11	No. sampled	Percentage of year sampled
	A	91	69	75.8%
	B	139	98	70.5%
	C	82	62	75.6%
	D	230	176	76.5%
	E	231	180	77.9%
	Total	773	585	75.6%
2006	A	148	108	72.9%
	B	131	85	64.8%
	C	87	63	72.4%
	D	238	185	77.7%
	E	300	241	80.3%
	Total	904	682	75.4%

The Intervention Programme

Stage 1

This involved surveying Year 10 and 11 students in 2004. The survey provides information on the nature and extent of part-time employment across all five schools.

Stage 2:

Condition I intervention activities (School, Family and Employer based)

- Posters placed in the school highlighting the issue
- CEEOs provide a short presentation (approximately 10 minutes) to Year 10 students in assembly on the legislation pertaining to child employment.
- All Year 10 students provided with a copy of an information flyer incorporating a permit request form

- Letters sent to all parents or guardians of Year 10 students outlining the issue and containing a copy of the flyer and permit request form.
- Local employers in a dominant employment sector, hotel and catering, were contacted. Employers in this sector (n = 300) have been identified through existing databases and were sent a letter outlining child employment legislation. The leaflet included a copy of the work permit request form.

Condition II intervention activities (School and Family based)

These were the same as for Condition I except that local employers were *not* contacted.

Condition III (Non-intervention).

No special measures were undertaken.

Stage 3:

Condition I intervention activities replicated some of the activities in Stage 2 and expanded upon others:

- Posters in school highlighting the issue
- CEEOs ran a workshop session for all Year 10 students on child employment, this was carried out in small groups within a class time period.
- All Year 10 students provided with a copy of an information flyer incorporating a permit request form
- Letters sent to all parents of Year 10 students outlining the issue and containing a copy of the flyer and permit request form.
- Hotel and catering employers were sent an additional round of new information on child employment, drawing attention to health and safety issues. Permit request forms were included with this information. In addition EHOs visited catering employers in the area surrounding the school. A total of 20 premises were visited, during which the EHOs completed a short questionnaire with the help of the employer. The questionnaire established whether any under 16s were employed, if so how many, if they had work permits, what activities they were undertaking and whether a risk assessment had been carried out. The EHOs left information about

work permits and application forms with the employers. The premises visited were selected at random.

Condition II intervention activities again mirrored those in Condition I except that there were no activities targeted at employers.

Condition III again involved no special measures.

Stage 4:

The Child Employment Research Group (CERG) surveyed all Year 10 students across all three intervention conditions. The survey is a replication of the 2004 data gathering exercise. CERG returns to survey all Year 11 students in the early part of the new 2006-07 academic year.

A timeline for the stages can be found in Figure M1, at the end of the methodology section.

Cumbria County Council Permit Database Information

In addition to the above activity a separate strand of the research involved accessing Cumbria County Council's database system. In this system each student has a record of any work permit request, the date of the application, when the permit was issued, who the employer is and the type of job.

From this database we were able to get information on the overall number of permits issued by CCC for the whole county over three academic years 2003-2004, 2004-2005 and 2005-2006. These time periods provide permit totals before the first survey and the period following the intervention programme. Information was supplied for National Curriculum Year Groups 8, 9, 10 and 11.

For each of the schools in the project we received details of the students who held permits in Year 10 and 11. This allowed us to match the Council's work permit information with the

survey databases collected by CERG. This would allow us to consider the degree of consistency between the two data sets.

Variables

As in previous research carried out by CERG, we have classified school students in three categories. We distinguished between Current Workers (reporting that they have a job at the time they were surveyed), Former Workers (not currently working but have worked at some time previously) and Never Worked.

In previous studies in this series we classified work into seven categories of Job Type. In the present study, since the numbers of students falling into some categories were quite small, we have collapsed some of these categories and classify jobs under four headings: Delivery, Retail, Hotel & Catering, and Other.

Figure M1: Timeline for the Intervention Study.

	January	February	March	April	May	June	July	August	September	October
2004										
Stage 1										
2005										
Stage 2										
2006										
Stage 3										
Stage 4										

RESULTS

In this section of the report we will provide an overview of the main findings. We will consider the findings within three sections:

- (i) Section A: This will focus on a comparison of the general employment data collected from the school students' survey responses. The primary aim is to compare the findings from the pre-intervention 2004 survey with the post-intervention survey carried out in 2006.
- (ii) Section B: Here attention is focused on the data provided by Cumbria County Council on the number of permits issued within their area. We present information covering four academic years 2003-04, 2004-05, 2005-06 and 2006-07.
- (iii) Section C: In this we consider the findings from a matched database, where Cumbria Council's permit information is matched to the school students' survey responses.

Following each section we have provided a brief summary of the key findings from the analyses.

Section A: Pre- and Post-Intervention Surveys

We compare the findings from the pre-intervention survey data from 2004 with the 2006 post-intervention data. The following areas are considered for both Year 10 and Year 11 students:

- Work status
- Job type
- Hours worked
- Permit levels (self-reported)

Year 10

Work Status

As in previous studies carried out by the Child Employment Research Group we believe that a true understanding of the extent of part-time employment can only be gained by considering those who are currently working, those who have worked in the past (former workers) and those who have never had a part-time job.

Table A1 (page 18) compares the total number of current, former and never worked students across all five schools in the pre- and post-intervention surveys. It is evident that there is a significantly lower percentage of current workers in 2006 ($\chi^2 = 19.69$, $df = 2$, $p < 0.001$). However, it is worth noting that there is a similarity between the 2004 and 2006 data sets in that the majority of school students have experience of part-time employment, 63% and 51%, respectively.

Table A1: Work Status 2004 and 2006 (%)

Year of Survey	Current Workers (%)	Former Workers (%)	Never Worked (%)	Total no.
2004	44	19	38	536
2006	32	19	49	690

The above finding relates to all of the schools within the study. We need to consider whether or not variation in employment status is linked to the three intervention conditions. As we can see from Table A2 the reduction in the percentage in current workers is evident within all three intervention groups suggesting that there is some general decline in employment levels occurring between 2004 and 2006.

Table A2: Work Status and the Intervention Conditions (%)

Intervention Group	Year	Current Workers (%)	Former Workers (%)	Never Worked (%)	Total no.
Condition I	2004	78	12	11	113
	2006	65	14	22	107
Condition II	2004	42	23	36	155
	2006	29	22	49	235
Condition III	2004	31	19	50	268
	2006	24	19	57	348

However, we examined the extent to which the decline within each intervention condition was significant. Comparing the work status of students in Condition III (Non-intervention) in 2004 and 2006, shows that the decline in percentage of current workers was not significant ($\chi^2 = 3.50$, $df = 2$, $p > 0.05$). This finding was replicated in one of the intervention schools (Condition I), ($\chi^2 = 5.74$, $df = 2$, $p = 0.057$). However for the other intervention school (Condition II), we did find that the decline in the number of students currently working in 2006 was significant ($\chi^2 = 8.51$, $df = 2$, $p < 0.02$).

This pattern of results might be taken to suggest that one possible impact of the intervention activities was to make students less likely to take up employment. We would suggest that this finding is treated with some caution. It may be noted that it was in the school with the more limited activities (school and family based only) that the decline was found to be significant. Furthermore, an alternative explanation for the apparent decline in employment is that as a result of the interventions students were less willing to report their work status accurately.

Job Type

Part of the intervention programme involved targeting the employers of one particular sector with information on the legal requirements that they had to meet when employing young people under 16 years of age. The sector in question was hotel and catering, a major employer of school students within Condition I school.

It is possible that, as a result of this aspect of the intervention programme, employment levels in this sector may have declined over the period of the study. This was not a primary goal of the project but we acknowledge that it may have been an indirect effect of the strategy adopted.

For this study we categorised the jobs that current workers were doing into four sectors: Delivery, Retail, Hotel & Catering and Other (see the Methods section for an explanation of these categories).

Table A3 shows the percentage of Year 10 current workers who were employed in each sector in 2004 and 2006. As we can see there is some variation in the percentage of students working within each job category pre- and post-intervention. However, closer inspection showed that these variations were not significant ($\chi^2 = 5.11$, $df = 3$, $p > 0.05$).

Table A3: Year 10 Current Workers Employed by Job Category (%)

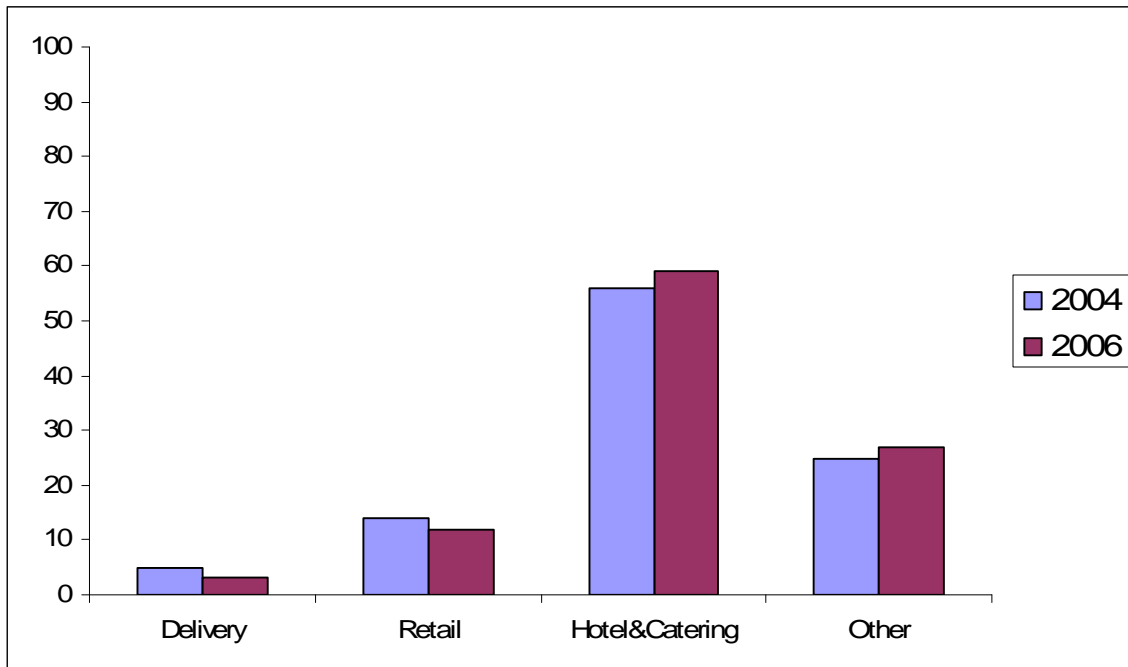
Year	Delivery %	Retail %	Hotel &Catering %	Other %	Total no.
2004	24	13	36	28	228
2006	26	8	31	35	220

It could be argued that if the intervention was impacting on employment levels within a specific sector this would be most apparent at the individual school level and not the whole sample. To explore this we considered the numbers working in each job category for each of the intervention conditions, comparing the pre- and post- data.

Figure A1 (page 21) shows the percentage of students working in each job sector in 2004 and 2006 for Condition I. As we can see the majority of young people are employed in the hotel and catering sector in the pre- and post-intervention period. This school lies within the area where the employers in the hotel and catering sector were targeted with information on

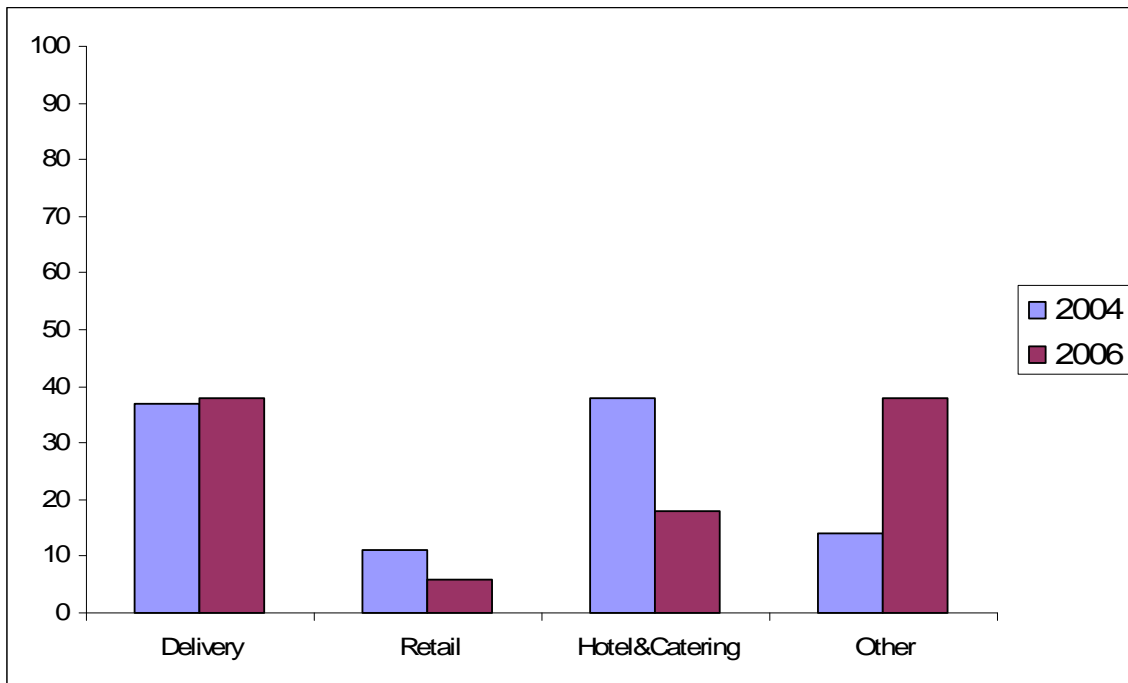
employing young workers. However a comparison of the pre- and post-intervention levels of employment within each category showed that there was no significant difference across the period of the intervention programme ($\chi^2 = 0.45$, $df = 3$, $p > 0.05$).

Figure A1: Condition I (School, Family and Employer Based Intervention) Pupils Employed by Job Categories: Year 10 (%)



In the case of Condition II and III there was no targeting of the hotel and catering employers or the employers of any other sector. Figure A2 and A3 (page 22 and 23) shows the percentage of students employed in each job sector for both of these interventions.

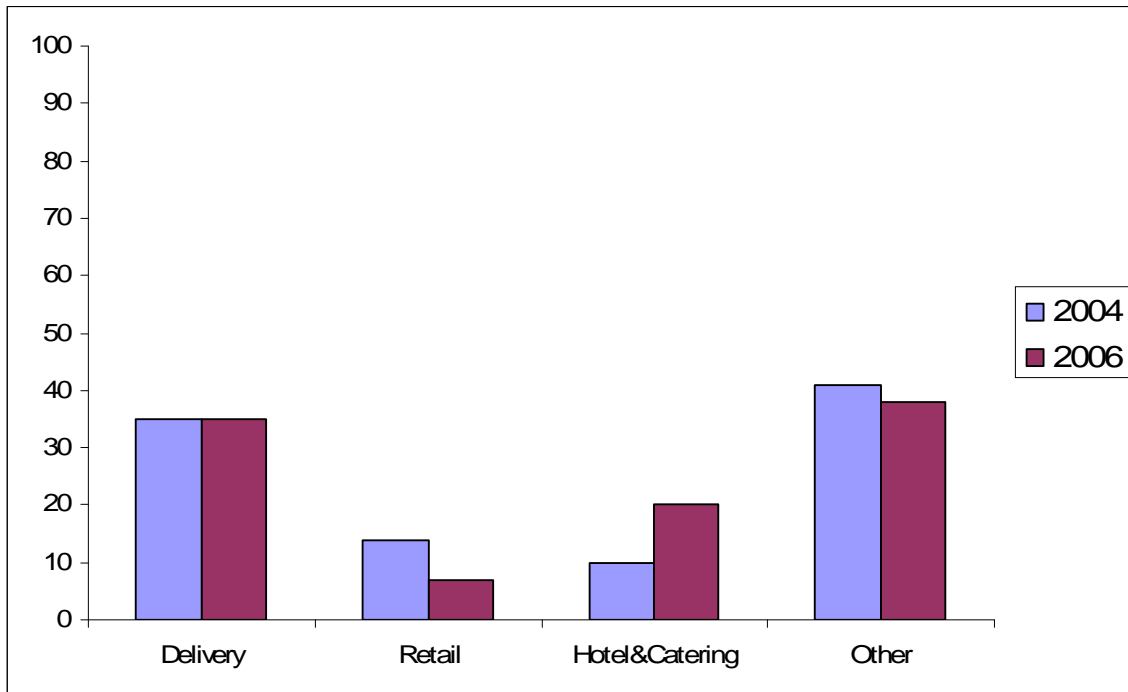
Figure A2: Condition II (School and Family Based Intervention) Pupils Employed by Job Categories: Year 10 (%)



The above Figure for Condition II shows that the number of students working in delivery was consistent over the time period of this study. However, the numbers working in Hotel and Catering declined significantly in 2006 while the number of students working in the 'Other' category significantly increased over this time period ($\chi^2 = 13.01$, $df = 3$, $p < 0.005$). The variation in this case cannot be ascribed to any specific aspect of the intervention programme and is more likely to reflect changes in the local economy, availability of jobs etc.

In the third intervention condition, Condition III (Figure A3, page 23) we find relatively consistent employment levels within Delivery and Other categories with some variation in the number of pupils employed in the Retail and Hotel & Catering sectors. These variations were not found to be significant ($\chi^2 = 4.56$, $df = 3$, $p > 0.05$).

Figure A3: Condition III (Non-intervention) Pupils Employed by Job Categories: Year 10 (%)



Reviewing the pattern of results shows us that there is some variation in the dominant job categories across the three intervention groups. Figures A1, A2 and A3 demonstrate this. Delivery work is more common in Condition II and III reflecting the fact that these schools are based in urban areas. In contrast the school participating in Condition I is in a rural area dominated by tourism and the dominant job sector is Hotel and Catering. The same significant pattern is found in 2004 ($\chi^2 = 55.99$, $df = 6$, $p < 0.001$) and 2006 ($\chi^2 = 47.46$, $df = 6$, $p < 0.001$). This supports the findings from previous studies in Cumbria which have argued that the dominant job categories within any area reflect the underlying economic and geographic conditions of the local area.

With respect to the strategy of targeting one employment sector in Condition I we can conclude that there is no evidence to suggest that this led to a reduction in the numbers employed within the hotel and catering sector.

Hours Worked

A key concern for many with an interest in child welfare is the number of hours that school students work. In the context of the present project we are interested in exploring whether the number of hours worked has varied over the time period of the study. A subsidiary question is, if any change is found is this linked to the intervention conditions? As with the previous indicators of part-time employment that we have considered the intervention programme was not designed to impact on the number of hours worked but it is possible that it had some indirect effect.

We will start by considering the number of hours worked by all students who were currently working at the time of the surveys. In 2004 the average hours worked per week was 7.95, this has dropped to 6.35 hours in 2006. This was a significant drop in the average hours worked by Year 10 ($t(400.6) = 3.17, p < 0.003$). Table A4 shows the average hours worked by students within each of the intervention conditions for 2004 and 2006.

Table A4: Mean Hours Worked: Year 10

	Survey year	Means hours Worked per week	T-test
Condition I	2004	7.69	
	2006	6.58	
			$t(144) = 1.84, p = 0.068$
Condition II	2004	7.96	
	2006	5.79	
			$t(116.37) = 3.04, p < 0.004$
Condition III	2004	7.14	
	2006	6.62	
			$t(110.14) = 0.69, p > 0.05$

It is apparent that in all three intervention conditions the average number of hours worked declines. However, this decline is not significant in Condition III, the non-intervention condition, but is significant in Condition II and approaches a significant level in Condition I. This pattern might lead us towards the view that the actions taken within both pro-active intervention conditions may have had some effect on the average number of hours worked.

We should be cautious about reaching this conclusion without further exploration of the data. As we noted in the previous section on job type there had been some variation in the pattern of jobs held by students. Previous research has shown that one predictor of the number of hours worked is job type.

To explore the potential interaction between variables an Analysis of Variance (ANOVA) was carried out with year of survey (2) x intervention condition (3) x job type (4). The analysis indicated that there was a significant difference associated with the year of study ($F(1,389) = 5.13, p < 0.03$) and job type ($F(3,389) = 5.15, p < 0.003$). Post hoc tests showed that 'Delivery' workers worked a significantly lower number of hours than those employed in 'Hotel and Catering' and 'Other' job categories.

The results of this analysis found no significant difference in hours worked between the intervention conditions ($F(2,389) = 0.58, p > 0.05$) nor was there any evidence of any significant interaction effects between the three variables.

These findings suggest that the variation in hours that had been identified cannot be explained by the intervention strategies. One possibility is that the variation in the number of students working within each job category (see Figures A2, A3, and A4) may have affected the average number of hours worked. For example if we know that the Delivery sector involves working a lower number of hours per week, an increase in the proportion of workers in this sector would reduce the average hours of current workers.

The overall drop in the average number of hours working has had another notable effect. Previous research has shown a link between students working in excess of 10 hours per week and poorer academic outcomes (McKechnie, and Hobbs, 2001). As Table A5 shows, the percentage of students that fall into this category has significantly declined between the two survey periods ($\chi^2 = 7.93, df = 2, p < 0.02$).

Table A5: Hours Worked per Week: Year 10 (%)

Year of survey	Less than 5 hours per week %	5.1 < 10 hours per week %	More than 10 hours per week %	Total no.
2004	35	46	19	214
2006	44	47	10	206

Permits

A primary aim of this study was to increase the number of permits held by young workers. In this section we consider the survey data and students self-reported permit information. We focus upon the current workers, excluding babysitters from the total number of workers since this type of employment is not covered in the legislation relating to work permits.

Across all of the schools in the present study in 2004 only 15% of current workers had a work permit, in 2006 this has risen to 52% (see Figure A4, page 27). This constitutes a significant rise in the number of current workers reporting permits ($\chi^2 = 55.99$, $df = 1$, $p < 0.001$). However, this is based upon data from all of the participating schools and may simply reflect an overall growth in permits across all of Cumbria.

Based upon the intervention programme we would hypothesise that the schools receiving the pro-active interventions should have a higher number of permits than the non-intervention condition.

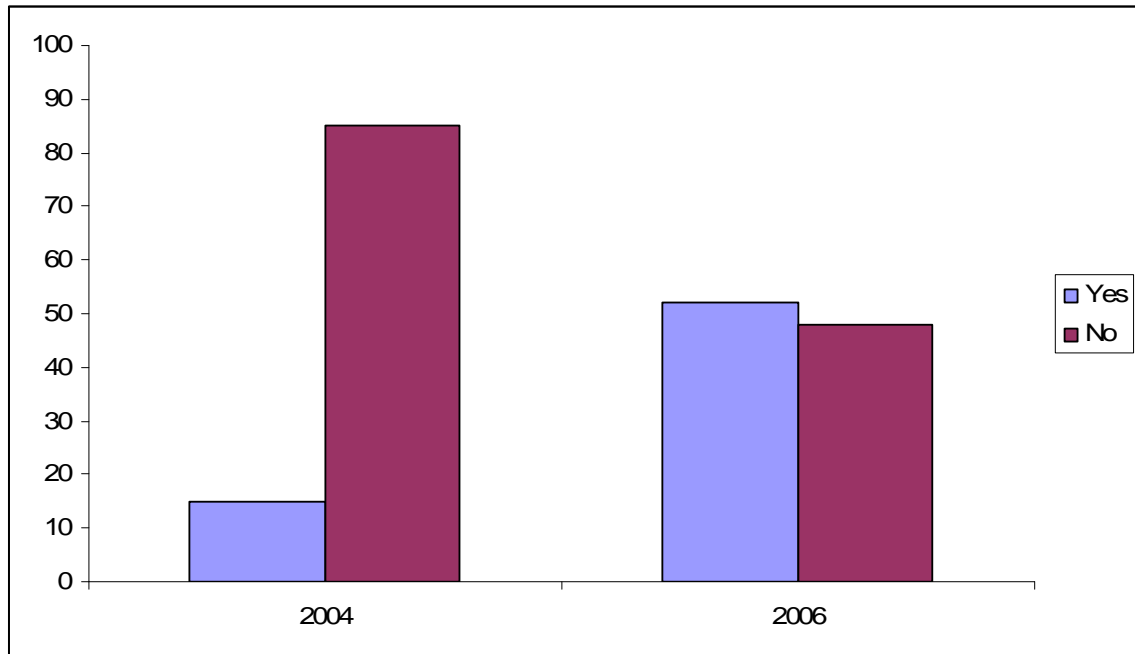
Figure A4: Current Workers with Permits: Year 10 (%)

Figure A5 (see page 28) shows the percentage of current workers who reported that they had work permits in 2004. As we can see the numbers reporting permits for Intervention Conditions I, II and III is low, 7%, 27% and 18% respectively. At the time of this study the school involved in Condition II had a higher than expected number of work permits ($\chi^2 = 9.87$, $df = 2$, $p < 0.01$) and at the time we suggested that this might be linked to one particular employment sector, delivery, which employed a number of students.

The picture for 2006 is markedly different (see Figure A8, page 31). In this case permit levels have increased across all of the intervention conditions, including the non-intervention condition (57%, 59% and 39%). A closer inspection of the data shows that the rise in permit levels for Condition I and Condition II is significantly greater ($\chi^2 = 6.24$, $df = 2$, $p < 0.05$).

This pattern of results suggests that the two pro-active interventions had a significant impact on the number of self-reported permits. We are left with two questions to address, first, how to account for the increase in permit levels between 2004 and 2006 for the non-intervention group and, second, was there any variation between Condition I and II.

Figure A5: Self Reported Permit Levels by Condition in 2004 (%)

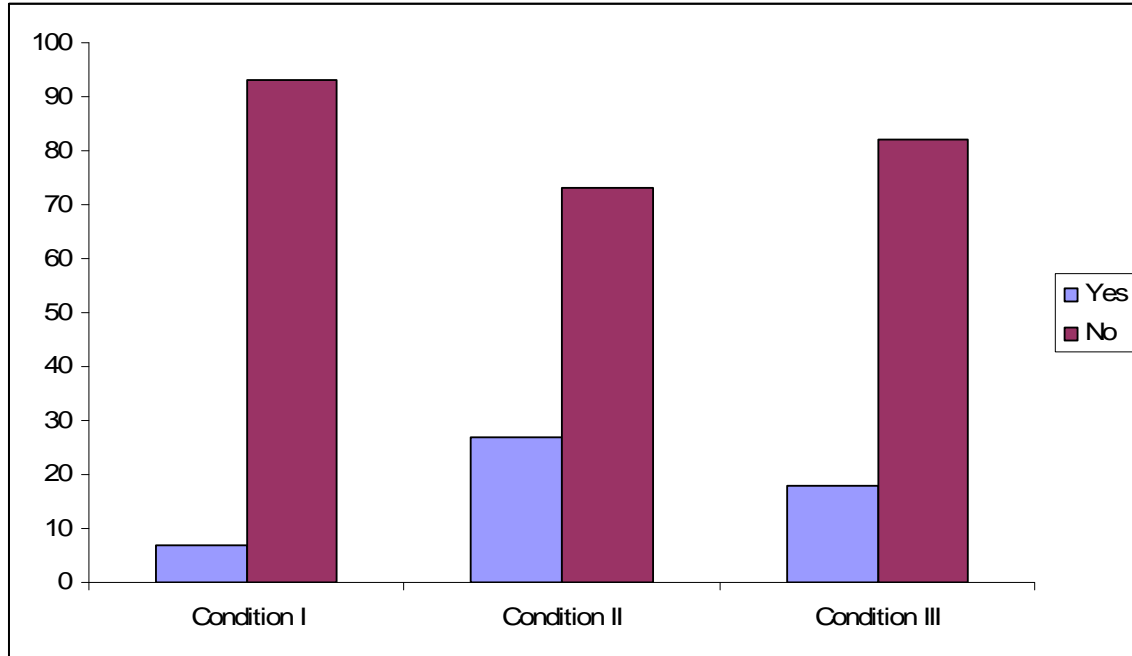
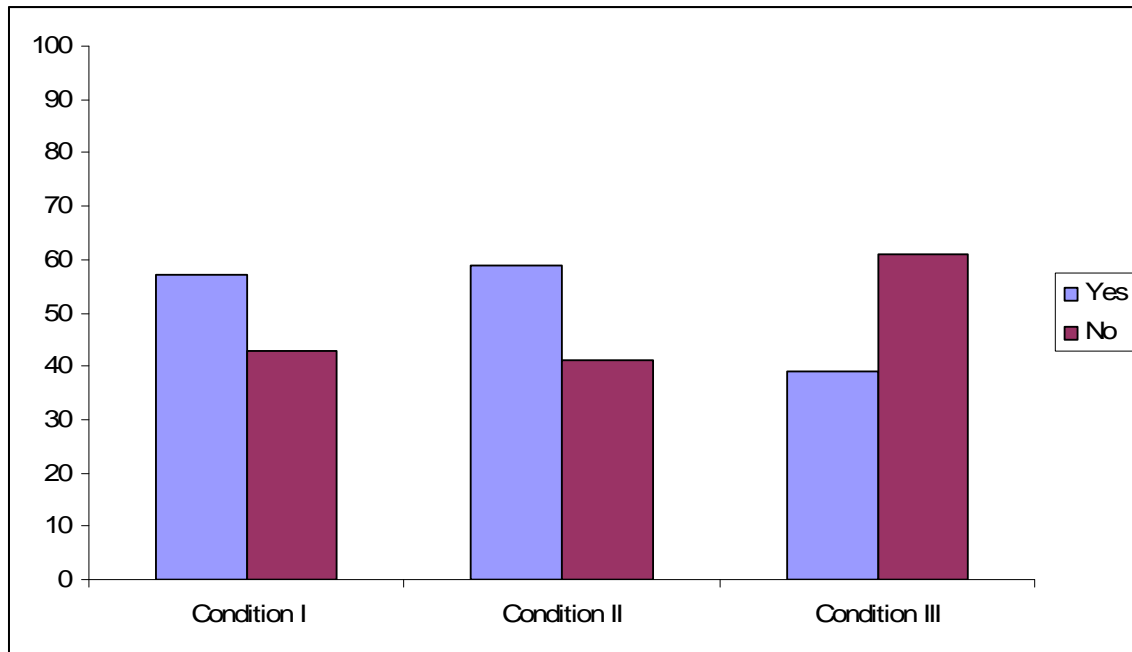


Figure A6: Self Report Permit Levels by Condition in 2006 (%)



Condition III, the non-intervention condition, consists of three schools where the only activity was to collect survey data from the school students. There are two possible explanations to account for the increase in permit levels from 2004 to 2006 for this group of schools. As we indicated earlier in this report during the time that the project was being carried out the Cumbrian Child Employment Officers were carrying out their normal duties across the region. The increase in permits in this case may reflect that general level of background activity within the study. If this is the case then the Conditions I and II manage to increase permit levels beyond this general background level.

An alternative explanation for the increase in Condition III permit levels lies in the fact that this group comprises three schools (see Methods section for explanation). Further analysis shows that the increase in permits from 2004 to 2006 is in fact due to the change in one school over this time period. The school in question is geographically close to the school in Condition II and we may be witnessing a spill over effect from the pro-active intervention school to one of the non-intervention schools. This explanation is supported by the fact that the remaining two schools in Condition III show no increase in permits over the 2004 to 2006 period.

The second question that we have to address relates to the extent to which there is any differential effect associated with Condition I and II. In both cases there is a significant increase in permit levels, however, Condition I had an additional component in the package of interventions. In this case, hotel and catering businesses in the area were targeted by letter and a sub-sample were visited by EHOs. Part of the visit highlighted the child employment legislation.

We might anticipate that if this strategy had any specific impact it would be reflected in the number of employees in this sector who held work permits. Figures A8 and A9 (pages 31 & 32) show the pattern of permits held by job type for 2004 and 2006 for all current workers in the study. The figures show the increase in the number of permits held across all job sectors. Within each year there was no evidence of any significant variation in permit levels

associated with job type (2004: ($\chi^2 = 6.89$, $df = 3$, $p > 0.05$); 2006 ($\chi^2 = 3.39$, $df = 3$, $p > 0.05$)).

Figure A7: Self Report Permit Levels by Job Type in 2004 (%)

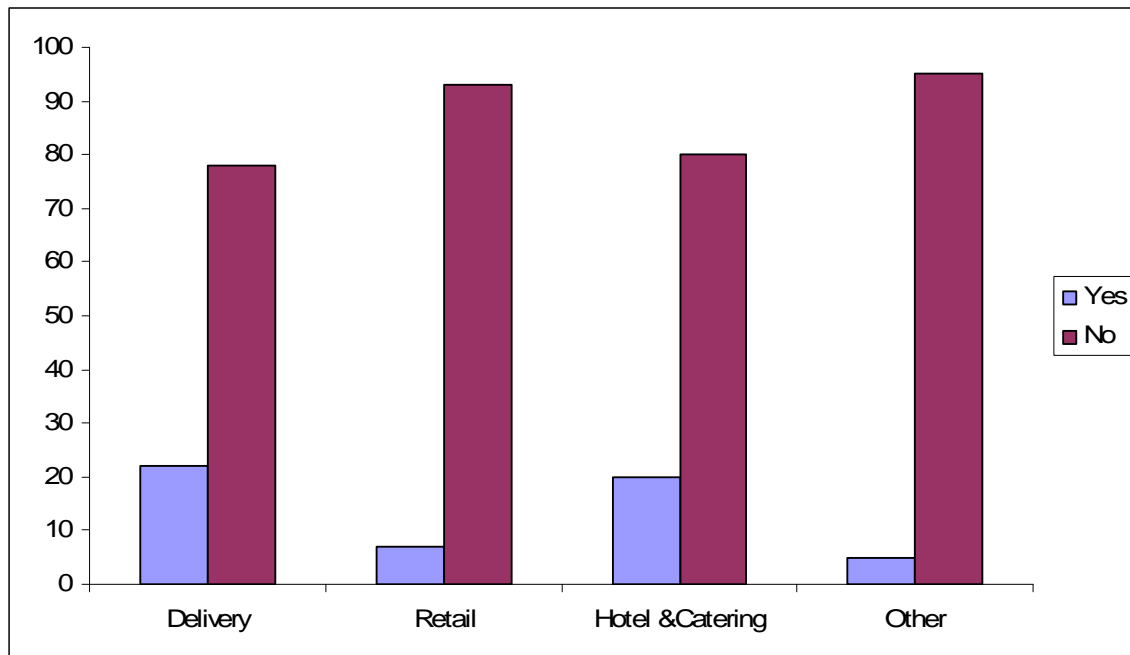
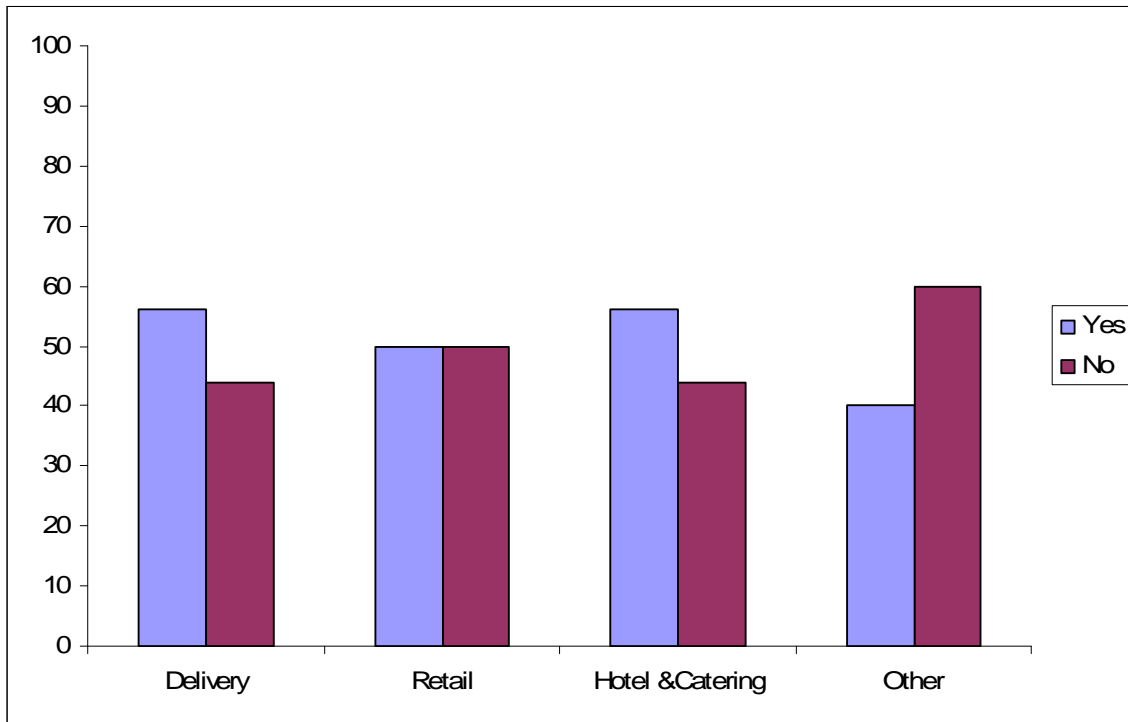


Figure A8: Self Report Permit Levels by Job Type in 2006 (%)

To explore this issue in more detail we set out to consider the relationship between job type and the likelihood of holding a permit for Condition I and Condition II. However, we were unable to carry out a full analysis of this material due to constraints on the sample size. This problem manifested itself in two ways, first the small numbers working in some job sectors (e.g. delivery workers are very rare in Condition I) and second, in some cases no students had permits within a job sector. However an exploration of the existing data suggests that Condition I may have had some impact on the permit levels in the Hotel & Catering sector.

Figures A9 and A10 (page 32) show the percentage, for Condition I and II respectively, of students who worked in each job category who report having, or not a having, a permit in 2004 and 2006.

Figure A9: Condition I: Permits and Job Type 2004 (%)

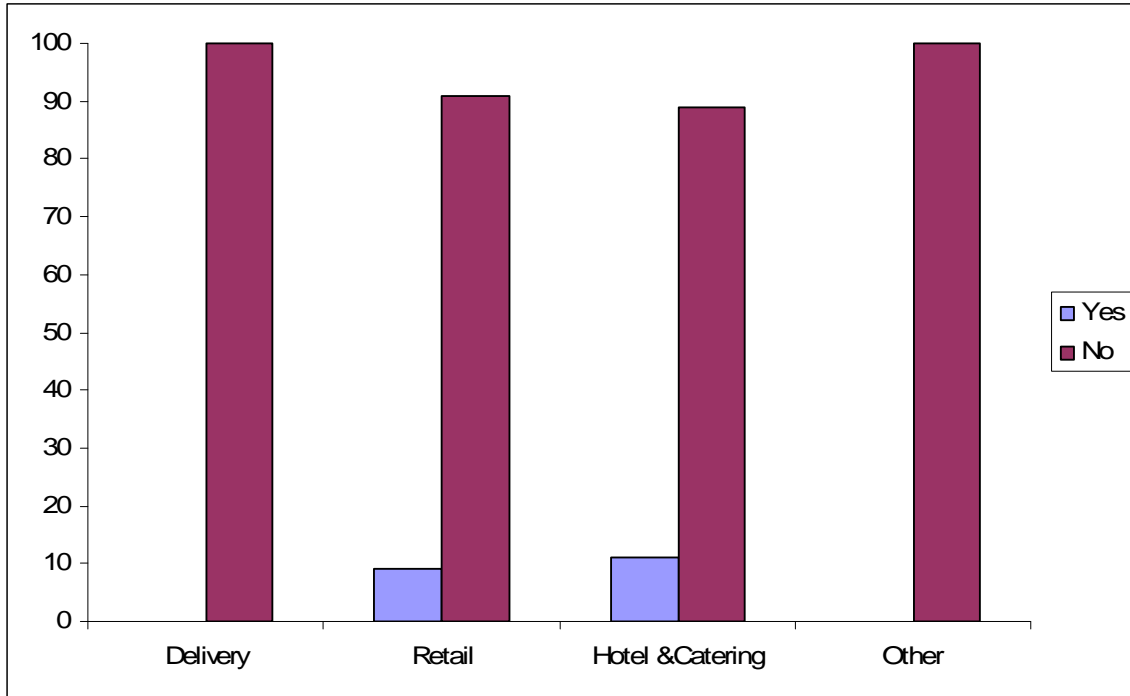
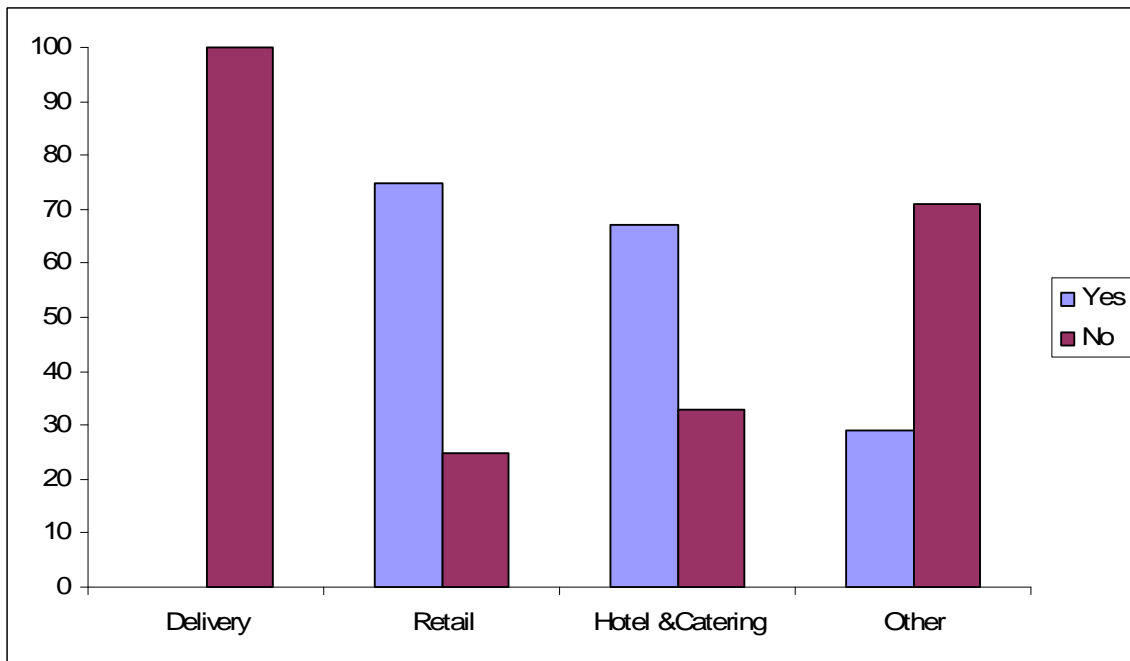


Figure A10: Condition I: Permits and Job Type 2006 (%)



Inspection of these two figures shows that the increase in permit levels is linked to three job categories. It was not possible to reliably test the significance of this pattern in 2006. However, the trend within the data suggests that there has been a notable increase in permits in the hotel and catering sector. While this is in line with our hypothesis we must also draw attention to the same pattern for retail employees.

Adopting the same approach for Condition II produces a different pattern. Figures A11 and A12 (page 34) show the percentage of students in each job category who reported having, or not having, a permit for 2004 and 2006.

Inspection of these figures shows that the increase in permits from the pre- to the post-intervention period is associated with increases in delivery and retail categories. There is little variation in the percentage of employees reporting permits in hotel and catering. In this intervention none of the employment categories were targeted and the pattern of results between Condition I and II suggests that the targeting strategy may have improved permit levels within a specific sector. As we have already stated we need to be cautious when interpreting these findings.

Figure A11: Condition II: Permits and Job Type 2004 (%)

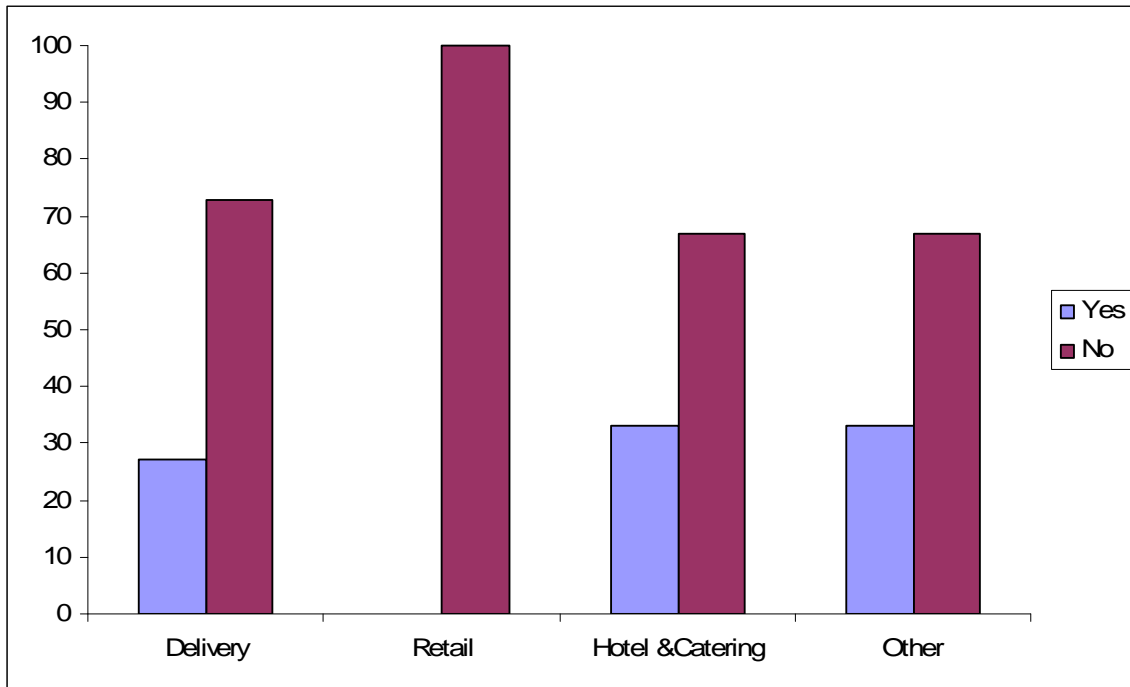
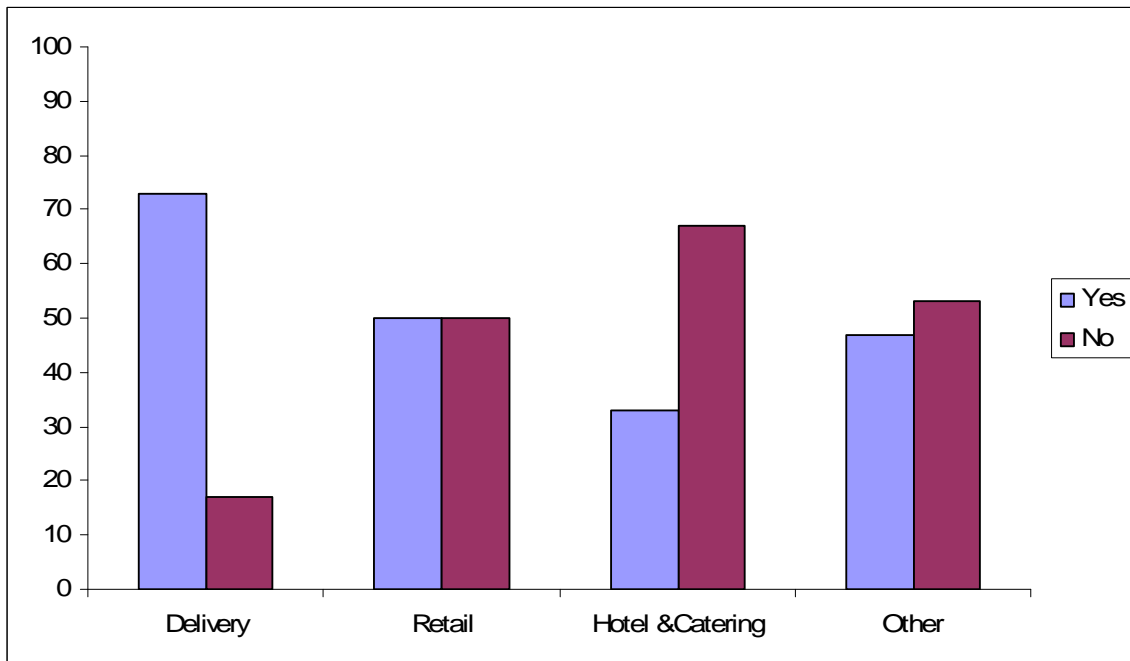


Figure A12: Condition II: Permits and Job Type 2006 (%)



Year 11

As we indicated in the Methods section school students were surveyed on two occasions, as they approached the end of Year 10 and in the early part of Year 11. We will now turn our attention to a review of the Year 11 findings. We will follow the same structure as in the previous section.

We should keep in mind that the Year 11 data was collected five months after the completion of the intervention programme. The rationale for considering this data in some detail relates to the need to evaluate the longer term impact of the intervention programme. Such intervention programmes may have a limited effect in that they may only have a short-term influence. Alternatively studies in other areas of psychology which have relied upon some form of intervention have identified a “sleeper effect” where the impact of an intervention does not emerge until some time after the actual intervention. By reviewing the Year 11 data we will be able to address these issues.

Work Status

Table A5 compares the percentage of school students, across all schools, within each work status category based on the 2004 and 2006 data sets, i.e. pre- and post-intervention. The total number of current workers has declined over this period, 42% vs. 32%. In contrast the percentage of former and never worked students has increased. This pattern of change was found to be significant ($\chi^2 = 15.67$, $df = 2$, $p < 0.001$). In 2004 the majority of students were either current or former workers and as such had experience of paid employment, in 2006 this figure now stands at 50%.

Table A5: Work Status 2004 and 2006: Year 11 (%)

Year of Survey	Current Workers (%)	Former Workers (%)	Never Worked (%)	Total no.
2004	42	13	46	585
2006	32	18	50	682

The above findings do not discriminate between the three intervention conditions and it is possible that the work status patterns vary across these conditions. Table A7 (page 37) summarises the percentage of students within each work status category across all three intervention conditions. It is evident that the decline in the percentage of current workers identified above is evident within Conditions I and II. However, in the third intervention condition, the non-intervention schools, we see a slight increase in the number of current workers.

Table A6: Work Status and the Intervention Conditions: Year 11 (%)

	Year	Current Workers (%)	Former Workers (%)	Never Worked (%)	Total no.
Condition I	2004	84	7	9	98
	2006	60	25	16	85
Condition II	2004	48	13	39	180
	2006	28	24	48	241
Condition III	2004	25	14	61	307
	2006	28	13	60	356

Closer analysis of these variations showed that for Condition I and II there was a significant decline in the number of students currently employed in the pre- and post-intervention period ($\chi^2 = 14.99$, $df = 2$, $p < 0.002$; $\chi^2 = 18.47$, $df = 2$, $p < 0.001$, respectively). In the case of Condition III there was no significant variation in the number of students within each work category across the period of the study.

This pattern of results reflects the same trends identified in the Year 10 data but provides stronger evidence that the pro-active interventions may have had an impact on the employment levels amongst Year 11 students. As we noted earlier some caution is needed when considering these results. Students may, as a result of the interventions, be more aware of employment issues and as a result are censoring the information they provide. One argument against this interpretation is the time gap between the initial interventions and the collection of Year 11 data.

Job Type

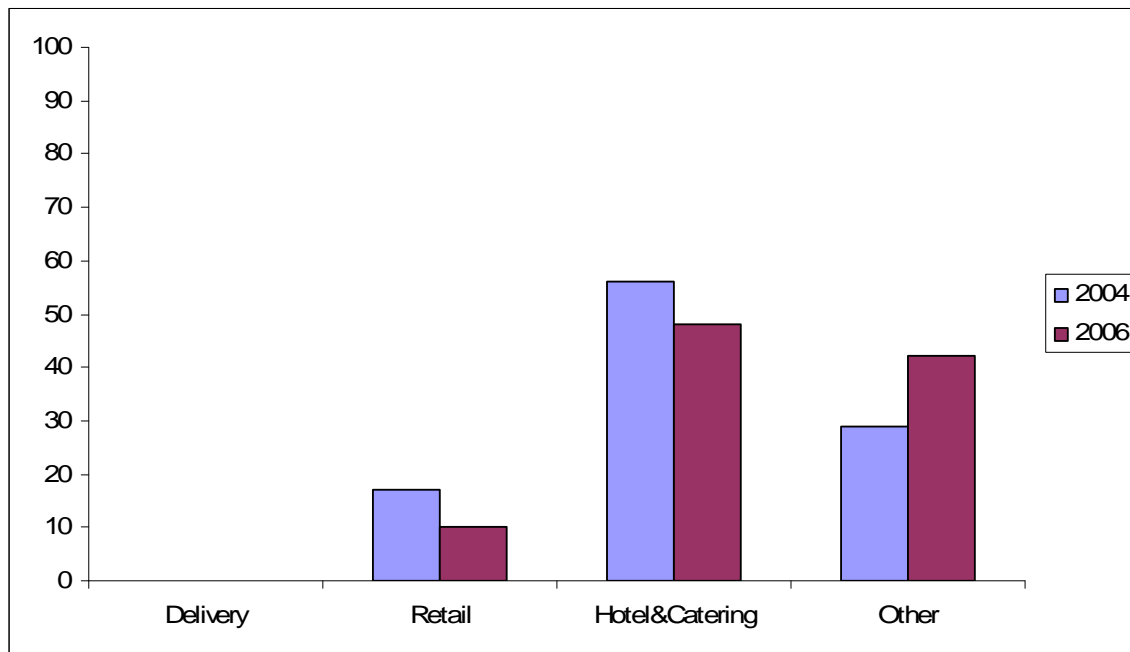
Amongst all current workers in Year 11, the dominant employment sectors are Hotel & Catering and “Other”, and this remains the case across the pre- and post-intervention period (see Table A7). However, it is evident that the total percentage of students working in the Hotel & Catering sector has declined, though not significantly ($\chi^2 = 5.95$, $df = 3$, $p > 0.05$).

Table A7: Employed by Job Category: Year 11 (%)

Year	Delivery %	Retail %	Hotel & Catering %	Other %	Total no.
2004	19	15	38	28	242
2006	21	11	31	37	217

Since one strand of the intervention programme was to target employers in this sector it is possible that this reduction is associated with this strategy. However, since this approach was only used in one of the three intervention conditions we should consider each condition in turn.

For Condition I (see Figure A13) it is evident that the dominant employment sector in 2004 and 2006 is the Hotel & Catering sector. There were no Year 11 students working in the Delivery sector, which we may anticipate since this school is based in a rural area and only a small number of Year 10 students worked in this sector.

Figure A13: Condition I: Pupils Employed by Job Categories: Year 11 (%)

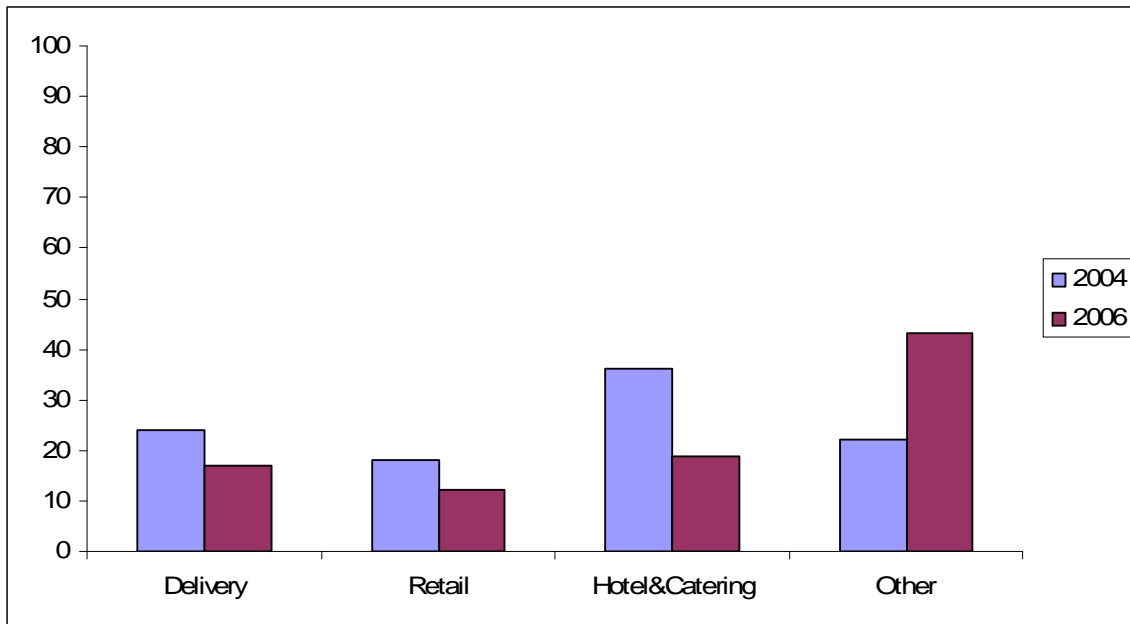
There is a slight decrease in the percentage of pupils working in the Hotel & Catering sector, however, this is not significant ($\chi^2 = 3.04$, $df = 2$, $p > 0.05$). This suggests that the strategy of targeting employers in this sector did not significantly reduce the numbers employed or move the students into other forms of employment.

As we have noted earlier Conditions II and III did not involve the targeting of any specific employment sector. However it is apparent from Figure A14 (page 39) that there has been a shift in employment sectors in Condition II over the period of the project, furthermore this change was found to be significant ($\chi^2 = 9.92$, $df = 3$, $p < 0.02$). In 2006 fewer students than expected were employed in the Hotel & Catering sector compared to 2004, while more students were employed in the 'Other' sector in 2006.

This change mirrors the pattern that we found in Year 10 and cannot be explained by the intervention programme. As we indicated earlier one possibility is that we are uncovering

changes in the local economy, for example the closure of a business within the 'Hotel & Catering' sector.

Figure A14: Condition II: Pupils Employed by Job Categories: Year 11 (%)



FigureA15: Condition III: Pupils Employed by Job Categories: Year 11 (%)

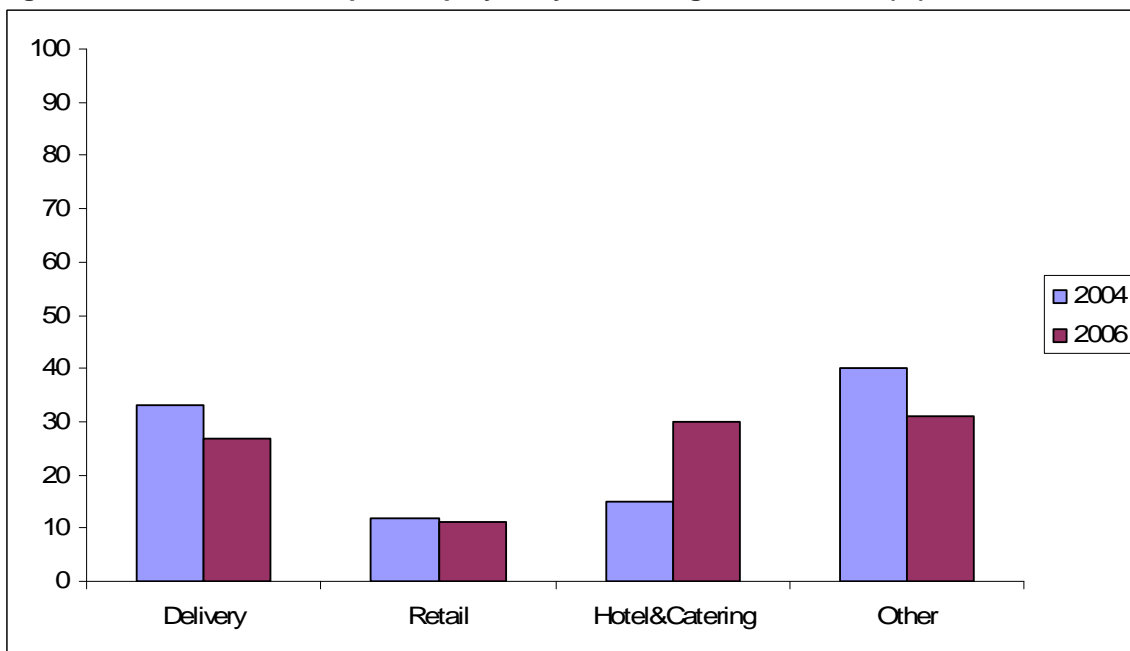


Figure A15 (page 39) shows the job sector profile for Condition III. It is evident that there has been some re-distribution of employees across the different sectors with an increase in the percentage employed in Hotel & Catering, however, this was not significant ($\chi^2 = 4.57$, $df = 3$, $p > 0.05$).

In addition to identifying changes in the numbers working within each job sector pre- and post-intervention Figures A13, A14 and A15 () also show the variation in employment between the different geographical areas covered in this study. For example, the school in the first intervention condition is based in an area dominated by tourism and it has the largest percentage of workers in 'Hotel & Catering' and 'Other'. In contrast Condition II and III include schools in urban settings. In both cases 'Delivery' is an important employer even in the later school years. This pattern was consistent and significant in 2004 ($\chi^2 = 53.25$, $df = 6$, $p < 0.001$) and 2006 ($\chi^2 = 23.14$, $df = 6$, $p < 0.002$).

Hours Worked

When we compared the average number of hours worked per week by Year 11 current workers it was evident that there was a significant drop pre-and post- intervention ($t(438) = 3.51$, $p < 0.001$). In the pre-intervention period the average hours worked per week was 7.87 and this dropped to 6.59 in the post-intervention sample.

While this may reflect the impact of the intervention programme we can only fully understand this by looking at each intervention condition. Table A8 summarises the average hours worked by current workers for each intervention condition across the time period of the study. In all cases the average number of hours has declined.

Table A8: Mean Hours Worked: Year 11

	Survey year	Means hours Worked per week	T-test
Condition I	2004	7.95	
	2006	6.94	
			t(120) = 1.63, p > 0.05
Condition II	2004	8.32	
	2006	6.37	
			t(147.8) = 2.66, p < 0.01
Condition III	2004	7.28	
	2006	6.57	
			t(166) = 1.26, p > 0.05

However, this reduction is only significant in one condition, Condition II. If the intervention programme was a contributory factor to the reduction in hours worked we might have expected to have a significant drop for Condition I and II, while anticipating no significant change in Condition III, the non-intervention condition.

The results do not support this hypothesis suggesting that the reduction in hours across the period of the study may be due to other factors outwith the intervention programme.

To explore this data in more detail and consider potential interactions between variables an ANOVA was carried for year of study (2) x intervention condition (3) x job type (4).

The findings show that there was a significant effect for the year of study, i.e. pre- and post-intervention periods ($F(1, 417) = 7.99, p < 0.01$) and job type ($F(3, 417) = 9.52, p < 0.001$). In the latter case post hoc tests show that those working in the delivery sector work fewer hours per week compared to the other job types.

We found no evidence that the reduction in hours could be attributed to the intervention condition ($F(2, 417) = 0.39, p > 0.05$), nor did we find any indication of significant interactions between the variables. This pattern of findings is similar to the Year 10 data and it is likely that the reduction in hours is attributable to factors other than the intervention programme.

On the face of it this might be perceived as a negative finding, however, the intervention programme did not set out with the explicit aim of reducing the number of hours students worked. On a more positive note the reduction of hours worked has resulted in a significant reduction in the number of students who are working 'excessive' hours ($\chi^2 = 14.30$, $df = 2$, $p < 0.01$) (Table A9).

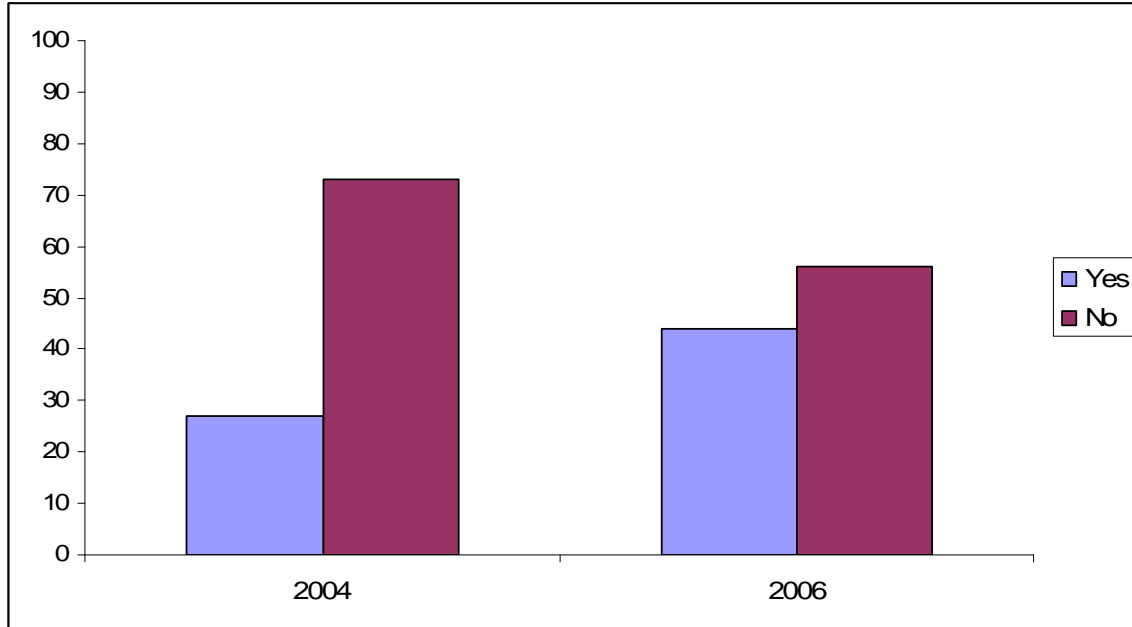
Table A9: Hours Worked Per Week: Year 11 (%)

Year of survey	Less than 5 hours per week %	5.1 < 10 hours per week %	More than 10 hours per week %	Total no.
2004	27	57	16	233
2006	44	42	14	209

Permits

As we have already noted a key aim of the study is to evaluate whether an intervention programme can influence the number of permits that are held by those currently working. When we consider this issue in the context of the Year 11 data set we must remember that the intervention programme ended around 4 months previously. When considering the number of permits reported by Year 10 students it was evident that there was a significant change over the period of the study. A key question is to what extent is this mirrored in the Year 11 data.

Figure A16 shows the percentage of Year 11 current workers self-reporting a work permit for each survey period (27% vs. 44%). It is evident that there has been an increase in the number of permits for this Year group and the change from 2004 to 2006 is significant ($\chi^2 = 12.01$, $df = 2$, $p < 0.01$).

Figure A16: Current Workers with Permits: Year 11 (%)

Figures A17 and A18 (page 44) show the percentage of Year 11 students, across the intervention conditions, with permits in 2004 and 2006. In 2004 within each of the intervention conditions approximately a quarter of workers had a work permit (Condition I: 26%; Condition II: 28%; Condition III: 27%). A comparison of the number of permits held in the different intervention conditions found that there was no significant between group variation ($\chi^2 = 0.074$, $df = 2$, $p > 0.05$).

This picture changes in 2006 the post-intervention period. As Figure A18 shows within each of the intervention conditions the number of permits has increased (Condition I: 44%; Condition II: 60%; Condition III: 32%). Comparing the intervention conditions with respect to number of permits held, we find that there is a significant between group variation ($\chi^2 = 10.80$, $df = 2$, $p < 0.01$). Closer inspection shows that this significant outcome is due to Condition II having a higher than expected number of permits, while Condition III has a higher number of non-permitted workers. This pattern is in line with the hypothesised impact of the intervention programme. Further analysis shows that permit levels in Condition I have not changed significantly, that is, there is no evidence that the permit level in Condition I has been influenced by the intervention strategy.

Figure A17: Self Reported Permit Levels by Condition in 2004 (%)

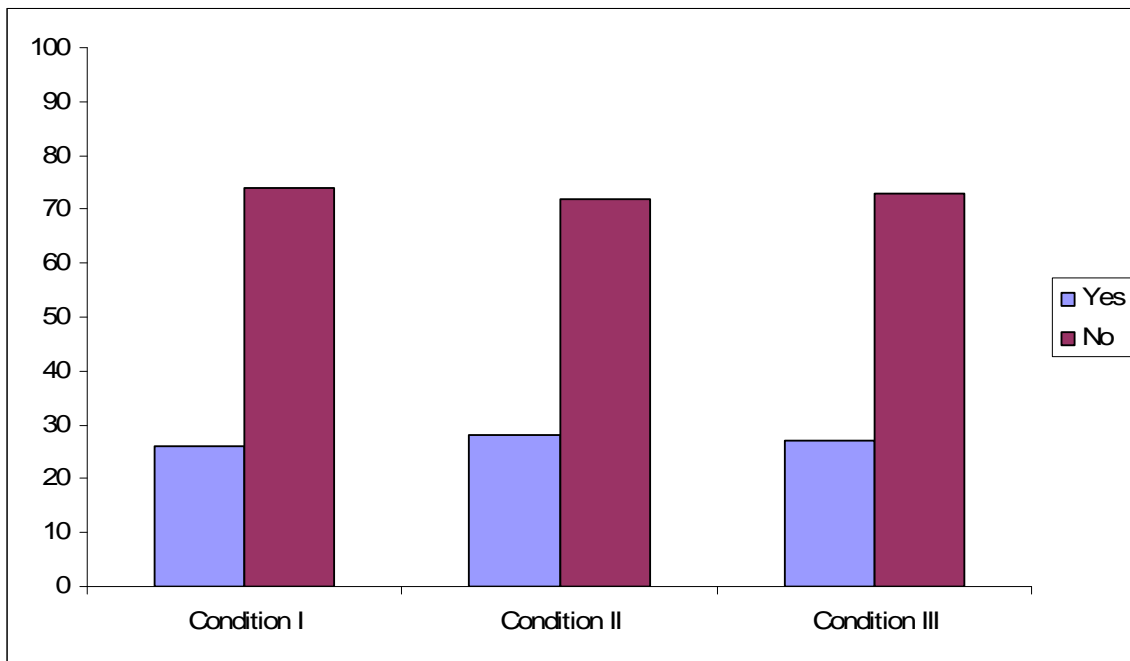
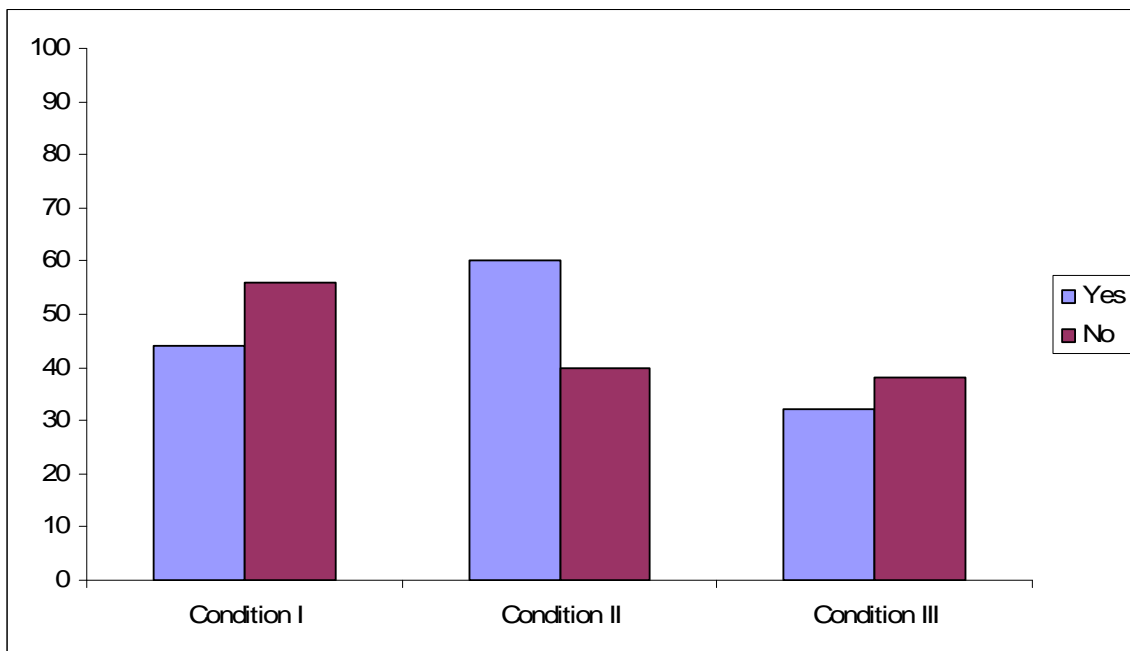


Figure A18: Self Reported Permit Levels by Condition in 2006 (%)



As we have already noted the intervention strategy varied between Condition I and II. In the former case catering employers were visited and information on employment legislation was left with them. It is possible that there may be some evidence of this strategy in the Year 11 data set.

To gain some insight to the underlying changes in permit levels across the different job types we will consider the distribution of self reported permits in 2004 and 2006. Focusing on all current workers, Figure A19 and A20 (page 45 and 46) show the percentage of self-reported permits within each job sector.

Figure A19: Self Report Permit Levels by Job Type in 2004 (%)

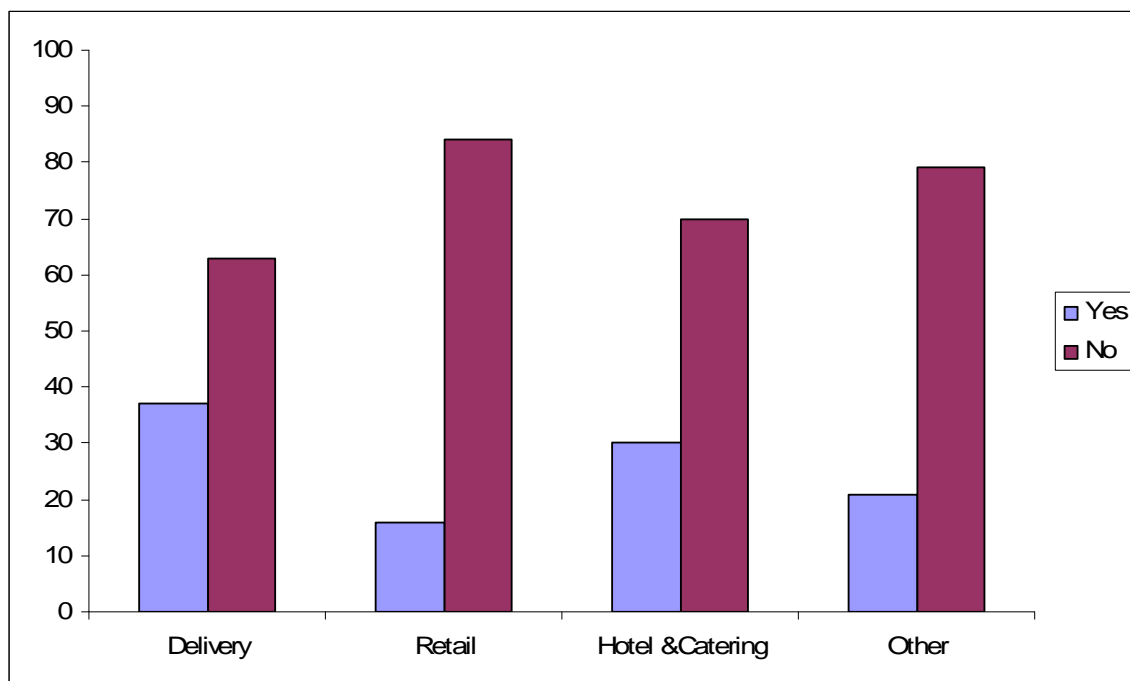
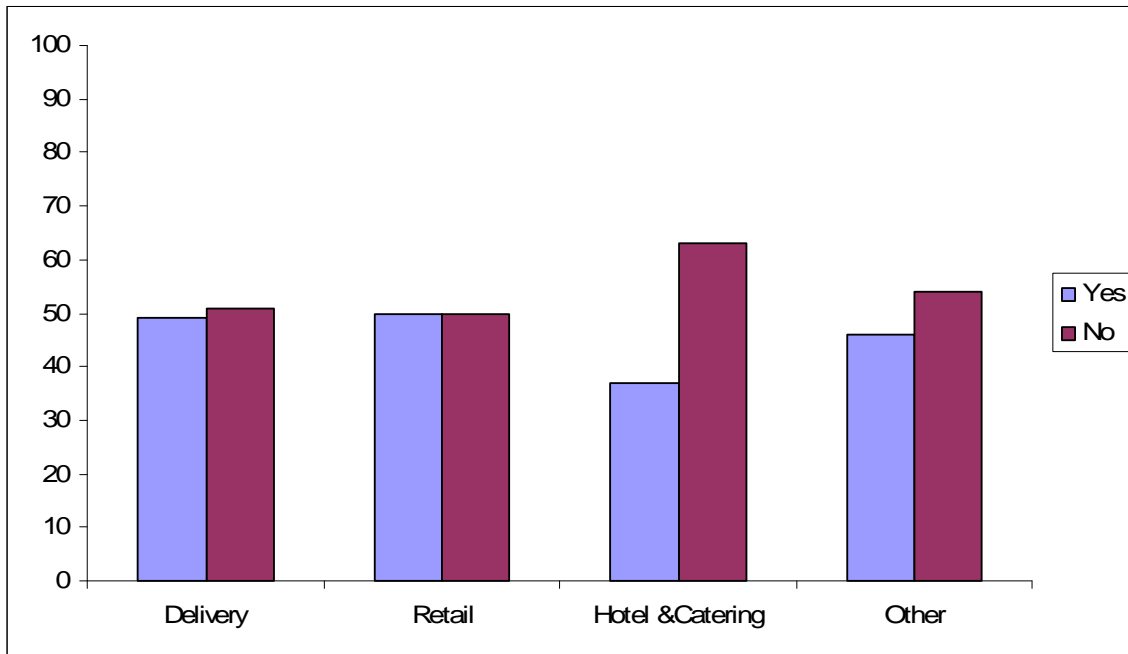


Figure A20: Self Report Permit Levels by Job Type in 2006 (%)

A comparison of the number of students with permits within each job sector pre- and post-intervention failed to find any significant variation ($\chi^2 = 5.00$, $df = 3$, $p > 0.05$) suggesting that the strategy of targeting catering employers had not resulted in more permits being reported in this sector.

Since this analysis is based on all current workers we might anticipate that any effects are more likely to be found at the level of the individual interventions. As we noted within Year 10 the sample sizes start to introduce some constraints on the extent to which we can analyse this data.

In the case of Condition I Figure A21 and A22 (page 47 and 48) show the percentage of current workers with permits within each job sector. As we already noted Delivery work is rare in this area due to the rural nature of the locality and in 2004 and 2006 none of the Year

11 students were employed in this sector. As we can see from a comparison of the 2004 and 2006 profiles the percentage of self reported permits has increased across all of the job sectors; however, the change in Hotel and Catering is small (2004: 37% ; 2006: 43%). The largest change is to be found in the Retail sector. This would lead us to conclude that within the Year 11 data set the strategy of targeting catering employers has not produced a major change in the number of employees with permits in this sector.

Figure A21: Condition I: Permits and Job Type 2004 (%)

