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ADULT FURTHER EDUCATION

Outcome based success
measures: Experimental Data
2010/11

AUGUST 2014

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Introduction

Background

1. The measures in this report make use of a new source of data that provide a comprehensive estimate of employment, benefits, and learning activity over time, both before and after study. The data has been used here to provide experimental data for a new set of outcome based success measures for publicly funded post-19 Further Education (FE) and skills in England. However, this is a first step in using these new data which have a broad range of potential applications, and are capable of producing other rich complementary sets of measures.
2. Previously the employment data has been used to support research into the economic value added by Further Education qualifications, and here, in tandem with education data, it is used to show more immediate outcomes of learners after completion of their study. The experimental data refers to adult learners completing publicly funded courses in the 2010/11 academic year for comparability with the most recent from FE Choices data, published in May 2014, and the measures focus on three core areas:
 - Learner **Destinations** – into employment or further learning.
 - Learner **Progression** – to a higher level qualification.
 - **Earnings** – following completion of learning.
3. Together with existing measures of achievement through Qualification Success Rates, the measures have the potential to provide a rounded picture of provider performance which has a wide range of potential applications. Moving forward, it is anticipated that data on learner outcomes will serve as an important accountability tool, both for FE providers on the quality of their post-19 provision, and awarding organisations for the quality of their qualifications.
4. These measures are experimental, and have been published for transparency as well as to develop an initial view of how to make full use of them to support the FE sector. This publication provides the headline outcomes for destinations and progression, and also showcases some features of the data that are important for their interpretation. The type of provision offered and the clientele that providers work with are just two of the considerations that should be taken into account to understand that a low rate does not necessarily equate to poor performance. Therefore it is not recommended to use the data to compare provider performance at this stage.
5. This release has been published alongside a consultation which will inform how these measures will be used in the future, and where they can most effectively be published to meet user needs. Further details on this and how to respond are available on the consultation page of gov.uk here:
<https://www.gov.uk/government/consultations/adult-further-education-how-do-we-measure-success>

6. The data are complex and have many uses, including as a possible replacement for the current destinations data used in FE Choices that is used to inform choice between providers for learners. The data have robust coverage allowing detailed estimates at a provider level, limited only by organisation size for smaller providers where disclosure rules prevent data from being published. However, the datasets are an evolving source and further developments are planned to include, for example, information on the self-employed. The responses to the consultation will help to inform the most important areas to develop the data to make it as useful as possible.
7. Further data is planned for release in November 2014 alongside responses to the consultation. This is expected to cover FE learners completing study in the 2011/12 academic year, and also to provide further information on qualifications.

Contact details

8. Please read the Questions and Answers document and the Technical Annex which have been produced to accompany the release of these experimental data and the consultation. These are on gov.uk on the same page as the experimental data: <https://www.gov.uk/government/publications/adult-further-education-outcome-based-success-measures-experimental-data-2010-to-2011>
9. However if you require more information on either the data presented in this report or how it should be used, ahead of a response to the consultation, please use the contact details below.

Mailbox FESuccessMeasures@bis.gsi.gov.uk

Press Office BIS Press Office on 020 7215 3234

Website www.gov.uk/bis

The measures

Learning covered by these measures

10. The measures cover all adult learners that completed an eligible FE learning aim in the 2010/11 academic year and were funded either by the Skills Funding Agency through the Adult Skills Budget or the Offender Learning and Skills Service (OLASS). This includes adult (19+) Apprenticeships. Whilst within scope of the measures, the outcomes of OLASS learners are reported separately to the main numbers for transparency whilst further work continues to understand and develop the measures for this group.
11. The measures do not cover Adult Community Learners, Education Funding Authority funded learners, Apprenticeships for 16-18 year olds, or any other learners under the age of 19 in 2010/11.
12. Outcomes are reported on a learner, rather than learning aim basis. Where a learner completes more than one aim in the academic year, outcomes are reported against their highest level completed aim. Full details on how the highest aim is selected can be found in the Technical Annex which accompanies this publication.

Measure definitions

13. An outline of the destinations and progression measures is given below, and a full description of these and the data that is used to produce them can be found in the Technical Annex.

Measure 1: Destinations

14. This measure shows the proportion of all adult learners who progress to a sustained positive destination following completion of their FE learning, either into learning or employment (or both).
15. Beyond the headline measure there are three further measures
 - **Sustained learning** – the proportion of all adult learners who are in sustained learning, regardless of economic activity.
 - **Sustained employment** – the proportion of adult learners in sustained employment.
 - **Sustained employment for benefit learners** – the proportion of adult learners in sustained employment that were claiming benefits (subject to more stringent labour market requirements) the day before the start of their training.
16. In the first instance the measures have been chosen to be consistent with the destinations measures used for 16-19 accountability. They indicate the potential of

how the data can be used, and responses to the consultation will inform their final design. In these measures, employment and learning outcomes are measured according to activity in the six month October to March period following the end of the academic year in which the learning aim took place. For

- **Sustained learning** – learners must be learning in all six months between October 2011 and March 2012.
- **Sustained employment** – learners must be in paid employment in five out of six months between October 2011 and March 2012.
- **Sustained employment for benefit learners** – as for sustained employment, but only for learners claiming either Job Seeker's Allowance (JSA) or Employment Support Allowance (ESA) in the Work Related Activity Group (WRAG) on the day before their training started.

Secondary destination measures

17. In recognition that the sustained learning measure above may not reflect the full value of further learning at all levels, a secondary measure is presented showing all learning, again similar to that used for 16-19 accountability.
 - **Learning (non-sustained)** – learners must be in learning at some point between October 2011 and March 2012.
18. A measure showing *any* positive destination is also presented, taking into account this non-sustained learning measure. These are shown to provide further information on the activity of learners, and also to support questions covered by the consultation.

Measure 2: Progression

19. The progression measure is designed to complement the sustained learning and other destination measures. It shows the proportion of learners that achieve a qualification at a higher level than any they held at the start of the academic year. It only covers those learners on aims that result in a Full Level 2 or Full Level 3 and shows the proportion of Full Level 2 or Full Level 3 achievers that achieve it for the first time.
20. This measure is intended to cover 19-24 year olds, however at this stage it is restricted to show 19 and 20 year olds, and it will be developed further post consultation. For learners completing eligible aims in 2010/11, 19-24 year olds cover 25% of adult learners, and 19-20 year olds cover 11% of adult learners. The measures work together to provide further insight and a richer picture of learner pathways, feedback would be welcomed in the consultation around the areas to focus development.

Measure 3: Earnings

21. It is acknowledged that earnings estimates are a more challenging area when observing outcomes, as compared to employment rates, a learner's earnings are much more likely to be influenced by other factors such as their prior work

experience. Initial experimental earnings data were published in January 2014 showing the average earnings of learners in the first year after achieving Full Level 2 and 3 qualifications. These data covered achievers in the 2009/10 academic year, and showed national figures by Sector Subject Area and Local Enterprise Partnership area.

22. The earnings data are at an earlier stage in terms of understanding the best way to use it, and in particular how to use it to support informed learner choice. New research to help inform the future use of the earnings data, conducted by Warwick Institute of Employment Research and Cambridge Econometrics, is available through the link below.

Adult Further Education Learners: Matched data earnings analysis
Cambridge Econometrics and Warwick Institute of Employment Research (Aug 2014)
<https://www.gov.uk/government/publications/adult-further-education-learners-matched-data-earnings-analysis>

Coverage and robustness of the data

23. The measures are calculated using administrative data sources already held by the Government, placing no additional burden on providers, individuals or employers to collect new information. Learner records are linked to DWP and HMRC data to observe benefit and employment activity, and to other education datasets to observe prior and post learning activity. These matching exercises are robust and achieve very high match rates¹, and so provide representative coverage for FE learners. The measures are therefore robust estimates of the official information held on an individual's learning and employment activity. Currently the data does not include the self-employed, but it is intended to develop other HMRC datasets to overcome this limitation in the future. Further details on the data sources used to create all the measures can be found in the Technical Annex.
24. The measures in this publication refer to learners completing training in the 2010/11 academic year. This is the first set of experimental data and in the future data will be available more quickly – the destinations of 2014/15 completers would be published before the end of the 2016/17 academic year. By this point there will be a five year time series of outcomes data, which will provide further context to show how outcomes vary across years both nationally and for individual providers. Furthermore, as the measures are created using administrative rather than survey data, any alterations to their definitions that arise from responses to the consultation can be applied back to prior years to ensure a consistent approach across all years.
25. The timing of publishing further data is driven by a combination of the reference period being measured, the processing time to collect the data, and the time to

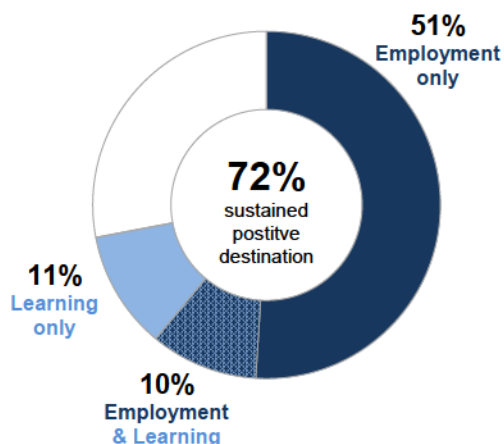
¹ For the learners covered by these measures 86% are matched to DWP/HMRC data, and this rises to 96% for apprenticeships, providing excellent coverage. The match rate has improved since 2010/11; however it would not be expected to reach 100% for a number of reasons, not least as the unmatched learners may have had little interaction with the tax and benefits system.

analyse the data and produce the measures. The 'sustained' nature of the destination measures require a wide reference period, but if the reference period was changed, or other non-sustained measures were of interest, then it may be possible to produce more timely data. Additionally, some data are available more quickly than others, so partial information could be released earlier. This is the case for employment data, where if in addition a slightly different reference period was chosen, then an employment measure could potentially be produced before the end of the 2015/16 academic year (for 2014/15 completers).

National data

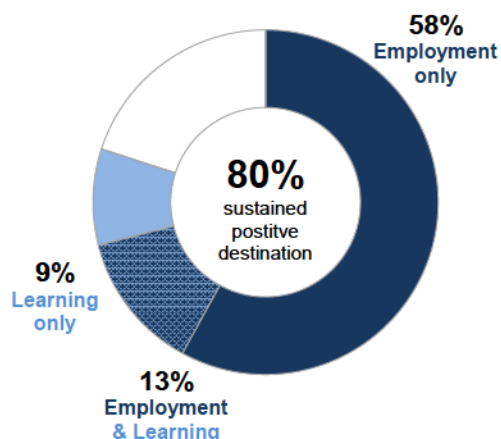
Headline outcomes

26. Out of the total 1.5 million learners that completed an eligible course in 2010/11



- **72%** had a sustained positive destination, into either employment or learning.
- **61%** were in sustained employment, of which 10% were in also in sustained learning.
- **21%** were in sustained learning, of which 10% were in also in sustained employment.

27. For completers with a Full Level 3 as their highest qualification



- The sustained positive destination rate rises to **80%**.
- The sustained employment rate rises to **71%**, of which 13% were also in sustained learning.
- The sustained learning rate rises to **22%**, of which 13% were also in sustained employment.

28. Using the secondary, non-sustained learning measure, requiring learning at any point between October 2011 and March 2012 rather than in all of the six months

- The learning rate increases from 21% to **33%**...
... and for learners with Entry/Level 1 English and Maths as their highest qualification it increases from 31% to **47%**.
- The positive destination rate increases from 72% to **77%**...
... and for learners with Entry/Level 1 English and Maths as their highest qualification it increases from 60% to **69%**.

29. Out of the total 135,000 learners that completed an eligible course in 2010/11 and were claiming JSA or ESA (WRAG) immediately before the start of their course

- **34%** were in sustained employment, which rises to **44%** for Full Level 2.

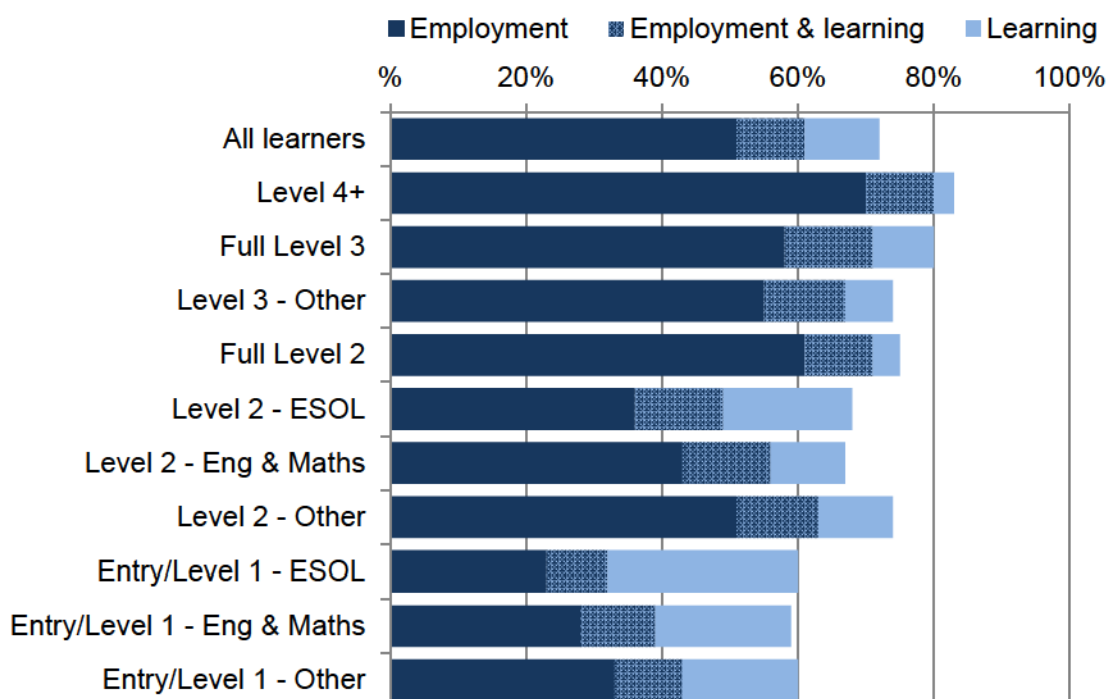
30. Out of the 121,000 learners aged 19-20 achieving either a Full Level 2 or Full Level 3 qualification in 2010/11

- **71%** achieved a Full Level 3 for the first time.
- **32%** achieved a Full Level 2 for the first time.

Breakdowns for destination rates

31. The headline figures quoted above are broken down separately for age band, gender, apprenticeships, highest qualification level, learning difficulty/disability and ethnicity. These figures can be found in the Annex to this document, and also on gov.uk on the experimental data page:
<https://www.gov.uk/government/publications/adult-further-education-outcome-based-success-measures-experimental-data-2010-to-2011>
32. The breakdowns show the variation that exists beneath the headline rates, in particular for highest qualification level. As shown in the chart below, learners completing Entry/Level 1 courses as their highest qualification are more likely to have positive sustained learning outcomes, against learners completing Full Level 2 and 3 courses that in turn are more likely have positive sustained employment outcomes.

Figure 1 Positive sustained employment destinations are more likely for learners completing higher level qualifications



33. Learners completing Apprenticeships have a higher sustained positive destination rate (84%) compared to Skills courses (70%). Additionally for Apprenticeships, 82% were in sustained employment, meaning just 2% were solely in sustained learning (i.e. not in sustained employment at the same time).

34. The destination rates by age follow a similar pattern, with the most marked differences for older learners. By gender, women have a higher sustained positive destination rate (74%) compared to men (69%). The sustained employment rates are the same for both men and women (61%), but women have a much higher sustained learning rate (24%) compared to men (17%).
35. The outcomes for learners reported with a learning difficulty or learning disability are noticeably different to the rest of learners. The sustained positive destination rate (64%) is slightly lower than the rate for all learners, but there is a more even spread of those that were in sustained employment (41%) and those that were in sustained learning (32%). This largely reflects that within these measures, learners with a learning difficulty or disability are more likely to be studying Entry and Level 1 qualifications which tend to have a more equal share across learning and employment destinations.

Secondary destination measures

36. Using the secondary (non-sustained) learning measure, the increase in the positive destination rate (5%) is far less than the increase for the learning rate (12%) as many of those captured in the non-sustained learning measure are also in sustained employment, so already included through that measure.
37. Provider data is discussed in full in the next section, but under the non-sustained learning rates the positive destination rates increase for nearly all providers so the story does not change significantly. For example
 - Out of the 20 per cent of providers with the lowest positive destination rates, **91%** of them are still amongst the lowest 20 per cent using the non-sustained measure.
 - Out of the 20 per cent of providers with the highest positive destination rates, **92%** are still among the highest as their overall rates are largely driven by high employment outcomes.

Breakdowns for progression rates

38. In addition to the headline rate, the progression measure has also been published by provision type to show the rates for apprenticeships. Learners achieving an Advanced Apprenticeship are less likely to be achieving a Full Level 3 for the first time (59%) compared to other learners (78%). Similarly, Intermediate Apprenticeship achievers are less likely to be achieving a Full Level 2 for the first time (21% compared to 43%). Additional breakdowns have not been presented at this stage, and further work is required to understand the other factors that are driving the rates.

OLASS learners

39. Destination rates are also presented at the national level for 70,000 OLASS learners completing eligible learning in 2010/11. Whilst outcomes have been published, further work is required to understand whether the measures are appropriate for this group of learners. For example, OLASS learners are less likely to be engaged in learning that follows the academic year cycle, and also it may be more relevant to measure employment outcomes post release, rather than post completion.

Provider data

Headline outcomes

40. Out of 792 providers for which outcomes data is published
- The median² (middle) sustained positive destination rate across all providers is **76%**.
 - A fifth of providers have a sustained positive destination rate of at least **85%**.
 - A fifth of providers have a sustained positive destination rate of **67%** or lower.
41. To best understand complex provision mix, the simple average rates for a provider must be interpreted carefully as the lower rates can often hide positive outcomes. Therefore the headline rates need to be analysed with other breakdowns to fully understand what is driving them.

Breakdowns for destination rates

42. Detailed tables and reports showing additional breakdowns for each provider have been published alongside this report. These also show the median, and upper and lower ranges for rates across all providers, and also for similar provider types, and can be found on gov.uk on the experimental data page:
<https://www.gov.uk/government/publications/adult-further-education-outcome-based-success-measures-experimental-data-2010-to-2011>
43. As with the national data, the sustained positive destination rate for a provider will be heavily dictated by the type provision that it offers. For example
- For providers with learners completing a Full Level 3 as their highest qualification, 80 per cent of them have a sustained positive destination rate for that provision of at least **76%** and a fifth have a rate of at least **86%**.

Other factors influencing destination rates

44. The characteristics and background of the learners will also have an impact on the outcome rates for each provider. For example, providers with a high proportion of learners claiming JSA or ESA (WRAG) prior to the start of their learning are likely to have lower sustained positive destination rates, in line with the national average, as would providers with high proportions of other disadvantaged groups.

² This is not the same as the average national rate. The reason for the difference is because here we are comparing providers, whereas in the previous section the measure is intended to give a national picture of all relevant learners in all providers. The median is calculated by ranking all providers' destination rates and taking the value at which half of providers fall above and half fall below.

45. Some specialist providers focus on single qualifications, and in these cases their outcomes need to be considered in the context of national outcomes for that qualification. For example, if nationally a qualification has low outcomes due to the nature of that qualification then providers solely offering that qualification are likely to have a low positive destination rate, but this may still be high compared to the rates observed for similar providers. Outcomes have not been published at an individual qualification level, but further data looking at qualifications is planned which will provide further insight into what is driving the rates.
46. The employment measure is a simple observation of the learners in paid employment between October 2011 and March 2012. It does not require the employment to be new or changed since the learning completed, nor does their job need to directly relate to the training completed by the learner. This should be noted particularly for apprenticeships, where some schemes are targeted at existing employees and others are taking on new staff. Furthermore, the rates are not adjusted to account for local labour market conditions, i.e. the availability of jobs, so should be viewed in the appropriate context (outcomes by Local Authority are covered in the next section).
47. The main limitation of the employment measure is that it does not cover destinations into self-employment. In certain sectors, like construction, self-employment accounts for a much higher proportion of employment than other sectors. Although evidence from the Prior Qualifications Survey suggests self-employment immediately after training is about half as likely as the national average, providers with a very high proportion of construction courses are likely to have lower than expected employment rates. Work is being done to utilise alternative HMRC data to cover the self-employed in the future, but currently this will impact the rates for certain providers that, for example, specialise in construction courses. However, for most providers it will not have a significant effect, as learners more prone to enter self-employment normally form only a very small proportion of the overall provision.

Local Authority District data

48. Outcome data is presented for 325 out of 326 English local authority districts, and is based on the home postcode of the learner. Overall
- The median (middle) sustained positive destination rate across all local authorities is **74%**.
 - A fifth of local authorities have a sustained positive destination rate of at least **77%**.
 - A fifth of local authorities have a sustained positive destination rate of **70%** or lower.
49. The local authority refers to where the learner was registered as living whilst studying in 2010/11, it does not necessarily mean their subsequent learning or employment was in the same area, though for most learners they are likely to be closely related.
50. There are much smaller differences in sustained positive destination rates across local authorities than there are for providers. The local labour market conditions, i.e. availability of jobs, will have an influence on the sustained employment rates for that area. This can be seen to some extent through the other destination measures, as local authorities with large proportions of benefit learners tend to have lower sustained positive destination rates.
51. The local authority data here has been presented for information, and further work is required to fully understand what is driving the observed rates and how they fit with other local indicators. It provides an indication of the variation that exists when examining the data by location, and in the future other geographies such as Local Enterprise Partnership areas could be considered. Initial analysis suggests that the combination of the varied mix of provision offered across providers, and the different characteristics of the learners undertaking that provision, means that the relationship between the sustained employment rates and the local employment rates is not as strong as might otherwise be expected.

Other publications & next steps

52. The matched DWP and HMRC administrative datasets used to derive the employment destinations measure have a wide range of applications, and in particular have been used previously to support research into the economic value added by Further Education qualifications. This has shown, for example, that learners who achieve an Advanced Apprenticeship earn, on average, 17% more in employment than similar individuals who start but do not achieve. This figure is a simple average of the annual returns over years four to seven after attainment of the qualification. The most recent research is available on gov.uk through the links below.
 - Estimating the labour market returns from qualifications gained in English Further Education using the Individualised Learner Record (ILR)
Franz Buscha and Peter Urwin (2013)
<https://www.gov.uk/government/publications/estimating-the-labour-market-returns-from-qualifications-gained-in-english-further-education-using-the-individualised-learner-record-ilr>
 - A disaggregated analysis of the long run impact of vocational qualifications
London Economics (2013)
<https://www.gov.uk/government/publications/disaggregated-analysis-of-the-long-run-impact-of-vocational-qualifications>
53. Additionally, the matched DWP data is used to produce a joint BIS-DWP publication showing statistics for learners who were on benefits at the start of learning.
 - Further education for benefit claimants: June 2014
<https://www.gov.uk/government/statistics/further-education-for-benefit-claimants-2012-to-2013>

Next steps

54. The measures in this publication are experimental, and have been published for transparency and to support the consultation which will inform their future use. Further data covering FE learners completing study in the 2011/12 academic year are being developed and are planned for release in November 2014 alongside responses to the consultation. The next release of data will also look at the potential of providing more qualification level data, primarily with a view to using it to support informed learner choice.
55. Additionally, work will continue to further improve the underlying administrative datasets that inform the measures, and in particular explore the best options to include self-assessment data to capture the outcomes of the self-employed and provide a more complete picture of employment. This will support the measures in this publication, but also many other applications of the data, including for research purposes.

Annex: National data

Table 1 Adult (19+) Further Education Outcome Based Success Measures National Summary, 2010/11

Adult Skills Budget Funded Learners								
	Total Learners						Benefit Learners	
	Completions	Sustained Employment Rate	Sustained Learning Rate	Sustained Positive Destination Rate	Learning Rate	Positive Destination Rate	Completions	Sustained Employment Rate
Total	1,491,200	61%	21%	72%	33%	77%	135,000	34%
Gender								
Female	814,800	61%	24%	74%	38%	79%	54,500	34%
Male	676,400	61%	17%	69%	27%	74%	80,500	33%
Age								
19-24	377,000	62%	27%	74%	38%	79%	36,700	34%
25-49	884,500	62%	20%	72%	32%	77%	79,200	34%
50+	229,300	57%	16%	66%	29%	73%	19,000	31%
Provision								
Skills	1,351,100	59%	22%	70%	34%	76%	131,500	33%
Apprenticeships	140,100	82%	15%	84%	24%	86%	3,500	62%
Level								
Entry/Level 1 - Other	156,900	43%	27%	60%	43%	69%	17,100	29%
Entry/Level 1 - Eng & Maths	211,000	39%	31%	59%	47%	69%	42,700	25%
Entry/Level 1 - ESOL	41,200	32%	37%	60%	54%	72%	4,900	18%
Level 2 - Other	51,600	63%	23%	74%	41%	81%	2,700	40%
Level 2 - Eng & Maths	116,300	56%	24%	67%	40%	74%	18,500	33%
Level 2 - ESOL	1,800	49%	32%	68%	50%	78%	100	30%
Full Level 2	578,500	71%	14%	75%	24%	78%	34,500	44%
Level 3 - Other	30,800	67%	19%	74%	35%	80%	1,700	47%
Full Level 3	256,800	71%	22%	80%	30%	83%	11,100	45%
Level 4+	22,000	80%	13%	83%	22%	85%	800	48%
Not assigned	24,300	46%	33%	67%	53%	77%	1,000	34%

Adult Skills Budget Funded Learners								
	Total Learners						Benefit Learners	
	Completions	Sustained Employment Rate	Sustained Learning Rate	Sustained Positive Destination Rate	Learning Rate	Positive Destination Rate	Completions	Sustained Employment Rate
Total	1,491,200	61%	21%	72%	33%	77%	135,000	34%
Learners with Learning Difficulties and/or Disabilities								
Learning Difficulties/Disability	168,400	41%	32%	64%	46%	73%	17,300	30%
No Learning Difficulties/Disability	1,252,900	64%	20%	73%	31%	78%	109,600	34%
Not Known/Not Provided	69,900	56%	20%	66%	33%	73%	8,100	37%
Ethnicity								
Asian/Asian British	148,100	44%	27%	62%	40%	69%	17,600	24%
Black/African/Caribbean/Black British	113,100	48%	33%	68%	47%	76%	19,900	32%
Mixed/Multiple Ethnic Group	30,500	51%	29%	67%	42%	74%	4,200	32%
White	1,134,800	65%	19%	74%	31%	78%	85,600	37%
Other Ethnic Group	38,900	43%	30%	63%	44%	72%	5,400	21%
Not Known/Not Provided2	25,800	55%	21%	66%	34%	73%	2,300	29%

Table 2 Adult (19+) Further Education Outcome Based Success Measures OLASS Summary, 2010/11

OLASS Funded Learners								
	Total Learners						Benefit Learners	
	Completions	Sustained Employment Rate	Sustained Learning Rate	Sustained Positive Destination Rate	Learning Rate	Positive Destination Rate	Completions	Sustained Employment Rate
OLASS (not incl. in totals above)	70,000	14%	7%	21%	32%	42%	1,100	14%

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BIS/14/1004