

<b>CHILDREN AND EDUCATION SCRUTINY COMMITTEE</b>	AGENDA ITEM No. 8
<b>1 MARCH 2018</b>	<b>PUBLIC REPORT</b>

Report of:	Adrian Chapman, Service Director, Communities and Safety Pat Carrington, Assistant Director Skills and Employment / Principal	
Cabinet Member(s) responsible:	Cllr Ayres, Cabinet Member for Education, Skills and University	
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**COMMUNITY EDUCATION INCLUDING APPRENTICESHIP PROVISION**

<b>RECOMMENDATIONS</b>	
<b>FROM:</b> Assistant Director Skills and Employment / Principal	<b>Deadline date:</b> N/A
It is recommended that Children and Education Scrutiny Committee review the report and ask for further clarity / exploration.	

**1. ORIGIN OF REPORT**

1.1 This report is at the request of the Scrutiny Committee with Cllr Dowson asking for a specific update on Community Learning.

**2. PURPOSE AND REASON FOR REPORT**

2.1 To give an update on City College Peterborough (CCP) since the last report to the Scrutiny Committee in January 2017, with specific emphasis on:

- Apprenticeships
  - The national context and picture
  - Local context and picture, including what City College Peterborough (CCP) and Peterborough Regional College (PRC) are doing in the apprenticeship arena
  - Peterborough City Council's Levy and their public-sector apprenticeship target for apprenticeships
- Adult Learning (including Community Learning)
  - The national context
  - Local background
  - Current picture
  - The future of Adult Learning

2.2 This report is for Children and Education Scrutiny Committee to consider under its Terms of Reference No 2.1

1. Education, including

a) University and Higher Education;

- b) Youth Service;
- c) Careers; and
- d) Special Needs and Inclusion.

## 2. Adult Learning and Skills

2.3 This report links to the corporate strategies as:

All of the work delivered by City College Peterborough (CCP) is delivered in line with its objectives to:

1. advance education
2. advance health
3. relieve unemployment
4. relieve poverty

and as such still cuts across a number of priorities in the corporate strategies, including the Communities Strategy, the Joint Strategic Needs Analysis (JSNA), the Poverty Strategy and Peterborough Health and Well-Being Board, Health and Wellbeing Strategy by helping Peterborough residents improve their skill sets, raise potential and aspirations and by having a direct impact on individuals' social and economic wellbeing in Peterborough. The service offered by CCP is to deliver learning opportunities that support local need and help improve the social and economic wellbeing of local residents and communities, working with families, young people and adults with a particular emphasis on the disadvantaged and vulnerable.

This is especially true of the main themes of this report around apprenticeships and community learning.

2.4 This report links to the Children in care Pledge as it aligns to Corporate Parenting Champion themes of:

- o Education attainment and access to higher education.
- o Employment and training opportunities within the council departments and partner agencies.

## 3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	<b>NO</b>	If yes, date for Cabinet meeting	N/A
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## 4. BACKGROUND AND KEY ISSUES

4.1 City College now employs 240 staff, supports circa. 5,000 people (over 380k hours of support), has 5 permanent venues, manages the PCC rooms at the Library and runs 2 Community Serve Hubs.

The college's national, regional and local profile is still growing and thus that of Peterborough, with its Principal and Senior Leadership Team getting further involved in national steering groups that also help inform Policy. Examples of this include the Principal as Chair of Hoxex (national organisation representing adult and community learning) and who has a seat as a Founding Member (alongside the Chair of the Association of Colleges and the Chair of the Association of Employment Learning Providers) at the Education Training Foundation (ETF) the government-backed, sector-owned national support body for the Further Education and Training sector. She was also recognised in the Queen's Birthday honours list for her services to Further Education and the Community of Peterborough with an MBE and one of the College tutors was also recognised with the awarding of the British Empire Medal.

## 4.2 APPRENTICESHIPS

### National picture

Apprenticeship skills training has a vital role to play in supporting the Government's Industrial Strategy, the social mobility agenda, improvements in workforce productivity and meeting the labour market challenges posed by Brexit.

The Apprenticeship skills landscape has changed significantly with the start of the apprenticeship levy in May 2017 and the re-run of the non-levy apprenticeship procurement during October 2017. Official statistics published<sup>1</sup> in late October 2017 report a 59% decline in apprenticeship starts after the levy's launch.

As far as the Government's 3 million manifesto target, the published statistics<sup>1</sup> are raising concerns about how the new funding system for apprenticeships is already having a negative impact on social mobility. The main concerns are that the reforms are leading to fewer 16 to 18 year old (just 15%) apprentices being recruited, and fewer apprentices of all ages starting the programme at the lower levels. Some of the sectors badly affected, such as hospitality and care, are critical in terms of skills needs post-Brexit.

This is because the new levy funding system for apprenticeships has generated a set of incentives which encourages employers to focus their programmes on adults and at management level instead. But this also results in adults being given fewer opportunities in lower level apprenticeships to improve their skills.

Many small businesses are not engaging in the apprenticeship programme since the new regime requires them to make cash contributions towards the cost of the training and assessment, while employers of all sizes are frustrated with a new rule requiring that the off-the-job training within an apprenticeship must take up at least 20% of normal working hours. Employers include NHS Trusts and commercial companies who say that they can't afford to lose 'productive' workers for so long.

Other national challenges include the large differential in post-16 funding between English and maths taken as part of an apprenticeship (£471) and that available for the same subjects in the form of classroom provision (£724). Research shows that many providers deliver the learning at a loss within an apprenticeship and national training advocates<sup>2</sup> believe that all English and maths delivery for apprentices should be funded as a minimum at the equivalent stand-alone rate.

### Local picture

In Peterborough, we are using strategies to reverse this national picture with some success.

The total number of Apprenticeship starts during 2016/17 up to the end of quarter one in Peterborough are detailed in Fig 1 below<sup>3</sup>. Apprenticeship starts at City College Peterborough have remained in line with the previous 3 years data set.

There has been an increase in the number of 16-18 starts at City College Peterborough from 22% to 32%, which shows the internal strategy to increase this cohort is having a positive effect and is helping to meet the Government agenda. The strategy includes recruiting a youth worker, providing information, advice and guidance in schools and referrals from the Careers Enterprise Company.

Peterborough City Council has a levy pot which is calculated at 0.5% of their gross annual salary cost. This includes contributions from grant maintained schools. They have a public-sector

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<sup>1</sup> First Statistical release ESFA October 2017, <http://www.bbc.co.uk/news/business-42092171>

<sup>2</sup> AELP Submission: #43 October 2017

<sup>3</sup> <https://www.gov.uk/government/statistical-data-sets/fe-data-library-apprenticeships#apprenticeship-starts-and-achievements>

apprenticeship target to meet within their own workforce that is calculated at 2.3% of headcount. This is published and reportable to the Department of Education on an annual basis.

As Peterborough City Council's training arm, City College Peterborough are delivering their apprenticeships throughout the council. With a target of 34 apprentices to be achieved by October 2018, to date there are 14 council employees enrolled onto their training, including leadership and management, public service operative and lead care worker. A further 11 Leaders and Managers are due to start by March 2017 as part of the Leadership and Management Academy.

During 2016/17 City College Peterborough worked with 295 apprentices. Of the 185 apprentices who were new start with CCP in that year, 28% studied business administration (52 apprentices), 21% (39 apprentices) studied leadership and management, 20.5% (38 apprentices) studied childcare with a further 11% (20 apprentices) studying health and social care, 9% (17 apprentices) participated in customer service. The remainder of apprentices, in small cohorts, studied information technology, supporting teaching and learning in schools, social media, hospitality and catering.

In 2016/17 there were 1,405 PRC apprentices in learning across direct delivery and subcontractors. Apprenticeship provision is delivered across a range of sectors with the highest volume in Engineering and Manufacturing Technologies (157), accounting for 51% of all starts. The Retail and Commercial Enterprise sector accounted for 55 starts followed by Business and Administration (36) and Construction and Planning (31). PRC strategy is to increase direct delivery and reduce subcontracting where success rates have been historically poor. Direct delivery success rates have shown year on year improvement and in 16/17 were 64.1% (vice 56.7% for subcontracted). This year, 16-18 starts are 13% down compared to 2016/17. However, the 19-23 years and 24+ categories show growth of 7%. There are further starts planned for the remainder of 2017/18 across a range of vocational areas. The College is developing new apprenticeship standard provision to meet employer needs such as Food and Drink Maintenance Engineer.

### Impact and Outcomes

2016/17 - Age Profile of Apprenticeship Starts				
	16-18 starts	19 -24 starts	25 plus starts	Total starts
City College Peterborough	60	55	70	185
Peterborough Regional College	157	106	41	304

2016/17 Success Rates					
	Starts	Success rates	National benchmark success rates	Timely success rates	National benchmark timely success rates
City College Peterborough	185	83.6%	68%	80.48%	59%
Peterborough Regional College	Leavers - 690	59.3%	68%	54.3%	59%

## Peterborough Apprenticeship Data

### Quarter 1 (Aug - Oct) 2017/18

Age	Intermediate Apprenticeship	Advanced Apprenticeship	Higher Apprenticeship	Totals
Under 19	70	60	-	140
19-24	30	60	10	100
25+	50	50	30	130
Totals	160	170	40	360

### Full year 2016/17

Age	Intermediate Apprenticeship	Advanced Apprenticeship	Higher Apprenticeship	Totals
Under 19	220	120	10	350
19-24	260	170	10	440
25+	510	380	60	950
Totals	990	670	80	1,740

4.3

## ADULT SKILLS AND COMMUNITY LEARNING

### National Background to Adult Skills and Community Learning

Adult and Community Education covers a wide range of learning targeted as a vehicle that promotes social mobility and is of benefit to individuals and society as a whole including better health and well-being, increased employability and social engagement (University and College Union, 2016, Aggett & Neild, 2014).

Adult and community education has a reputation for delivering a strong return on investment with a Department for Business Innovation and Skills research paper, showing a £10 return to the economy for every £1 of Government investment for learning below level 2 and Fujiwara, 2012, states £1,160 of benefits for an adult engaged in part-time learning using the HM Treasury green book methodology.

Over the past 10 years, Adult Education have become very complex, and over recent years its identity has changed. Originally known as Adult and Community Learning, it then became Personal, Community and Development Learning (PCDL) of which there was an element for Neighbourhood Learning in Deprived Communities (NLDC); this was followed by Community Learning Trust Pilots, then Community Learning, which has now been subsumed into the Adult Education budget. This has resulted in a change to the funding rules with each identity and refinements to the funding criteria made each year.

During this time, Adult Education has been administered by three different government agencies and has come under two different government department, however from the academic year 2019-2020, this full budget (based on local residency) will move to the Combined Authority and they will decide what the budget is used for and who they will fund to deliver the work.

Over recent years, Government funding in this area has decreased in real terms by over 40%. Therefore, in order to ensure that we are able to continue to support local adult residents to improve their skills sets and therefore improve their work, career and pay prospects, alongside their health and wellbeing, there has been a need to be more innovative and agile in our approach and look to reduce backroom costs whilst attracting new income into the City for working with Adults.

## The Peterborough Picture

The skills agenda is a very large one so the approach that we have taken to skills to ensure all aspects are covered is to have an overarching statement and then to segment skills into three areas (shown below).

*Skills vision - To help address local need, reduce the skills gap, grow the economy, increase productivity, improve well-being, reduce worklessness and create strong, supportive and inclusive communities.*

*This approach consists of three core strands:*

- *Employment and labour market mobility,*
- *Education, skills and lifelong learning (including apprenticeships),*
- *Social inclusion and helping to combat poverty (including community learning).*

Over recent years, more and more organisations have engaged with this agenda as they know the value of learning to adults and there are now a number of groups that run sessions, for example, The University of the Third Age (U3A), who have been successfully running since 1992 and have circa 2,700 members.

## City College Peterborough

City College Peterborough (formally known as Peterborough College of Adult Education/ Peterborough Adult Learning Service), has always been committed to ensuring there is a wide offer to adults, even when, in the past 10 years there have been times the funders' directives has been to shift to a delivery model that only delivers core basic skills and those skills that would move people into employment. Although the college has maintained a wider offer, it has had to operate within whatever funding rules were in place at that time.

In order to demonstrate what the college has been doing in adult and community learning over the past 13 years, I have quoted below extracts from its Ofsted inspections going back to 2004. This covers numbers of learners, grades and comments made about community learning.

<b>Adult Learning Inspection (ALI) – pre Ofsted for Community Learning 2004</b>	
Grading	Overall Grade 3 of which: Leadership and Management Grade 3, Equality and Diversity Grade 3 Community Learning Grade 3 (average grade)
Learner numbers	2000 of which ¼ family learning, ¼ visual and performing arts, ¼ men, ¼ over age 65 and 12% ethnic minority learners.
Number of venues used	50
Narrative in inspection report regarding community learning.	Poor quality accommodation Learners on sport and leisure courses demonstrate good practical skills and fitness levels.... However, the retention rate is poor. Learners attain good skills in visual and performing arts Too much teaching in modern foreign language. The arrangements for quality assurance is incomplete.

<b>Ofsted Inspection 2008</b>	
Grading	Overall Grade 3 of which: Leadership and Management Grade 3, Equality and Diversity Grade 3 Community Learning Grade 3 (average grade)
Learner numbers	3,977.
Number of venues used	100 (not all in continuous use)
Narrative in inspection report regarding community learning.	Offers a flexible and responsive service working well with learners and City communities to meet their needs. Links with local and regional organisations are good and used well to the benefit of the learner. The achievement of skills in many cases is good and most learners significantly improve in confidence. Quality Assurance arrangements have been improved and are satisfactory overall.

<b>Ofsted Inspection 2011</b>	
Grading	Overall Grade 2 of which: Leadership and Management Grade 2, Equality and Diversity Grade 2
Learner numbers	4011.
Number of partners (no longer venues)	70
Narrative in inspection report regarding community learning.	The range of provision is excellent, accessible, welcoming and safe. Provision runs at convenient times including weekends. Attendance is high. The college works in close partnership with the voluntary, public and private sector to meet learner needs. The range of provision is excellent at meeting needs and interests of learners and users. Highly responsive to its community.

<b>Ofsted Short* Inspection 2016</b>	
Findings	Provider continues to be good (grade 2)
Narrative in short inspection report regarding community learning.	The work of the college continues to broaden and diversify, as a result more learners, often from disadvantaged groups, are participating in constructive education and social opportunities.  College leaders and governors work with community partners extremely well. Decisions taken by them are premised accurately on learner and community need.  The community learning programme enables learners and local residents to progress to new opportunities

\*Providers judged good for overall effectiveness at their most recent inspection will usually be inspected within three years from September 2015. This will usually be a short inspection but may be a full inspection where information suggests that this is the most appropriate course of action. A short inspection will determine whether the provider continues to provide a good standard of education/training for learners and that safeguarding is effective. A short inspection report will not make individual graded judgements. It will not change the provider's overall effectiveness grade. Inspectors will trigger a full inspection if they have insufficient evidence to satisfy themselves that the provider remains good, there are concerns about effectiveness or safeguarding, or there is sufficient evidence of improved performance to suggest that the provider may be outstanding.

### Ofsted grading Key

Grade 1 – outstanding, Grade 2 Good, Grade 3 – Unsatisfactory (until 2012, a grade 3 was satisfactory), Grade 4 Requir4es improvement

The short inspection report does not go into detail on learner number and monitoring data, so below is a table of City College Peterborough 2016/2017 data for Adult and Community Learning.

#### Adult learner numbers

Type of study	Learner no.	No courses	of	No Partners	of	No of Venues
Qualification	791	103				
No qualification	2140	376		71		48
Total	2,931	479		71		48

#### Age profile of adult learners

19-20	98
21-24	202
25-59	2192
60-64	158
65+	281

#### Success and Achievement rates

	<b>Success rates</b> (of those that start a course the % that pass)	<b>National bench mark success rate</b>	<b>Achievement rates</b> (of those that remain at the end of a course, the % who achieve their course targets.)
<b>Adult Skills (qualifications)</b>	90%	83%	
<b>Community Learning (non-qualification)</b>			96%

#### The Future of Adult Education

For the past few years, City College Peterborough has sought to find new ways of funding adult education alongside its core budget from the Education and Skills Funding Agency. It has successfully sourced alternative funding opportunities including funding from the Dept of Work and Pensions (DWP), Public Health, Dept. for Communities and Local Government (DCLG), National Careers Service, Local Enterprise Partnership (LEP) and being subcontracted to by other providers.

The work to source additional funding streams will continue. With the core budget (Adult Education budget), there are no plans for big changes in Government for the 2018-19 adult

education budget process and rules because reforms are scheduled for 2019 with the devolution of money and power to the Mayoral Combined Authorities (MCAs). This means that from 2019/20, the funding for the adult education budget for the residents of Peterborough and Cambridgeshire will move from the Education Skills Funding Agency (part of the Department for Education) to the Cambridgeshire and Peterborough Combined Authority for them to identify how this funding should be spent (outside of the statutory entitlement) and who they are to fund to deliver this work.

City College Peterborough remains committed to providing a diverse range of learning opportunities across the City and the Principal, in her role of Chair of Holesx will continue to be proactive in policy contributions, ensuring Adult and Community Learning contributes to new policy initiatives. The Principal has, in fact, secured a meeting in Westminster with the Minister for Skills in March to discuss with her the future of Adult Education and Community Learning.

## **5. CONSULTATION**

5.1 None

## **6. ANTICIPATED OUTCOMES OR IMPACT**

6.1 This report is for information only.

## **7. REASON FOR THE RECOMMENDATION**

7.1 This is an informational report and the recommendations have been made to ensure members have the opportunity to further explore any of the topics.

## **8. ALTERNATIVE OPTIONS CONSIDERED**

8.1 None

## **9. IMPLICATIONS**

### **Financial Implications**

9.1 None

### **Legal Implications**

9.2 None

### **Equalities Implications**

9.3 None

## **10. BACKGROUND DOCUMENTS**

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

- 10.1
- *Adult Learning Inspectorate Report on Peterborough LEA 03 March 2004*
  - *Ofsted Inspection Report, Peterborough City Council, 8 February 2008, Inspection no 319339*
  - *Ofsted Inspection Report, Peterborough City Council, 14 October 2011, Inspection no 375494*
  - *Ofsted Short Inspection Report, City College Peterborough, 8 February 2017,*
  - *First Statistical release ESFA October 2017, <http://www.bbc.co.uk/news/business-42092171>*
  - *AELP Submission: #43 October 2017*
  - *<https://www.gov.uk/government/statistical-data-sets/fe-data-library-apprenticeships#apprenticeship-starts-and-achievements>*

**11. APPENDICES**

11.1 None