

A City & Guilds Group Collaboration

# Flex for success?

# Employers' perspectives on the apprenticeship levy

January 2019

On 16 October 2018 skills development organisations City & Guilds and ILM, in collaboration with the Confederation of British Industry (CBI) and HR network Changeboard, ran a breakfast seminar with a select group of senior HR professionals to discuss the apprenticeship levy. The session investigated what greater flexibility employers would like to see in the use of the apprenticeship levy.

Following this, in November 2018 City & Guilds and ILM worked together with research agency Censuswide to carry out a survey of 765 people with decision making responsibility for apprenticeships who were working within businesses in England that pay the apprenticeship levy. This was done to gauge their experience of using the apprenticeship system to date and provide input about what could be done to improve it in the future. The survey was also shared with some of the CBI and Changeboard membership.

We asked a series of 20 questions to understand if employers were currently spending their levy, if they planned to spend more or less in the future and if making any changes to the current system would allow them to gain more value from their investment.



# Contents

- 1. Methodology
- 2. Kirstie Donnelly, MD City & Guilds and ILM foreword
- 3. John Cope, Head of Education and Skills CBI foreword
- 4. Quantitative research findings
- 5. Blockers and challenges
- 6. Flex for success?
- 7. Supply chain
- 8. Recommendations
- 9. About the City & Guilds Group



nd ILM foreword Skills CBI foreword

05
07
08
12
22
29
32
34

02

# Foreword

Introduced as a lever to stimulate employer investment in apprenticeships, the apprenticeship levy was seen by many as a positive step towards increasing spending on skills development by English businesses. However, has it led to an improvement in employer take up of apprenticeships and a more diverse range of people choosing to progress their skills though apprenticeships or has it encouraged employers to divert funding away from other skills investment to pay the levy, or worse not pay it at all and write it off as a tax?

We believe apprenticeships to be an essential tool for any employer looking to improve productivity and skills among their workforce yet we recognise that not enough businesses share this view yet. Since its introduction in 2016 the levy is predicted to have generated somewhere between £2.2 and £2.6bn of funding per year from approximately 50,000 companies in England. However, in the first year of its operation just 8% of the levy was estimated to have been spent. This figure has seemingly increased by the end of 2018 but without transparent reporting of apprenticeship levy spend, we are all left in the dark about the true extent to which employers have taken it up.

In October the Government announced it would begin a period of consultation with employers and others involved in the apprenticeship system and yet to date we've seen no detail about when this will happen. In advance of this consultation, and to help make sense of the different reports about apprenticeship take up, we spoke to 765 businesses about what barriers they still face in taking on apprentices and whether, given the opportunity, they would like to be able to flex what they can spend their levy on.

The good news is that there is real willing amongst businesses to make the best use of their levy investments if they are enabled to. However, the findings also made it clear that much more needs to be done to create the right environment for businesses and individuals to really benefit from their increased investment in skills development. Echoing previous calls by the CBI and a variety of British businesses,

92% of those we polled called for greater flexibility in how the levy is spent with more emphasis placed on spend that more broadly supports apprenticeship delivery and other vital workplace training. Businesses are also still struggling with the mandatory 20% off-thejob - a blunt tool for all which is much harder for SMEs and certain industries to manage. The research showed there is also work to be done for training providers to convince businesses they can meet their needs as well as a lack of suitable apprentices to tap into.

We are facing a pivotal moment in the history of skills development in this country and potentially have much to lose. To help keep the momentum behind apprenticeships we have set out 12 recommendations that we believe Government needs to listen to and act upon now in order to help fix the barriers still stopping take up of apprenticeships. If together we can build an apprenticeship system that works for all, then we have the potential to create the skilled and productive workforce we so desperately need in these rapidly changing times.



Kirstie Donnelly MBE

Managing Director, City & Guilds and ILM

To help keep the momentum behind apprenticeships we have set out 12 recommendations that we believe Government needs to listen to and act upon now in order to help fix the barriers still stopping take up of apprenticeships. Kirstie Donnelly, City & Guilds and ILM

ACADEMY

The Government has pledged to work towards a more fundamental review of the levy over the coming months. This report by City & Guilds and ILM is a timely contribution to this debate.

John Cope, CBI

# Foreword

I'm delighted to introduce City & Guilds and ILM's report on the Apprenticeship Levy. The CBI is dedicated to bringing the voice of employers into the key policy issues facing education and skills. We are grateful to the businesses that responded to the survey. Their engagement is evidence that employers want to be involved in shaping the future of education and training of learners today.

Ever since the Apprenticeship Levy was introduced in April 2017, our members have told us that the current system needs reform. The latest apprenticeship numbers are yet another stark reminder of this. Having been set up to fund investment in training, the levy has so far failed to deliver in full.

As a result, the CBI and others have campaigned for Apprenticeship Levy reform over the past 18 months. This is vital if we are to address existing skills gaps and raise productivity in our economy.

To its credit, the Government has shown it is in genuine listening mode. When the Government announced a package of levy reforms in the 2018 Budget, businesses strongly welcomed the news. After months of working together, the Government has accepted the CBI's proposals to improve the system

By raising the limit on levy transfers from 10% to 25%, more firms and apprentices in supply chain firms will be able to benefit. By giving more resources to the Institute for Apprenticeships (IfA) it will be able to approve apprenticeship standards more quickly. And finally, by slashing in half the costs to small businesses of taking on an apprentice, the first steps towards a levy that has the confidence of business have been taken. The job of reforming the levy is far from over, however – there are still big issues that need resolving before we can say "mission accomplished".

The Government has pledged to work towards a more fundamental review of the levy over the coming months. This report by City & Guilds and ILM is a timely contribution to this debate.

The CBI will continue to be vocal on apprenticeships and making the levy work in 2019. We look forward to working with City & Guilds and ILM to achieve this.



John Cope, CBI Head of Education & Skills



# Quantitative research findings

#### How much of your apprenticeship levy did you spend in the first 12 months since the introduction of the levy?

As can be seen from the pie chart below, the picture is still quite disjointed in terms of the amount of levy investment that employers were able to spend. The largest single group (15%) told us that they had spent somewhere between 31% and 40% of their levy.

Our results show that larger employers (with larger levies) were likely to have spent on average 10% less of their levy than smaller ones.

Announcements in December 2018 from Government indicate that almost all of the levy has been spent but it was a more mixed report from our respondents.

Is a spent none of their levy and 5% told us that they had spent spent somewhere between 31% and 40% of their levy

that they had managed to spend it all. 25% of respondents stated that they had spent 30% or less of their levy and 21% told us that they had spent between 71% and 100% of their levy.



## How much of your levy do you expect to spend annually in future?

In the future the average expected expenditure was 56%. While it's encouraging to see employer investment in apprenticeships set to increase year on year, the recent commentary around apprenticeship levy spend is unclear with reports of total spend varying drastically depending on who is reporting it.





#### How much of your levy do you expect to spend annually in future?



We cannot make the apprenticeship fit all of our workforce requirements which is worrying. The pace of change means that in some organisations, AI is having a huge impact on jobs. We need to protect people rather than jobs, and that involves reskilling them for the future. But the apprenticeship forces you to demonstrate your skills in your current role rather than thinking about the future and what skills are needed for that.

Delegate from the apprenticeship breakfast briefing

#### If you are spending at least some of your levy how are you training your apprentices?

Around two thirds of respondents (63%) told us that they were providing their own in-house apprenticeship programmes for at least some of their training. Of these, 37% are also using multiple universities, 37% are using multiple colleges and training providers, 17% are using just one university and 15% are using just one college / training provider in addition to their own in-house scheme.

Overall, 41% of respondents told us that they were using a number of universities and 38% are using multiple colleges and training providers. It is interesting to note how few respondents work with just one college or training provider, and the large number of employers that are supplementing inhouse schemes with support from universities and FE training providers suggesting that the current provider system is quite complex with few 'onestop-shop' solutions.

A slightly higher number of respondents told us they are spending their levy with universities than with colleges and training providers, backing up the news that businesses are choosing to invest in their current workforce and are developing higher level skills including degree level apprenticeships over entry level training.







# Blockers and challenges

# What are the blockers and challenges that are stopping you spending more of your levy?

As we can see the biggest blocker to allowing employers to spend their levy is the lack of suitable apprentices in the local area (31%), followed by training providers, colleges and universities being unable to provide the training that businesses want and need (30%) and the fact that 20% off-the-job training isn't suitable for businesses (29%).



#### What are the blockers and challenges that are stopping you spending more of your levy?

Lack of availability of suitable apprentices in my area	31%
Training providers, colleges and universities don't provide what we need / want	30%
20% off-the-job training is not suitable for my business	<b>29%</b>
We have our own training schemes that are better suited to our business needs	28%
We are an employer provider / offering in-house managed apprenticeships and it is difficult to administer	24%
Not enough support and information for employers	22%
Adequate apprenticeship / End Point Assessment (EPA) provision isn't in place	22%
Lack of buy-in from the board in my business	22%
There are no blockers and challenges to stop us spending more of our levy	7%
Other, please specify	2%

#### Why don't training providers, colleges and universities provide what you need?

Almost a third (30%) of respondents told us that there was an issue with training providers, colleges and universities being unable to provide what they needed. We asked them to specify what the particular blockers were in this area.

Topping the list of issues, over two fifths (43%) of respondents told us that providers only offer them off-the-peg solutions that are not tailored to their needs, another two fifths (40%) stated that colleges and training providers in their area don't offer the apprenticeships their business needs and a further 39% that educational providers simply don't understand the needs of their business.

Worryingly, almost a third of employers (31%) thought that what was on offer was poor value for money and almost a quarter (24%) thought that the quality of service available was poor.



s and
43%
40%
39%
32%
31%
24%
3%

. . ..

#### If offering in-house managed apprenticeships is difficult to administer, why is this?

A quarter (24%) of businesses found in-house apprenticeship programmes too difficult to administer with the top three reasons cited being that managing multiple schemes is too difficult, the apprenticeship system is overly bureaucratic and there is too much burden placed on them by Ofsted.

If offering in-house managed apprenticeships is too difficult to administer, why is this?



- Too difficult to manage multiple 50 apprenticeship standards in-house
- The apprenticeship system is overly bureaucratic
- Too much burden placed on us by Ofsted
- We are not an employer provider
- Other please state



#### If you don't have adequate Apprenticeship / End Point Assessment (EPA) provision in place, why is this?

Over a fifth of respondents (22%) told us that they found the lack of apprenticeship standards and End Point Assessments (EPA) to be a blocker.

Of those that believed this area to be a challenge, the biggest problems identified were that the standards they needed still weren't available (43%), the standards available didn't reflect the types of jobs they wanted to offer (41%) or were too narrow (40%).

If you don't have adequate apprenticeship / End Point Assessment (EPA) provision in place, why is this?

# %

- The apprenticeship standards needed for my business aren't ready
- Standards available don't reflect the type of jobs I want to offer

The apprenticeship standards are too narrow for the roles I need





We aren't willing to put apprentices onto apprenticeships where there is no EPA in place



0150150

# to by them as well."

HOXTO

Delegate from the apprenticeships breakfast briefing

"We heard earlier that SMEs get dictated to by the training providers, but we are a big business and we get dictated

HOXTON



Whilst senior leaders in my business agree that structured learning is key to a good apprenticeship, the 20% off-the-job training is often very difficult for the business to deliver upon as it has a huge financial impact. It just isn't possible at all for some roles as it's too expensive as it means we have to backfill roles with bank staff.

Delegate from the apprenticeships breakfast briefing

# If 20% off-the-job training isn't suitable for your business, why is this?

Almost a third of respondents (29%) told us that off-the-job training wasn't suitable for their business. Of these, 47% stated that learning on-the-job was more effective in their industry – this was particularly highlighted in the construction sector (56%) and professional, scientific and technical sectors (62%).

In addition, almost half (46%) believed that off-the-job training had too much impact on the efficiency of their business, and over two fifths (44%) stated that they wanted greater flexibility around how off-the-job training was administered.



told us that off-the-job training wasn't suitable for their business.



# If there is a lack of availability of suitable apprentices in your area, why is this?

This was deemed to be the most significant blocker by respondents with almost a third (31%) stating that it was a problem for them. The biggest issues were deemed to be that candidates in the local area did not have the skill sets that employers needed (41%), there was a reluctance among existing and more mature employees to become an apprentice (37%) or that candidates were not interested in working in their industry (32%).



If there is a lack of availability of suitable apprentices in your area, why is this?		
Candidates in my area don't have the core skills I need	41%	
There is a stigma around apprenticeships for more experienced / mature employees in my business (i.e. not new starters)	37%	
Candidates not interested in working in my industry	32%	
The location is too difficult for apprentices to get to i.e. isolated / expensive travel	30%	
Need clearer progression pathways to demonstrate ability to progress in careers from entry level to more senior levels	30%	
Stigma of apprenticeships amongst entry level candidates is a blocker	<mark>26</mark> %	
We can't pay enough to attract suitable candidates	26%	

#### If you don't think there is enough support and information for employers what could be done better?

Of the 22% who stated that they thought the lack of information and support available to employers was a key blocker, almost half (48%) felt there was a need for a new body to support with the implementation of apprenticeships in practice, whilst a further 44% wanted more time to be able to spend the levy and another 44% thought that there was a need for more information about endpoint assessment.









#### If you have your own training schemes that are better suited to your business needs, what are these?

Over a quarter (28%) of respondents believed that their other training schemes were better suited to their needs. Of these the types of training that most would prefer to spend their levy money on were; Product and technical training (44%), professional courses or technical skills (43%) and leadership and management training (37%).



**28%** of respondents believed that

their other training schemes were better suited to their needs



#### If you have your own training schemes that are better suited to your business needs, what are these?

Product training / technical training	44%
Professional courses technical / skills	43%
Leadership and management training	37%
Accredited in-house training	34%
Customer services training	34%
On-boarding / induction	33%
H&S / Compliance training	33%
Degree	31%
Work placements for T Levels	<mark>26</mark> %
Maths and English GCSE / Level 2 qualifications	26%
CPD / professional development	25%
Masters / MBA	24%
Masters / MBA Consultancy	24% 18%

### If there's a lack of buy-in from the board in your business, why is this?

Of the 22% who stated that lack of buy-in from the board was a key blocker, almost half (45%) felt it was because the board believed that it was too complicated to integrate apprenticeships into their business, two-fifths (41%) thought it was seen as too much of a burden to manage and mentor apprentices and a further two-fifths (41%) stated that their business had already written it off as a tax.





#### If there's a lack of buy-in from the board in your business, why is this?

# Flex for success?

If you could flex the apprenticeship levy to spend it on whatever types of training your business needs (including apprenticeships) - would you do that?

There was a very strong desire amongst respondents for greater flexibility in the way that they are able to spend their levy. Only 8% stated that they wouldn't want to see greater flexibility in the apprenticeship levy.

In the accommodation and food services industry the findings were especially stark with 100% of respondents stating that they wanted to see greater flexibility. Those sectors least likely to want to flex their levy were transportation and storage and public admin and defence where 21% and 17% respectively didn't want greater flexibility.

If you could flex your apprenticeship levy to spend it on whatever types of training your business needs, how would you spend it?

Of the 92% of respondents that told us they would flex their levy, we can see from the findings below that they would still like to invest 55% in apprenticeship training with 45% to be spent on non-apprenticeship training.





Do you want to be able to flex how you spend your apprenticeship levy?



"The Institute for Apprenticeships is not agile at all. It is not quick enough to turn things around. We are told that the government is 'waiting for the model to settle' but I would advocate earlier action rather than a wait and see mentality. Does the IFA need an overhaul to get it to produce the qualifications that employers need?" Delegate from the apprenticeship breakfast briefing

Pre-employment schools engagement has taken up so much of our time and resources. There's a massive amount of work in terms of how you engage schools (parents, teachers etc). There's a lot of time, money and resource spent and I think the levy could be spent on some of that.

BOMBARDER

Employer from the breakfast briefing

#### What types of apprenticeship training would you like to be able to spend your apprenticeship levy on?

We asked respondents how much they would spend on different elements of apprenticeships, this ranged from the cost of apprenticeship training (which is currently funded by the levy) through to a number of areas that support apprenticeships (which are not currently funded by the levy).

Almost half (46%) told us that they would like to spend their levy on the on-programme part of the apprenticeship, which is currently the element that is funded, two fifths (40%) would like to be able to spend their levy on allowable expenses including capital costs and staff time devoted to training the apprentices and 38% wanted to be able to invest money in supporting colleges, training providers and universities in providing better service.

Encouragingly, only 3% of respondents told us that they didn't want to spend any of their levy on apprenticeships.



	•		Flex for su	ccess?		
-		Ť	•	•		
•						•
		•		Flex for su	Flex for success?	Flex for success?

## What types of apprenticeship training would you like to be able to spend your apprenticeship levy on?

Apprenticeships i.e. the main training	A 4 0/
programme / framework of an apprenticeship	46%
Allowable expenses i.e. apprentices' wages, capital costs, staff time	40%
Training provider readiness for apprenticeships / invest in working with colleges / Training Provider	38%
Apprenticeships off-the- job training	38%
End Point Assessment / Qualification	32%
Investing more than 25% in apprenticeships in the supply chain	32%
Outreach / schools engagement	<b>29%</b>
There are no types of apprenticeship training we'd like to be able to spend our apprenticeship levy on	3%
Other please state	1%

#### What types of non-apprenticeship training would you like to be able to spend your apprenticeship levy on?

On average employers wanted to invest 45% of their levy on non-apprenticeship training. Over a third (36%) would like to spend it on professional courses / technical skills training, a third (33%) wanted to spend it on health and safety and compliance training and a further third (32%) wanted to spend it on work placements and internships.





What types of non-apprenticeship training would you like to be able to spend your apprenticeship levy on?

Professional courses technical / skills	36%
Health and Safety / Compliance training	33%
Work placements / internships	32%
Product training / technical training	31%
Leadership and management training	31%
Continuous Professional Development	31%
Accredited in-house training	<b>29%</b>
Degree	28%
Maths and English GCSE / Level 2 qualifications	25%
Customer services training	24%
Masters / MBA	22%
On-boarding / induction	18%
Consultancy	14%
There are no types of non-apprenticeship training we'd like to be able to spend our apprenticeship levy on	2%
Other your ideas please state	1%



Our apprenticeship start numbers stayed static for the last year – but we have seen most employers now use their levy on higher degrees and upskilling the current workforce rather than bringing young people into the workforce. We would like greater flexibility in the way we are able to invest our levy so we can focus on attracting a younger demographic of workers, particularly to allow us to engage with Higher Education and Further Education as well as allowing us to reach out to schools and get involved in the T Levels / traineeships agenda.

Delegate from the apprenticeships breakfast briefing

SMEs in some sectors simply can't fill entry level roles. Fewer candidates being available is a key challenge; there are fewer 18 year olds in the population; the levy has meant that there are more big brand employers recruiting from this already small pool; and, the university application process (via UCAS) is also easier to understand and access.

Anthony Impey, Federation of Small Businesses

# Supply chain

#### How much of your apprenticeship levy are you currently spending on your supply chain?

Currently the maximum amount of their levy that employers are allowed to spend with their supply chain is 10%, although this will increase to 25% in April 2019.

On average our respondents were already spending 6% of their levy on their supply chain. 10% of respondents told us that they were spending the full allowance, with 8% stating that they were spending nothing at all with their supply chain.

> Employers are spending an average of 6% of their levy on their supply chain



#### How much of your apprenticeship levy are you currently spending on your supply chain?



## How much of your levy would you like to spend on your supply chain?

If employers were allowed to invest as much as they liked with their supply chain they would choose to spend a lot more than they do currently. On average they stated that they would spend 35% of their levy with their supply chain.

Businesses in the accommodation and food services and administrative and support sectors wanted to share more of their levy than any other sectors, stating that they would share 44% and 43% of their levies respectively. The manufacturing sector was least likely to want to share their levy with employers from this sector stating that they would spend 28% on their supply chain on average.

> employers are spending 5% of their levy on their supply chain







#### What do you believe is the single biggest blocker preventing businesses from spending their levy?

As we can see there was an extremely even spread in terms of the perceived blockers to spending the levy, suggesting that Government will need to tackle multiple issues to improve employer access to the system.





#### What do you believe is the single biggest blocker preventing businesses from spending their levy?

20% off-the-job training is too much of a burden / too inflexible	12%
The apprenticeship system is overly bureaucratic / difficult to navigate	12%
Not enough information and advice for employers	11%
Training providers and colleges don't offer what we want / need	11%
Needs to be a broader skills levy	11%
Adequate apprenticeship standards / End-point assessment provision is not currently available	10%
Lack of suitable candidates / stigma attached to apprenticeships	10%
Becoming an employer provider / Offering in-house managed apprenticeships is too difficult	10%
I don't think there is one single biggest blocker preventing this	8%
We can't share enough of our levy with our supply chains	6%
Other, please specify	0%



# Recommendations

It's clear from our research that while employers value apprenticeships as a core part of their recruitment and development strategies, they are not currently able to make the most of the opportunities that apprenticeships and broader implementation of the levy could bring to improving business performance.

Ahead of the planned consultation with businesses and others involved in apprenticeships, City & Guilds Group is calling on Government to really listen to employers and help remove barriers to enable businesses to make full use of apprenticeships as the vital skills solution they are intended to be.

- 1. Government should provide more clarity about the amount of levy that has been spent and the amount that will be taken out in April 2019 so that everyone involved in delivering apprenticeships and benefitting from them is able to plan effectively.
- 2. Building on the Find an Apprenticeship service, Government should commit that a proportion of any surplus levy is invested centrally to support recruitment and promotion of opportunities.
- 3. Government should reward organisations that invest in apprenticeships with the option to use levy funding to provide recognised qualifications that support progression in the workplace, helping to plug current and future skills gaps.

- 4. Government must make better use of data to understand apprenticeship trends across company sector and size and should consider adopting a flexible approach to different industries in the requirements for using the levy to support their individual skills challenges. e.g. introducing a co-funding model for more expensive apprenticeships in sectors such as aviation and engineering.
- 5. Government should support employers in accessing advice and funding to help with recruitment and development that is not currently funded through the levy e.g the Adult Education Budget, adult learner loans and the National Retraining Scheme.
- 6. There needs to be a review of the online Apprenticeship Service to make it easier for employers of all sizes to engage with the system and consider any associated rules that make it impossible to access the system in more flexible ways.
- 7. The Institute for Apprenticeships must introduce and/or approve End Point Assessments (EPA) as a matter of urgency for all live apprenticeship standards.

- 8. Government, working with employers and training providers should look to broaden the appeal of apprenticeships, through promoting the benefits to parents and teachers, investing more time in outreach with local schools and colleges. This would include putting clearer progression pathways in place to allow would-be apprentices to understand the longer-term career progression opportunities from undertaking an apprenticeship.
- Colleges, training providers and universities must work more closely with employers to better understand and meet their training needs and agree ways that these can be met at a macro level.
- Government should introduce a further extension to the amount (currently 10% rising to 25% in April 2019) of levy that employers can invest in their supply chain and make it clear to all employers that this money can be spent with any SME.





- 11. Government should allow SMEs to pool their funding for scale to increase their buying power and allow them to access high quality apprenticeship provision on the same terms as larger employers. Government could consider looking to GTA models as a way to spread risk.
- 12. Government should create an independent skills body that is able to hold Government to account on its skills policy, tracking the success measures of each skills intervention against pre-agreed objectives. We believe that this should be a broader skills body that helps to link up skills policy across the whole of the skills landscape to ensure that they work for progression across the whole of people's careers.



# About the City & Guilds Group

The City & Guilds Group is a world leader in skills development. Working in over 100 countries across the globe, our purpose is to enable people and organisations to develop their skills for growth.

From setting the standard for on-thejob training through to supporting skills development around the world, the City & Guilds Group has 140 years' experience in preparing people to contribute to successful businesses and thriving economies.



Our brands support people into a job, on the job and into the next job.

- Skills credentialing: City & Guilds, ILM and Digitalme are together devoted to setting the standard for skills. They have a 360 degree view of skills; from developing the expertise needed in today's workplace, testing and assessing this through robust qualifications, through to the recognition of in-house training programmes and digital badging of skills and experience
- **Corporate learning:** Kineo, e3Learning and The Oxford Group are our corporate training and development brands, supporting everything from large-scale training programmes, workforce management and elearning through to bespoke management training and executive coaching.
- Technical training: Gen2, our newest brand, is a technical training provider delivering skills training in engineering and technology for the UK civil nuclear industry.

For more information about the City & Guilds Group visit: **cityandguildsgroup.com** 





City & Guilds Group 1 Giltspur Street London, UK EC1A 9DD www.cityandguildsgroup.com



A City & Guilds Group Collaboration