



**Haringey Council**

<b>Report for:</b>	<b>Communities Scrutiny Panel</b>	<b>Item Number:</b>	<b>TBC</b>
<b>Title:</b>	<b>HALS Strategy</b>		
<b>Report Authorised by:</b>	<b>Lyn Garner</b>		
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<b>Ward(s) affected:</b> <b>Not Applicable</b>	<b>Report for Key/Non Key Decisions:</b> <b>Non-Key Decision</b>		

## 1. Describe the issue under consideration

Haringey Adult Learning Service offers skills and training opportunities to adults and young people (16-18, and 19+). In the last full academic year 2012-13 2,459 learners enrolled on HALS provision, up from 2,320 the year before. A single learner may make more than one enrolment, in 2012-13 the 2,459 learners made 4,441 enrolments.

45% of all enrolments are made on accredited courses, with additional accredited outcomes optional within Family Learning. More than half of all HALS courses are delivered in the Wood Green Learning Centre on the second floor of the Wood Green Library. Children's Centres, schools and libraries are key venue partners.

In the current academic year Haringey will receive up to £2,358,800 in grants from the Skills Funding Agency, Education Funding Agency and Prospects Careers Service. The service will take almost £130,000 in fees. There is a significant cut in Adult Skills Budget outcome based funding for 2014-15 of £137,677.

The only fixed grant the service now receives is for Community Learning, all the remaining grants are now outcome based and reliant on enrolment and achievement by learners.



HALS funding

Agency	Grant	Purpose
Skills Funding Agency	1,142,000	Community Learning, Family Learning, Leisure, Well-being and ICT
	957,800	Adult Skills & 19 + Apprenticeships
	Cut to £820,123 for 14-15 25,000	16 – 18 Apprenticeships
Education Funding Agency	143,000	Skills for 16 – 18 year olds
Prospects National Careers Service	90,000	Information and Guidance on employment and training
Income/Fees	130,000	Adult Skills free to unemployed people

National requirements for the delivery of adult learning provision have changed in the last two years. The changes have been set out in 'New Challenges, New Chances' (BIS December 2012). Adult Learning and Skills Training is now more clearly focussed on the unemployed, is becoming increasingly outcome based, and is required to be more locally responsive.

**Value for money:**

Skills Funding Agency value for money controls are in place through:

**Adult Skills Budget:**

- Through a maximum draw down against outcomes
- Through minimum standards for the success of learners (enrolment, retention and achievement) currently set at a minimum level of 66.1%)
- Through additional payments for positive outcomes such as employment

**Community Learning:**

- Through an annual return on expenditure
- Through evidence of additional funding being drawn in to enhance the learning offer (known as Pound Plus)

For the borough the service adds value by:

- The positive outcomes for residents where the skills and accreditation they gain with the service means they can find or maintain employment
- The additional support parents and carers are able to give their children, particularly in Family Learning
- The maintenance of health for learners who attend wellbeing courses
- The support it offers to those Third Sector projects and Children's Centre's where delivery is sub-contracted



## **2. Cabinet Member introduction**

To be completed as part of final report as part of the overarching Skills and Regeneration strategy

## **3. Recommendations**

That Scrutiny considers the Council's current Adult Learning offer provided by HALS and assesses how well this meets the needs of Haringey's residents.

That Scrutiny considers the findings of the NIACE review of adult learning services and comments on the recommendations for the future delivery of adult learning.

## **4. Alternative options considered**

The NIACE review outlines 5 possible options for the future delivery of the service. These are summarised in the report. The key recommendation is the formulation of a cross borough strategy to guide the skills agenda across all main providers.

## **5. Background information**

### **5.1 Policy Context**

National policy for further education, community learning and skills from the Department of Business, Innovation and Skills (BIS) has led to a simplified learning and skills sector, matched with reductions in funding introduced with the spending reviews. Its key features are:

- a simplifying landscape with closing, merging and scaling back the number of intermediary organisations;
- reducing bureaucracy – simpler systems and processes, including streamlining of funding, the removal of contracts from smaller organisations and the support for mergers of further education institutions;
- removing of some regulation, however, Ofsted remain as a central regulatory body for all learning and skills provision and the Skills Funding Agency has new contracting rules that limit some provision, such as traineeships, to providers judged good or outstanding by Ofsted;
- a greater recognition of employers' roles in the shaping and provision of the skills system;
- an increasing focus on a reformed apprenticeships system as a means of earning and learning, especially for those under the age of 25;
- a free national careers service with advice available to adults.

This is matched by an increasing focus on the importance of understanding the current and future needs of local labour markets and addressing issues of skills mismatches.



Major reforms are being implemented for community learning, the discrete Skills Funding Agency budget that enables non accredited and flexible local provision. A pilot programme of community learning trusts was introduced and from 2013 all providers with Community Learning funding are expected to work from new guidelines. These require an approach grounded in strong partnerships to ensure that plans for local community learning are underpinned by engagement and consultation with communities, LEPs and other key local stakeholders, along with an approach involving co-production at the local level and a focus on using public funds to leverage additional funding. It requires public funding to be used on those most in need, matched with fee collection from those who can afford to pay.

HALS operates within and contributes outcomes towards the Haringey Corporate Plan:

**Outstanding for All:**

Through the provision of Family Learning courses that develop the skills of parents and carers to better enable them to support children's learning: target of at least 500 learners in the current academic year

**Safety and Wellbeing for all:**

Supporting through sub-contracted provision a range of courses that support stroke survivors and those suffering from mental health problems. Through directly delivered provision to support at least 250 learners to maintain their health and wellbeing.

**Opportunities for All:**

To offer provision that engages with deprived learners. HALS has a target of 69% of its enrolments being made by learners from the 20% most deprived areas.

To offer significant accredited basic skills provision in ESOL, Literacy and numeracy (a total of 550 learners a year).

To provide accredited IT provision that improves the skill and employability of 220 learners a year.

To offer accredited programmes in Business Skills, counselling and employability to at least 200 learners a year.

To offer apprenticeship opportunities to adults and young people with a target of 16 apprenticeships in the current year.

To offer significant levels of Information, Advice and Guidance that helps clients to make informed decisions supporting employability and further steps in training. 1900 interventions per annum.

**A better Council: encouraging residents who are able to help themselves to do so:**

Assisting Third Sector projects to develop the skills and knowledge to offer training that meets funding and quality requirements. Target to increase to 4 groups supported through sub-contracted arrangements



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There is however currently no overarching policy that governs a strategic approach to the delivery of skills and training across all providers within the borough. This is to be addressed in the overarching Skills and Regeneration Strategy.

### **Current Provision by Haringey Adult Learning Service**

Skills providers in Haringey access up to £29.3 million of Skills Funding Agency funding, with HALS representing 7.3% of this total. The principle delivery agents are CHANEL college and 5E Ltd, with some sub-contracted elements, though these are reducing at the college in response to strict quality requirements.

There are a range of other private and Third Sector training providers who access ESF or Job Centre funding to deliver interventions.

Principle delivery by the college focuses on 16-18 provision, apprenticeships and accredited provision at higher levels. Within this context HALS offer is more focussed on engagement of disadvantaged learners and acting as a first point on the learning journey.

### **Service Users:**

The profile of HALS service users shows that:

- 54.8% are unemployed, this has risen in recent years as the focus for funding changed to employability. Outcome funding in ASB may reduce this profile as requirements shift to longer courses with fewer enrolments.
- 48.2% are new to learning
- 69% are from the 20% most deprived SOAs in England
- 43.1% are in the 29-39 age range
- 54% are from BME communities, and only 15.7% from White British

Learner Satisfaction with the service is extremely high with 96% of learners finding the service to be good or better at meeting their learning needs.

### **Strengths**

#### **HALS has a strong profile in meeting the needs of deprived learners:**

31% of all learners enrol on Skills for Life courses (ESOL, Literacy or Numeracy) with a further 22% enrolling on Family Learning provision which has a Skills for Life focus.

Achievement on individual modules by learners is very strong in Skills for Life (95%), however this programme faces considerable challenge in moving towards the delivery of the longer full accreditation (3 modules).

**Family Learning** has very strong partnerships with Children's Centres in the borough, and in 2012-13 delivered 'Brilliant Stories', a tablet based course that received positive reviews nationally. This programme has now been embedded into the curriculum offer.



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21% of learners enrol on **ICT courses** that range from engagement/entry courses through to Level 1 accredited provision. Here again strong partnerships are supporting learners in sheltered housing and ex-offenders.

**Progression on to further learning programmes is good** and supported by a very strong IAG service.

**Good promotion of equality and diversity** has been recognised by both Ofsted and NIACE.

### **Service areas requiring improvement (from Ofsted):**

HALS is driving quality improvement across the service with the intention of achieving a grade of 'good' in the next inspection. The service has in place a Quality Improvement Plan with key targets for the following:

**Learner Success:** Achievement by learners has been very high in areas like ESOL, Literacy and Numeracy, where learners preferred to study modules. Changes in funding rules now mean that only full qualifications count as success and the service has to change both the delivery model and in some cases course content of Adult Skills Budget provision to meet the requirements for longer courses.

**The quality and consistency of teaching, learning and assessment requires improvement and arrangements to improve the quality of teaching, learning and assessment lack rigor:** Since inspection the service has initiated a significant programme of CPD delivered by area experts; observations of teaching have been brought forward and external observers also engaged. Initial results are promising with an increase in the percentage of tutors now graded as good or better rising to 87%.

**Learner Destinations:** Monitoring and reporting of learners' destinations for employment and further training required improvement. This is much improved following inspection and the service is on target to meet this requirement.

**The use of resources to support teaching and learning are not maximised:** Specifically that the service does not yet have a learning portal that is web-accessible (though permissions to develop one has been obtained) and this is about to be implemented.

The ability of the service to deliver courses closer to Tottenham is severely restricted by opportunity and costs (some areas in the east of the borough have 30% of residents without formal qualifications). The service does have significant provision in Children's Centres and at Northumberland Park Resource Centre and is about to initiate a programme in Seven Sisters Recovery Academy.



## **The NIACE review of HALS**

*'There is a clear need for increased coherence and planning between providers'*

NIACE (National Institute for Adult Continuing Education) was commissioned by Haringey to review the delivery options for adult learning, taking account of best practice nationally and current funding requirements.

The purpose of this report is:

- To set out the Council's Adult Skills Service offer, evaluate its impact and value for money
- To report on the findings of the NIACE report and the recommendations for the future delivery of adult learning

The findings from this report set out key challenges and issues for adult learning and skills in Haringey and recommendations for how these can be addressed. These recommendations will form part of a future options paper delivered to cabinet.

The purpose of the NIACE was not to examine the quality of provision delivered by the service. The focus was rather to recommend delivery options that in meeting national funding requirements reflected the emerging best practice in the country.

The NIACE report has recommended that Haringey takes on a strategic leadership role in drawing together the key providers (including HALS), employers and agencies in the borough to ensure that provision:

- Meets local need and is based on sound Labour Market Information (LMI)
- Has strong progression routes between providers
- Meets the need of Skills Funding for reform of skills and Community Learning provision
- Supports adults furthest away from the employment market
- Identifies and addresses the low skills deficit
- Targets those with the greatest needs

NIACE also identified the need to revise the business model applied to HALS particularly with regard to internal charges and fees.

Internal recharges will need to reflect levels of provision and cash limit surcharges against ring-fenced grants will need to cease to ensure provision is financially viable.

Fees, particularly on ASB courses, will need to reflect the deficit in public subsidy on a course by course basis, and it will be no longer possible to set fee increases as part of budget setting processes as this could lead to some courses being seriously under-resourced.



Community Learning has to be more locally accountable. BIS/SFA envisage 'community learning trust' arrangements that will guide a locally responsive curriculum. This does not require a formal trust.

Adult Skills Budget funding is undergoing a shift that will see less classroom based provision and more focus on apprenticeships. The impact will take place from September 2014 and though in line with cuts nationally, further changes will affect the course offer as some qualifications will no longer be supported and a shift is made to more extensive qualifications.

**6. Comments of the Chief Finance Officer and financial implications**

There will only be implications if there is major service change as an outcome of the implementation of the NIACE report through the borough's Regeneration strategy.

**7. Head of Legal Services and legal implications**

There will only be implications if there is major service change as an outcome of the implementation of the NIACE report through the borough's Regeneration strategy.

**8. Equalities and Community Cohesion Comments**

There will only be implications if there is major service change as an outcome of the implementation of the NIACE report through the borough's Regeneration strategy.

**9. Head of Procurement Comments**

There will only be implications if there is major service change as an outcome of the implementation of the NIACE report through the borough's Regeneration strategy.

**10. Policy Implication**

There will only be implications if there is major service change as an outcome of the implementation of the NIACE report through the borough's Regeneration strategy.

**11. Reasons for Decision**

To be completed in final report on NIACE review