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Employer Training Pilots:
Final Evaluation Report

Jim Hillage, George Loukas, Becci Newton and Penny Tamkin
Institute for Employment Studies

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The Institute for Employment Studies

The Institute for Employment Studies is an independent, apolitical, international centre of research and consultancy in human resource issues. It works closely with employers in the manufacturing, service and public sectors, government departments, agencies, and professional and employee bodies. For 35 years the Institute has been a focus of knowledge and practical experience in employment and training policy, the operation of labour markets and human resource planning and development. IES is a not-for-profit organisation which has over 60 multidisciplinary staff and international associates. IES expertise is available to all organisations through research, consultancy, publications and the Internet.

IES aims to help bring about sustainable improvements in employment policy and human resource management. IES achieves this by increasing the understanding and improving the practice of key decision makers in policy bodies and employing organisations.

Acknowledgements

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Executive Summary

The pilots

The Employer Training Pilots (ETPs) were established in September 2002 to test the effectiveness of an offer of free or subsided training to employees without a level 2 qualification, wage compensation (of various levels) to their employers for giving time off to train, plus access to information, advice and guidance. The pilots were administered by local Learning and Skills Councils (LSCs) in partnership with local Business Links and other agencies, through a network of local brokers or learning advisers and training providers. They were originally planned to run in six areas for a year, but were subsequently extended to cover 12 areas for an additional year. From September 2004, the pilots were extended again to run for a total of three years in the Phase 1 areas, two years in the Phase 2 areas and for one year in five new areas, plus a regional pilot in the North East.

The evaluation

The evaluation of the pilots was conducted by IES in partnership with the Institute for Fiscal Studies (IFS) and MORI, with the aim of assessing the nature and extent of the take-up of the ETP offer, and examining the key issues affecting how the pilots operate in practice and the experiences of the employers and employees who take part.

The evaluation had two main strands:

- a quantitative assessment of the effect of ETP on workplace training activity in pilot and control areas, through analysis of surveys of potentially eligible employers and employees, and other sources, including the Labour Force Survey

- a more qualitative 'process' evaluation including surveys and interviews with the main stakeholders, providers, employers and learners involved in each of the pilot areas, and analysis of management information data.

The findings

A total of 23,000 employers and almost 200,000 employees were involved in the first three years of the ETPs.

Employer participation

Some 11,000 employers became involved in the six Phase 1 pilots during the three years they have been running. This number represented around 18 per cent of the potential population of eligible employers[1], varying between 11.1 per cent in Birmingham and Solihull and 27.1 per cent in Wiltshire and Swindon. The six Phase 2 pilots attracted a further 7,500 employers, 14.4 per cent of the eligible number, during their two-year operation. The proportion varied between 3.9 per cent in London East and 26.3 per cent in Berkshire. In one year the Phase 3 pilots brought in over 4,300 more employers, 7.2 per cent of the eligible employer population (varying from 6.3 per cent in Lancashire to 11.7 per cent Northumberland).

Across all the pilot phases, participation has been fairly even over the three years, tailing off slightly towards the end of the third as marketing activity was curtailed.

Employer characteristics

Most ETP employers are small (*ie* with under 50 employees) and 40 per cent have fewer than 20 employees. The pilots have not attracted a disproportionate share of the large number of small employers who could potentially take part. They have been much more successful at involving (the relatively few) large employers (with 250+ employees) in the area. Three-quarters of large employers are involved in the pilot areas as a whole, compared with only one in ten small employers.

ETP employers come from all sectors, although there has been disproportionately high interest from the health and social care sector[2] as well as education and public services. Distribution and finance are underrepresented. The proportion of all ETP employers involved from the health and social care sector has fallen from 32 per cent in the first year to 25 per cent in the third.

Relatively few employers can be classified as 'hard to reach,' *ie* not previously involved in government training programmes or not using an external training provider. Depending on the definition used, between 14 per cent and 25 per cent of ETP employers are 'hard to reach' in this sense.

Most ETP employers display positive attitudes to training, including the provision of training to low-skilled employees; and most report that they offered time off for training to at least some of their low-skilled staff. 'Hard to reach' employers are generally

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[1] *ie* employers with employees not qualified to level 2

[2] The pilots coincided with the introduction of the National Minimum Standards for Care Homes, which imply that significant proportions of care workers need to be qualified to level 2.

less positive about the value of training their low-skilled employees

Why training was not provided before

Employers who said that they had not provided such training before had not done so because they thought employees learnt from each other and there was no need for staff to have qualifications. The costs and time of providing such training was also felt to be a significant barrier.

Additionality

All the pilots point to examples of employers with little previous experience of training getting involved with the pilots and their low-skilled employees gaining qualifications as a result.

The quantitative element of the evaluation compared the proportion of employers providing qualifications-based training to low-skilled employees in a range of pilot areas and control areas both before and one year after the introduction of the policy in a selection of Phase 1 and Phase 2 areas. It estimated that around 10 to 15 per cent of the training taking place through ETP is *additional*, *ie* it would not have occurred in the absence of the policy, suggesting that ETP has had a small positive effect on the incidence of training among eligible employers.

Surveys of ETP employer participants also found that most said they would have provided similar training in any event, although only a minority said that it would have been the same training to the same people as provided by the pilots.

Employee participation

The Phase 1 pilots have signed up around 100,000 trainees, far more in the second and third year than in the first and in all some 9.6 per cent of the estimated eligible population. The second phase of pilots have taken on 64,000 learners in two years — 6.8 per cent of the eligible population and the third phase pilots have attracted 32,000 learners in a year (a penetration rate of 2.9 per cent). As with employers the proportion of eligible learners signed up varies by pilot area within each phase, while take-up has been stronger in the second and third years than the first.

Learner characteristics

The proportion of female learners has fallen during the three years of the pilots and is now the same as the proportion of men. Around 13 per cent of learners are from an ethnic minority background, higher than we would expect from the population profile of the pilot areas. ETP learners are generally aged between 26 and 45 and work full-time in personal service or elementary

occupations. Most left school at, or before, the age of 16, although between one-fifth and one-third are already qualified at level 2 or above before they started the training and so theoretically are ineligible to take part, although they could obviously still benefit.

Most of the learners have a fairly positive attitude towards training and the benefits it could bring and have undergone some training in the three years prior to the start of the pilots.

Additionality

Most of the learners interviewed in surveys said that they would not have undergone the training if they had not been involved with the pilot. The pilots themselves argued that they were reaching many employers who had not been involved in such training before. However, the quantitative survey (comparing employee take-up of ETP-like training in two Phase 2 pilot areas and two control areas, using specially commissioned survey and Labour Force Survey (LFS) data) could only find evidence consistent with a small but positive effect of ETP on the take-up of training among eligible employees.

There are a number of reasons why it was not possible to detect a more substantial ETP effect on employee or employer training:

- Much of the training would have been done anyway (to meet employers' business objectives or legislative requirements), although perhaps not to the same standards or level.

- A significant minority of employees already have a level 2 qualification, and — as ineligible — would not have been picked up by our quantitative evaluation.

- There may be a substitution effect occurring both between firms (as providers switch from training other employers to those eligible for the pilots) and within firms (as employers can only allow a limited number of employees to take time off to train at any one time and other training falls as a consequence), limiting the net additional effect of the training.

- Providers may have switched from pre-existing level 2 provision to ETP.

- The quantitative evaluation focused mainly on the first year effects of the ETP programme (*eg* in Phase 2 areas) and will have missed subsequent impacts as the pilots built momentum.

It may, therefore, be the case that the full effect will be only be detected over time, as more learners come through and actually gain their qualifications. This could be measured through regular assessments of relevant LFS and/or qualifications data.

Type of training

Most trainees undertake a NVQ (level 2) qualification (most often in health and social care). The proportion taking basic skills has risen from ten per cent in the first year to 15 per cent in the third as a number of measures to increase basic skills training have taken effect.

Around one-third of the training is provided by state further-education colleges and the rest by independent providers (from the private or voluntary sectors).

Pilot organisation

At the heart of the pilots are 'skills brokers' (generally employed by the local LSC or by their partners in Business Links or other agencies), with a role involving some or all of the following: recruiting employers; identifying training needs and solutions; providing ongoing support to employers and trainees; and supporting learners and employers at the end of the training to help them make the most of it. Pilots and their brokers also work with other organisations, including Sector Skills Councils and Trade Unions; information advice and guidance providers; training providers; as well, of course, as employers and learners.

The key factors behind a successful brokerage service include:

- impartiality
- a good relationships between brokerage organisations and the pilot management
- a flexible approach to meeting employer demands
- access to multiple funding streams
- being able to understand an employer's business (and, for example, over the course of the pilots the brokers have become less 'generalist' and began to specialise more in certain sectors).

Approaches to recruiting employers vary across the pilots. Most employers (60 per cent) get involved with the pilot through a training provider, although around 20 per cent come through pilot brokers. Around one-third proactively seek involvement by contacting a provider or pilot adviceline, the rest respond to initiatives by providers or brokers.

What attracts employers to the pilots?

Employers report that the most attractive elements of the pilot offer are the free and flexibly delivered training rather than the wage compensation — although the latter is important to around ten per cent of the employers involved and can be useful in securing initial interest with employers. 'Hard to reach' employers

appear to be particularly attracted by the brokerage element of the pilots and, for instance, the help provided with identifying their training needs.

The quantitative evaluation found no relationship between the level of wage compensation on offer and the level of take-up among employers and employees in the first and second years. However, in Year 3, participation — particularly among employees — was higher in areas with the highest levels of wage compensation. However, it is not clear whether this reflects the subsidy available or some other factor.

Employee engagement

Employees generally either are put forward by their employers or volunteer to take part. Nearly all are very keen and most say that they had a choice over whether they took part or not. Fewer felt they had much choice over which qualification they trained for. However, over 80 per cent thought the course they took was appropriate for them.

The training in practice

Initial organisational training needs assessment

Although we found that most training providers say that they work with employers to assess their organisational training-needs, only 40 per cent of employers reported that their training needs had been assessed through their involvement with the pilots. Most employers appear to be offered a choice of training provider through the skills broker, although where they have worked with a provider before, employers are generally happy to continue with them.

Learner training needs assessment

Providers also claim to undertake individual training-needs assessments, although survey evidence from learners suggests that only half had received some form of skills assessment. Only one in six learners had followed the 'assess train assess' model and had an initial skills assessment, their existing skills accredited and skill gaps and therefore training needs identified. The Adult Learning Inspectorate (ALI) concluded that 'initial assessment was weak' in places and that the 'assess train assess' model was not 'thoroughly implemented by most providers'.

Training delivery

ETP training tends to be organised to suit operations in the workplace. While those who have completed an NVQ take an average of eight months (four to five months for basic skills

learners), there are large numbers still in learning after one year which may eventually raise the average completion time.

We estimate that it took around 110 hours for a learner to complete an NVQ course, with roughly half that time spent in contact with the trainer, although practice varied by subject. A further quarter of the time was spent outside normal working hours (usually unpaid). The last quarter was spent on independent learning, or evidence gathering, in work time.

Providers spent about one-third of their contact time (*ie* around 17 hours) training, around 40 per cent assessing and about one-quarter helping learners build a portfolio of evidence of their competence (on which their final assessment is made). Learners spent nearly all their non-contact time collecting evidence and compiling their portfolio, and working through learning materials. Most time is spent on assessment and accreditation of existing skills, rather than formal training and new skill development (though the training that was provided was rated as generally good).

Information, advice and guidance

The information, advice and guidance (IAG) element of the pilots remained the least developed throughout and although some developed successful ways of working, others found it difficult to establish an effective model of delivering IAG in the workplace to both learners and employers. Just over one-third of learners received some form of IAG, mostly from someone in their workplace or (less often) from their training provider. These learners found the information, advice and (if offered) guidance they received helpful, and were likely to be more satisfied than average with their ETP experience.

Follow-up visits to employers

Only one-third of employers had any discussions with pilot agencies (usually either a broker or their training provider) at the end of the training. Where they occurred, the discussions were mainly about further training opportunities, rather than wider business support.

Completion and qualification attainment

Some 65 per cent of the learners who started in the first year of the pilots have successfully finished their training and gained a qualification, two per cent are still registered as 'in training' (at least two years after they started) and 33 per cent have dropped out. Among learners who started in the second year, 62 per cent have successfully completed, 25 per cent are still learning and 13 per cent have dropped out. Among the learners who started in the third year, 58 per cent have (so far) completed their course, 17 per cent have left early and 25 per cent are still learning.

Once all the learners who started have either left or completed their course, we estimate the overall successful completion rate (*ie* as a proportion of learners who started) will be in the region of 70 per cent. This would be higher than the most equivalent national average[1].

Why learners leave early

Learners tend to leave their training for one of three reasons, in roughly equal measure:

- changes in personal circumstances
- changes in employment circumstances, *eg* taking a job with another employer
- problems with the training, usually through a lack of sufficient support from their trainer and/or their employer.

Factors affecting completion

Completion appears to depend on a range of factors related to:

- **Learner characteristics** — learners who are male, work part-time, younger, a member of a union and from an ethnic minority have, statistically, the greatest chances of successful completion.
- **Nature of the course** — learners taking a basic skills qualification were more likely to complete than those doing an NVQ. Among the latter, learners training for a qualification in hospitality, leisure and sport or construction had the highest chances of completion and those doing health and social care, business administration or hair and beauty had the lowest. Learners training with a college were 17 per cent less likely to complete than those with an independent provider.
- **Location** — completion rates and chances also varied by pilot area. This may be to do with the way the pilots manage their providers, and a new payment profile (with half the money paid to providers on completion) was also thought by pilot managers to be influential in securing both better rates of completion and better data on whether learners had finished or not.

Learners gain new skills and are satisfied with the training

Eight out of ten learners think they have learnt something new from the training and nine out of ten feel they got what they wanted. Learners are generally highly satisfied with their training experience (*eg* 86 per cent said they were either extremely, very or

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[1] The 'success rate' for learners taking an NVQ2 through LSC-funded work-based learning is 65 per cent.

fairly satisfied), although these levels are similar to, but no better than, those recorded by work-based learners in national surveys.

Employers are satisfied too

Employers also express high levels of satisfaction but, again, the results are in line with those of other surveys on employers' views of state-funded training provision.

Impact

The evaluation was not designed to measure the impact of the training in a quantitative way. However, the evaluation has collected a range of data from employers and learners on the benefits and the impact of their involvement in the pilots.

Learners gain skills . . .

Learners who have completed their qualification, particularly those doing NVQs, almost universally report that they have acquired new skills relevant to current and/or future jobs and are able to deliver a better quality service or product and do a better job as a result.

. . . and are more inclined to undertake further learning . . .

Matched surveys of learners at the beginning and end of their training found that, while their enthusiasm for learning had diminished a little, they were much more inclined to go on to further (higher-level) learning at the end of their training than they were at the beginning. The more positive the learning experience, the greater the inclination to go onto further learning. Learners who had received some information, advice and guidance were also more inclined to take their learning further.

. . . and take on additional responsibilities

The impact on labour-market outcomes is harder to determine conclusively. Most learners thought their training would make them more likely to stay with their existing employers. Only a few learners said their ETP experience had made them more inclined to change employer, although most were more confident of their ability to do a different job and take on additional responsibilities (with their existing employer), having done the training.

Positive in, positive out

Learners who started out with positive views about training generally perceived the greatest gains. There were other variations too: young, female and minority ethnic learners were all more likely to report greater gains than other learners.

Employers see benefits through improved quality of output . . .

Employers also generally thought that the ETP training had led their employees to gain more confidence, skills to do their current, or a future, job better and were able to deliver a better quality output from their work. As a result, employers reported that the quality of product or service delivery had improved and, for instance, employees who had been through the training were better able to deal with unexpected situations and make decisions on their own. However fewer employers (although still a majority) reported improved productivity and labour turnover.

. . . are more inclined to train low-skilled employees . . .

As a result of their involvement in the pilots, employers said that they were more positive about training in general and training their low-skilled employees in particular.

. . . and see a better promotion pool

Almost three-quarters of employer respondents felt there was now a better quality promotion pool, and just over half said they were paying more (or were likely to pay more) to those who had been trained, as a result of the training.

Positive in, positive out

As with employees, organisations that had the most positive approach to training in the first place, tended to be the ones which experienced the most gains. 'Hard to reach' organisations, who are generally less positive about training in the first place, were universally and significantly more negative about the gains that they or their employees had experienced from ETP.

Providers become more flexible

As a result of their involvement in the pilots, most training providers reported that, in order to meet the requirements of ETP employers and learners, they had become more flexible in terms of the location, time or form of training delivery.

Conclusion

We conclude by highlighting the main lessons for policy development.

- There is still a large unmet potential demand for qualifications-based training among low-skilled employees, despite the large volume of participation.

- The policy needs to engage with the 'harder to reach' employers to maximise additionality and minimise deadweight

- The policy set out to tackle the barriers of cost and time. It is the changes to supply and the provision of free, flexibly provided and brokered training that appeared to have the most effect in this regard. Wage compensation did make a difference in some cases and there is a positive relationship between the level of participation and wage compensation in the third year, particularly for employees.

- Application of the 'assess train assess' model was relatively rare, but should be encouraged, since a thorough initial assessment makes a significant difference to the success of the subsequent training.

- Although ETP appears to have involved significant amounts of assessment rather than formal training, the overall benefits to learners (and employers) of the learning process were evident in high satisfaction ratings, in relatively high completion rates, and in learners (and employers) identifying skill and work-performance gains.

- ETP learners are more inclined to undertake further learning at the end of their training than when they started. It is important, for momentum to be maintained, that learners are offered the opportunity to progress and there is an important role for information, advice and guidance to identify appropriate further learning and available funding.

1. Introduction

1.1 The pilots

Employer Training Pilots (ETPs) were first established in six local Learning and Skills Council (LSC) areas in September 2002, to test their effectiveness in stimulating additional work-based training leading to improved skills and qualifications for low-skilled employees. The aim was to engage with employers or employees who do not normally get involved with qualifications-based training. The pilots were administered by local LSCs in partnership with local Business Links and other agencies, through a network of local brokers or learning advisers, and were originally planned to last one year. They offer training with registered providers to either NVQ level 2 or equivalent or in basic skills, to employees not already qualified to level 2 (*eg* with fewer than five GCSEs at grades A to C or equivalent). There are four main elements of the offer:

- free or subsidised training[1]

- paid time off for training (either 35 or 70 hours)

- wage compensation (paid to employers for the time employees spend training)

- information, advice and guidance to employers and employees.

The pilots have subsequently been extended twice. From September 2003, a further six pilot areas were added and the original six were given an extension of a further year. From September 2004, another five single LSC pilot areas were added and a regional pilot established in the North East incorporating an existing pilot in Tyne and Wear. In the third year they covered a total of 20 LSC areas.

A new national employer training programme (Train to Gain) is being established from April 2006. The lessons from the pilots have been fed into the design of the programme and the pilots will be merged into the operation of the programme. Their

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[1] The training is mainly provided free but in some cases, due to EU State Aid rules, employers are required to make a contribution.

operation has been extended until April 2006 to avoid any hiatus in provision in the pilot areas.

The evaluation covers the three years of the pilots from 1 September 2002 to 31 August 2005.

Table 1.1 lists the pilot areas involved in Phases 1, 2 and 3 and summarises the main elements of the offer in each area.

The table illustrates the variety of compensation packages on offer. In the first phase, every pilot had a different combination of wage compensation (paid as a percentage of a nominal basic rate) and hours of time off (multiplied by the wage compensation hourly rate to give the maximum amount an employer could receive). In Phase 2, a further model, of no wage compensation, was established in Kent. In Phase 3 the compensation regime across the pilots was simplified and pilots either offered a 'low' or 'middle' range of compensation for up to a maximum of 70 hours' time off.

Table 1.1: Employer Training Pilot areas

LSC area	Level of wage compensation (% of hourly pay)			Time off (hrs)
	Small (under 50 employees)	Medium (50 to 249 employees)	Large (250 employees or over)	
Phase 1 pilots (started September 2002)				
Greater Manchester	150	120	75	35
Derbyshire	130	100	50	35
Essex	110	75	0	35
Tyne & Wear (part of North East pilot)	150	120	75	70
Wiltshire & Swindon	130	100	50	70
Birmingham & Solihull	110	75	0	70
Phase 2 pilots (started September 2003)				
Shropshire	150	120	75	35
Leicestershire	130	100	50	35
Kent & Medway	0	0	0	35
London East	150	120	75	70
Berkshire	130	100	50	70
South Yorkshire	110	75	0	70
Phase 3 pilots (started September 2004)				
Black Country	110	75	0	70
Cambridgeshire	110	75	0	70
Devon and Cornwall	130	100	50	70
Lancashire	130	100	50	70
West Yorkshire	110	75	0	70
North East – County Durham, Northumberland and Tees Valley	130	100	50	70

Source: DfES, 2004

1.2 The evaluation

The evaluation of the pilots was conducted by IES in partnership with the Institute for Fiscal Studies (IFS) and MORI, and aimed to:

- provide an authoritative assessment of the nature and extent of the take-up of the ETP offer in the pilot areas. This included:

  - providing comprehensive data on the characteristics of pilot participants (both employers and employees)

  - estimates of the additional training activity and acquisition of qualifications that have resulted from the pilots (including any 'deadweight' effects)

  - the influence of the four key elements of the ETP offer (time off for training, free or subsidised training, wage compensation and access to information, advice and guidance) on take up

- examine the key issues affecting how the pilots operate in practice, including assessing the different marketing approaches adopted by the pilot areas, the role and value of the brokerage, employers' and employees' views on participation, the nature and value of the training provided, the role of information, advice and guidance, and contractual and payment processes

- provide the foundation for a possible longer-term assessment of the impact of the pilots in terms of individuals' and organisational outcomes.

1.2.1 Method

There were two main strands to our approach:

- a quantitative assessment of the effect of the pilots on the take-up of qualifications-based training by low-skilled employees

- a more qualitative assessment of how the pilots operated, who became involved and why, and to what effect.

Quantitative assessment of the ETP 'effect'

The quantitative assessment revolved around a large-scale survey effort (carried out by MORI) to establish accurate baselines of, and changes in, employer and employee qualifications-based training activity. This included baseline and follow-up surveys of a random sample of 24,000 employers eligible to take part in the pilots in:

- four of the Phase 2 pilot areas (Leicestershire, Berkshire, Kent and London East), in order to be able to draw a baseline before the policy comes into effect

- four of the Phase 1 pilot areas (Birmingham and Solihull, Derbyshire, Wiltshire and Swindon, and Essex)

- two control areas (Sussex and Bedfordshire), chosen for their relevant labour market characteristics.

Surveys of random samples of 12,000 eligible employees were also conducted in two Phase 2 pilot areas (Berkshire and Leicestershire), and the two control areas (Bedfordshire and Sussex). The surveys were conducted in the summer of 2003 and the summer of 2004.

In addition, data from the Labour Force Survey and the National Information System for Vocational Qualifications were examined to compare trends in training participation and qualification attainment in pilot areas and elsewhere.

The main findings of this quantitative element of the evaluation are included in this report but are also reported in more detail elsewhere (Abramovsky, 2005).[1]

Process evaluation

The second strand of the evaluation involved collecting data from the pilots and their participants, to examine a range of questions. In particular we focused on:

- participation — what sort of employers and employees took part, and what factors appeared to influence their engagement?
- the learning experience — what happened in practice, how were pilots organised and what practice was effective? What was the nature and content of the training, did employees complete their training and what factors affected completion?
- benefits and impact — what employers and learners felt they gained from their involvement with the pilots in terms of skills and wider impacts.

During the course of the evaluation, data were collected through:

- case studies of the pilot areas (including all Phase 1 and Phase 2 pilots and most of those in Phase 3), involving interviews with ETP personnel plus local stakeholders, providers, employers and employees
- surveys of employer and employee participants. During the course of the evaluation we have conducted three waves of surveys among employers and learners involved in various stages of the pilots. Our most recent surveys have concentrated on workplaces and learners who have completed their training to assess the benefits they feel they have gained
- two surveys of the training providers involved in the pilots

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[1] See Appendix 3 for full reference

- collating and analysing the available management information collected by the pilots.

A full list of the surveys conducted is set out in Appendix 2. The survey results have been written up in separate reports submitted to the ETP steering group. Emerging findings from the surveys, case studies and management information have also been reported in quarterly evaluation. Two interim reports have been published at the end of the first year of the pilots (Hillage and Mitchell, 2003) and at the end of the second (Hillage *et al.*, 2005), summarising the findings to date.

1.3 The report

This report draws on all aspects of the evaluation, to provide an overview of what we know about the pilots. It also includes relevant findings from other reviews of the pilots, including one conducted by the ALI (2005).

The rest of this report contains chapters on:

- participation — the numbers and characteristics of the employers and employees (learners) taking part in the pilots and whether their involvement is additional to what would have happened in the absence of the pilots

- delivery — how the pilots are organised, the way employers and learners get involved in the pilots and the factors that influence their engagement

- training —how the training is organised, how long it takes and what happens at the end

- outputs — the level of learner completions and acquisition of qualifications and their overall satisfaction with the pilots

- impact — what we know about the immediate and longer-term effects that participation in the training has had on learners and employers.

Appendix 1 sets out details from the management information about the characteristics of ETP participants. Appendix 2 provides a list of the evaluation surveys and references are set out in Appendix 3.

2. Employer and Learner Participation

In this chapter we examine the numbers and characteristics of the employers and employees (learners) taking part in the pilots and we consider the evidence about whether they would have been involved in the training in the absence of the pilots.

2.1 Key points

- As at the end of August 2005, a total of 23,000 employers and almost 200,000 employees are, or have been, involved in the pilots since they started in September 2002.

- Some 11,100 employers have become involved in the six Phase 1 pilots during the first three years they have been running (*ie* between September 2002 and August 2005). This number represents around 18 per cent of the potential population of eligible employers[1], varying between 11.1 per cent in Birmingham and Solihull and 27.1 per cent in Wiltshire and Swindon. The six Phase 2 pilots have attracted a further 7,500 employers, 14.4 per cent of the eligible number during their two-year operation. The proportion varied between 3.9 per cent in London East and 26.3 per cent in Berkshire. In one year the Phase 3 pilots have brought in over 4,000 more employers, some seven per cent of the eligible employer population (from 6.3 per cent in Lancashire to 11.7 per cent Northumberland).

- Across all the pilot phases, participation has been fairly even over the three years, tailing off slightly towards the end of the third, as marketing activity was curtailed.

- Most ETP employers are small (*ie* with under 50 employees) and 40 per cent have fewer than 20 employees. The pilots have not attracted a disproportionate share of the large number of small employers who could potentially take part. They have been much more successful at involving (the relatively few) large employers (with 250+ employees) in the area. Three-quarters of large employers are involved in the pilot areas as a whole, compared with only one in ten small employers.

- ETP employers come from all sectors, although there has been disproportionally high interest from the health and social care

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[1] *ie* employers with employees not qualified to level 2, see Section 2.3

sector[1] as well as education and public services. Distribution and finance are underrepresented. The proportion of all ETP employers involved from the health and social care sector has fallen from 32 per cent in the first year to 25 per cent in the third.

- Relatively few employers can be classified as 'hard to reach,' *ie* not previously involved in government training programmes or not using an external training provider. Depending on the definition used, between 14 per cent and 25 per cent of ETP employers are 'hard to reach' in this sense.

- Most ETP employers display positive attitudes to training, including the provision of training to low-skilled employees; and most report that they offered time off for training to at least some of their low-skilled staff. 'Hard to reach' employers are generally less positive about the value of training their low-skilled employees.

- Employers who said that they had not provided such training before had not done so because they thought employees learnt from each other and there was no need for staff to have qualifications. The costs and time of providing such training were also felt to be significant barriers.

- All the pilots point to examples of employers with little previous experience of training getting involved with the pilots and their low-skilled employees gaining qualifications as a result.

- The quantitative element of the evaluation compared the proportion of employers providing qualifications-based training to low-skilled employees in a range of pilot areas and control areas both before and one year after the introduction of the policy in a selection of Phase 1 and Phase 2 areas. It estimated that around ten to 15 per cent of the training taking place through ETP is *additional*, *ie* it would not have occurred in the absence of the policy. It therefore concluded that ETP had a small positive effect in its first year on the incidence of training among eligible employers.

- Surveys of ETP employer participants also found that most said they would have provided the training in any event, although only a minority said that it would have been the same training to the same people as provided by the pilots.

- The Phase 1 pilots have signed up around 100,000 trainees, far more in the second and third year than in the first and in all some 9.6 per cent of the estimated eligible population. The second phase of pilots have taken on 64,000 learners in two years — 6.8 per cent of the eligible population and the third phase pilots have attracted 32,000 learners in a year (a penetration rate of 2.9 per cent). As with employers the

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[1] The pilots coincided with the introduction of the National Minimum Standards for Care Homes, which imply that significant proportions of care workers need to be qualified to level 2.

proportion of eligible learners signed up varies by pilot area within each phase, while take-up has been stronger in the second and third years than the first.

- The proportion of female learners has fallen during the three years of the pilots and is now the same as the proportion of men. Around 13 per cent of learners are from an ethnic minority background, higher than we would expect from the population profile of the pilot areas. ETP learners are generally aged between 26 and 45 and work full-time in personal service or elementary occupations. Most left school at, or before, the age of 16, although between one-fifth and one-third were already qualified at level 2 or above before they started the training and so theoretically are ineligible to take part, although they could obviously still benefit.

- Most of the learners have a fairly positive attitude towards training and the benefits it could bring and have undergone some training in the three years prior to the start of the pilots.

- Most of the learners interviewed in surveys said that they would not have undergone the training if they had not been involved with the pilot. However, the quantitative survey (comparing eligible employee take-up of ETP-like training in two Phase 2 pilot areas and two control areas, using specially commissioned survey and Labour Force Survey (LFS) data) could only find evidence consistent with a small but positive effect of ETP on the take-up of training among eligible employees.

- There are a number of reasons why we did not detect a more substantial ETP effect on employee training:

  - Much of the training would have been done anyway (to meet employers' business objectives or legislative requirements), although perhaps not to the same quality.

  - A significant minority of employees already have a level 2 qualification, and — as ineligible — would not have been picked up by our quantitative evaluation.

  - There may be a substitution effect occurring both between firms (as providers switch from training other employees to those eligible for the pilots) and within firms (as employers can only allow a limited number of employees to take time off to train at any one time and other training falls as a consequence), limiting the net additional effect of the training.

  - Providers may have switched from pre-existing level 2 provision to ETP and many of the employers involved in ETP may have been among the minority who already provided some form of ETP-like training.

  - The quantitative evaluation focused mainly on the first year effects of the ETP programme (eg in Phase 2 areas) and will have missed subsequent impacts as the pilots built momentum.

- It may, therefore, be the case that the full effect will be only be detected over time, as more learners come through and actually gain their qualifications. This could be measured through regular assessments of relevant LFS and/or qualifications data.

- Most trainees undertake an NVQ (level 2) qualification (most often in health and social care). The proportion taking basic skills has risen from ten per cent in the first year to 16 per cent in the third as a number of measures to increase basic skills training have taken effect.

- Around one-third of the training was provided by state further-education colleges and the rest by independent providers (from the private or voluntary sectors).

2.2 Overall participation

At the end of the third year of the pilots (*ie* 31 August 2005), 23,000 separate workplaces and almost 200,000 employees are, or have been, involved in the 20 LSC areas.

Table 2.1 sets out the numbers of employers and learners involved in each year of the pilots (*ie* between 1 September 2002 and 31 August 2005). Some 2,300 employers and over 17,500 learners took part in the first six pilots in Year 1. In Year 2, a further 8,500 employers and 74,500 learners were involved in 12 pilots. In the most recent year, another 12,100 employers and 105,000 learners have taken part. Taking into account the number of pilots and the size of the pilot areas, participation in the second year was generally stronger than in the first and that momentum has been largely sustained in Year 3 (although there appears to have been some tail-off in the most recent quarter). See Section 2.3.1.

2.3 Employer participation

The pilot areas vary considerably in size and, in particular, by the number of potentially eligible employers. We have been able to roughly estimate the size of the eligible employer population in each of the areas (from data from our random surveys of employers, see Section 1.2.1).[1] By expressing the number of employers involved as a percentage of this base population we can

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[1] The overall employer population in each area was estimated from Inter-Departmental Business Register (IDBR) data. The number of small and medium-sized employers was factored down by survey estimates of the numbers who employed potentially eligible employees and who had the autonomy to decide to join a scheme like ETP. In the areas where we did not conduct surveys we used an average figure to estimate the proportion of eligible employers. In all areas we assumed that all large workplaces were eligible. However the large proportion of large employers involved in some areas suggests that the IDBR may under-estimate the base population and that the real penetration may in fact be lower than those in the table.

calculate an 'employer penetration rate' to see what proportion of eligible employers are involved in each area (Table 2.2).

Table 2.1: Employer and learner participants in ETP by pilot area

	Phase 1 participants 1/9/02 to 31/08/03		Phase 2 participants 1/9/03 to 31/08/04		Phase 3 participants 1/9/04 to 31/08/05		Total participants since 1/09/02	
	Employers	Learners	Employers	Learners	Employers	Learners	Employers	Learners
Berkshire	0	119	683	3,972	1,128	2,807	1,811	6,898
Birmingham and Solihull	147	1,561	413	4,366	418	6,541	978	12,468
Black Country			0	10	539	5,232	539	5,242
Cambridgeshire			0	0	565	4,353	565	4,353
Co. Durham*			0	0	261	2,119	261	2,119
Derbyshire	198	1,714	850	5,374	459	4,902	1,507	11,990
Devon and Cornwall			0	0	796	5,481	796	5,481
Essex	762	4,137	1,400	10,019	788	6,777	2,950	20,933
Greater Manchester	545	4,285	902	11,536	1,090	11,255	2,537	27,076
Kent and Medway	0	2	945	4,514	624	4,319	1,569	8,835
Lancashire			0	1	620	4,502	620	4,503
Leicestershire			636	5,095	636	7,776	1,272	12,871
London East	0	302	331	5,109	342	6,984	673	12,395
Northumberland*			0	0	238	1,741	238	1,741
Shropshire			636	5,350	209	4,764	845	10,114
South Yorkshire	0	58	728	7,776	630	4,815	1,358	12,649
Tees Valley*			0	0	304	2,941	304	2,941
Tyne and Wear*	255	2,702	644	6,087	713	9,166	1,612	17,955
West Yorkshire			0	0	1,038	5,577	1,038	5,577
Wiltshire and Swindon	382	2,802	340	5,249	712	3,668	1,434	11,719
Total	2,289	17,682	8,508	74,458	12,110	105,720	22,907	197,860

* part of the North East pilot

Source: ETP MI data 31 August 2005

Overall, 13.2 per cent of potentially eligible employers are involved, 18 per cent in the Phase 1 areas and 14.4 per cent in the Phase 2 areas and 7.2 per cent in Phase 3 areas.

There is considerable variation in the extent of employer engagement between pilot areas, particularly among Phase 1 and Phase 2 areas. Areas with smaller eligible employer populations (*eg* Tyne and Wear, Wiltshire and Swindon, Berkshire, Shropshire, Northumberland) all have relatively high employer-penetration rates.

Table 2.2: ETP employer penetration rates: August 2005 (per cent)

| Pilot area | Total | Size of employer (no. of employees) | | |
		Small (u.50)	Medium (50-249)	Large (250 +)*
Birmingham and Solihull	11.1	8.5	21.1	59.4
Derbyshire	20.6	18.5	34.0	58.1
Essex	20.5	14.8	62.8	100.0
Greater Manchester	13.6	10.8	36.8	35.8
Tyne and Wear**	24.4	17.3	60.1	100.0
Wiltshire and Swindon	27.1	22.6	52.5	100.0
Total in Phase 1 pilots	**18.0**	**14.1**	**42.6**	**89.2**
Berkshire	26.3	22.0	43.8	100.0
Kent and Medway	16.1	11.4	35.4	100.0
Leicestershire	17.5	12.7	35.1	100.0
London East	3.9	3.1	7.5	17.7
Shropshire	23.8	25.6	3.0	8.3
South Yorkshire	17.7	12.9	39.7	100.0
Total in Phase 2 pilots	**14.4**	**11.5**	**27.0**	**74.3**
Black Country	7.1	4.8	15.8	63.8
Cambridgeshire	7.8	6.3	19.7	35.6
Devon & Cornwall	6.7	5.4	15.2	51.9
Lancashire	6.3	4.3	20.9	37.4
West Yorkshire	6.8	4.9	16.6	38.7
Co. Durham**	9.7	5.7	25.8	100.0
Northumberland**	11.7	9.9	28.7	50.0
Tees Valley**	8.0	4.2	16.5	100.0
Total in Phase 3 pilots	**7.2**	**5.2**	**18.1**	**52.5**
All pilots	13.2	10.2	29.2	72.8

Note: Based on IDBR data. Excludes self-employed and central government

* number of employees

** part of the North East pilot

Source: IFS/IES/ETP MI data 31 August 2005

2.3.1 Trends

Figure 2.1 tracks the quarterly penetration rates over the three years for each of the separate waves of pilots. It shows a remarkably consistent trend across the pilots, although the rate of take-up appears to tail off towards the end of Year 3, perhaps reflecting the cessation of marketing activity in April 2005 (Section 3.3.1).

Figure 2.1: ETP employer penetration trends 2002 to 2005
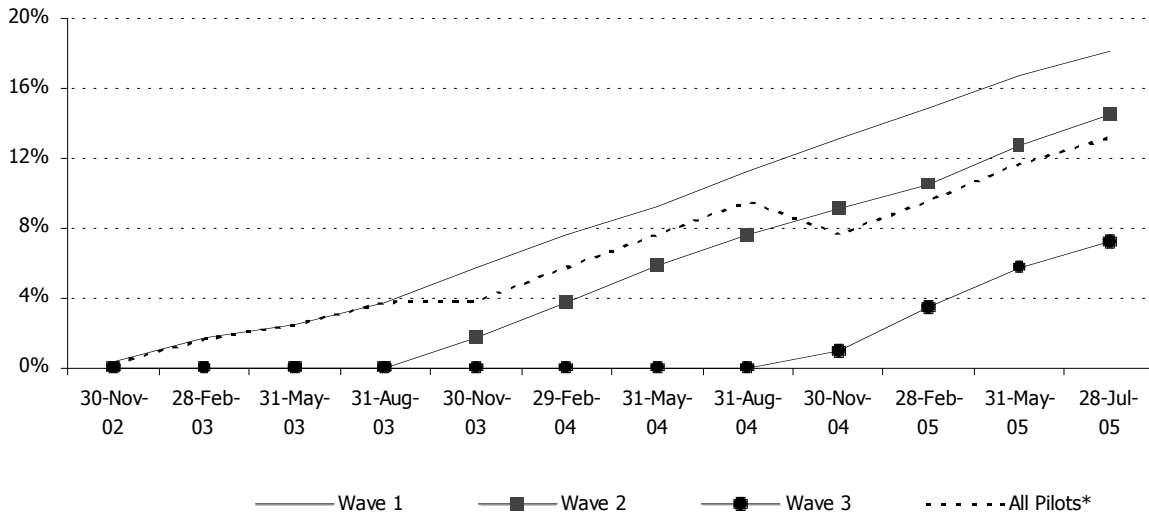
* Note: the 'All pilots' line levels off or falls at the start of each new phase as the population base increases as new pilot areas are added.

Source: IFS/IES/ETP MI data, 31 August 2005

2.4 Employer characteristics

We have closely examined the type of employers that have become involved in the pilots. Basic characteristics of employers and learners are collected by the pilots and this management information is summarised in Appendix 1. Additional data have been collected by surveys of employer participants. Some of the key employer characteristics are summarised below.

2.4.1 Size

ETP employers are predominantly small, although only a relatively small proportion of the eligible small employer population is involved.

Seven out of ten employers involved in the pilots employ under 50 people, 18 per cent have between 50 and 249 employees and the remaining 13 per cent employ at least 250 people (see Table A1.1 in Appendix 1). Data from participant surveys of ETP employers suggest that 24 per cent had ten or fewer employees and a further 18 per cent had between 11 and 20. The size profile of participating employers has remained broadly constant across the three years of the pilots, although the proportion of large employers involved has risen from ten per cent of those who became involved in the first year, to 14 per cent of those involved in Year 3.

Nationally (in England), 96 per cent of all workplaces have between one and 49 employees[1], so ETP has engaged with a disproportionate number of larger employers, which is not surprising as they are more visible, easier to access and generally more interested in training. Indeed the penetration data indicate that pilots have been more successful at attracting a higher proportion of larger employers, engaging with around 75 per cent of the potential pool, compared with around ten per cent of eligible small employers, though there are, of course, very large numbers of these.

2.4.2 Sector

ETP employers come from a range of sectors, but disproportionately from the health and social care sector. A breakdown of employer participants by sector is presented in Appendix 1 (Table A1.5). Overall, 26 per cent of employers come from the health and social-care sector, 23 per cent from distribution and 17 per cent from the production sectors (*ie* manufacturing, primary industry and construction). Compared with the national distribution of workplaces by sector[1], ETP has attracted disproportionate interest from the health, education and public-service sector and a smaller proportion than could be expected from distribution, finance and business services. The proportion of production-sector employers involved is similar to the national picture.

The popularity of the pilots among employers from the health and social care sector has been partly driven by the need for employers to comply with the National Minimum Standards for Care Homes issued by the Department of Health by 2005. However, the proportion of health and care employers involved has fallen from 32 per cent in the first year to 25 per cent of those who became involved in Year 3. Similarly, if we just take the Phase 1 pilots, the proportion of health and social work employers has fallen, from 32 per cent (Year 1) through 25 per cent (Year 2) to 20 per cent (Year 3). While this indicates that the pilots have gradually broadened their appeal to other sectors (notably education and public services, and finance and business services) as time has gone on, it could also reflect a tail-off in demand in the care sector as the Minimum Standards take effect.

2.4.3 Other characteristics

According to the MI data some 90 per cent of employers are from the private sector, (of which our survey suggests around ten per cent are voluntary or not-for-profit organisations) and just over ten per cent are from the public sector.

Other details of the ETP employer population from our participant survey include the following:

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[1] See Annual Business Inquiry (2003), Office of National Statistics.

- Most (63 per cent) said that they had a business plan. This is higher than average (according to the National Employers Skills Survey [NESS] see Hogarth *et al.,* 2004).

- Most (57 per cent) were operating at full capacity at the time of the survey and a further seven per cent were 'at overload'. One-third were operating below capacity and above the national average as measured by NESS 2003 (Hogarth, 2004).

2.4.4 Are ETP employers 'hard to reach'?

One question which emerged during the course of the evaluation was the extent to which the employers involved in ETP were 'hard to reach', *ie* those not normally involved in government programmes and/or not normally involved in training (particularly for lower-skilled employees). We looked at a number of indicators to answer this question.

In the 2004 employer participant survey we asked whether employers had, before their involvement with the pilots, been involved with:

- a training provider (*eg* a further- or higher-education institution or a private-sector provider)

- a national training initiative (such as apprenticeships, Investors in People or NVQs)

- a public training or business support agency (such as an LSC, Business Link or TEC).

The results for all pilot areas are summarised in Table 2.3. The key points are as follows.

- About half the employers in the survey had been involved with some form of business support agency — most often with their local Business Link. Such engagement may not have involved support with training.

- Two-thirds said they had been involved with a training provider, generally with a private-sector provider or a further-education college.

- Two-thirds had also been engaged in a national training initiative, with over half saying that they had been involved with NVQs.

The three variables can be combined to examine the overall extent to which an employer is 'hard to reach' in terms of getting involved with ETP.

Table 2.3: Involvement with business support agencies, training providers and training initiatives, prior to ETP

Involvement with:	%	N
Business support agency		1,452
Business Link	33.5	
LSC	23.2	
TEC	11.5	
No agency	49.9	
Training provider		1,470
Further education college	37.9	
Higher education institution	19.8	
Private sector training provider	41.3	
Other training provider	20.1	
No training provider	32.5	
National training initiative		1,483
Apprenticeships	20.0	
Investors in People	28.5	
NVQs	53.2	
No training initiative	34.4	

Source: IES/MORI, ETP employer survey, 2004

- If an employer has had some involvement/experience with all three then the presumption is that the employer is 'easy to reach'. One-third of the sample fitted this description.

- If they have had experience with some but not all, then they lie somewhere in between and are labelled 'OK to reach'. The survey results showed that around half of our sample (54 per cent) were in this category. Further analysis with this group showed that this experience was mostly likely to have been with a training or education provider (74 per cent of this group), since only 33 per cent had received support from a business support agency.

- If the employer has had no contact/experience with any of the three indicators, then it may be somewhat harder to get this group involved in training generally, and in ETP, so this group is labelled 'hard to reach'. Fourteen per cent met this definition.

Levels of 'hard to reach' employers varied by sector and size of organisation. They were highest in the distribution sector (where they made up 30 per cent of the sample) and lowest in education and public administration (seven per cent). They were also much more frequent amongst smaller employers with fewer than ten employees, where they made up 30 per cent of the group. None of the larger employers with 250+ employees were 'hard to reach' employers.

Other measures of 'hard to reach'

In a more recent survey of ETP employers (conducted in May and June 2005 among employers with learners who had completed their training) we asked whether they had previously been involved with any national training programme or initiative (*eg* Apprenticeships, National Vocational Qualifications (NVQs or the Investors in People standard)). Three-quarters of the sample had been involved with at least one such programme and one-quarter had not been involved with any and therefore met this slightly looser definition of 'hard to reach'.

Investors in People

Finally, the management information records whether an ETP employer is a recognised Investor in People. Employers who have reached the standard are, by definition, at the opposite end of the spectrum from 'hard to reach' in that they have prioritised training for the whole workforce and are involved with government training programmes and agencies. Over one-quarter of employer participants had reached the standard (see Appendix 1 Table A1.7), compared with 16 per cent of all establishments nationally (according to the NESS 2003). This is further evidence of the ETP disproportionately attracting the type of employers already interested in training, although not necessarily training the low-skilled.

We can also use this indicator to see whether the pilots are gradually attracting different types of employer, perhaps starting with the easier Investors targets and moving on to more difficult ground. However there is no such evidence that the proportion of ETP employers at the standard has remained static across the years (34 per cent in Year 1, 35 per cent of those who joined in Year 2 and 33 per cent of those joining in Year 3). Even among the first six Phase 1 pilots, the proportion has remained fairly constant over the three years (34 per cent in the first year, 29 per cent in the second and 30 per cent in the third). While the proportion has declined in some pilots (*eg* Essex from 47 per cent in Year 1 to 26 per cent in Year 3) it has increased in others (*eg* Tyne and Wear from 37 per cent in Year 1 to 75 per cent in Year 3.

2.4.5 Approach and attitudes to training

Responses to employer participant surveys suggest that the employers are more likely to adopt a positive approach to training, compared with employers at large. Again we have a number of measures to assess the approach and attitude to training among ETP employers.

Approach to training

First, using a typology adopted in the first-year evaluation, initially adapted from one developed by Kitching and Blackburn

(2002), we can categorise employers by their response to a series of statements about their approach to training (Table 2.4).

The responses suggest that almost three-quarters of ETP employers fall into the strategic trainer category (*ie* took a positive and systematic informal approach to training or had a formal policy). This is a lower proportion than in the survey of first-year ETP participants but still significantly above the 29 per cent of employers found in Kitching and Blackburn's (2002) national sample (although their study focused solely on small employers).

Attitudes to training

Second, in the employer participant surveys we asked ETP employers about their attitudes to training and they generally expressed very positive views. Figure 2.2 illustrates employer responses to a series of statements about the organisation's approach to training in the most recent survey (2005). The responses are generally consistent with the findings from other surveys of ETP employers:

- The vast majority of respondents agreed that training is *'a key part of their overall business strategy'* (94 per cent).

- Respondents also recorded similarly strong views about the needs of the business determining training, with some 80 per cent of respondents agreeing that they do.

- The business approach to training finds further support, with 95 per cent agreeing that *'raising employee skill levels will significantly improve our business performance'*.

Table 2.4: Overall policy in workplace to training and learning prior to ETP

	Frequency	%
No training taken place recently	55	3.7
Training is a last resort	10	0.7
Training undertaken as and when necessary	327	22.0
Take a positive and systematic though informal approach	498	33.5
Written policy ensuring necessary learning takes place	595	40.1
Total	1,485	100.0

Source: IES/MORI, ETP employer survey, 2004

Figure 2.2: Employers views on approach to training in their organisation
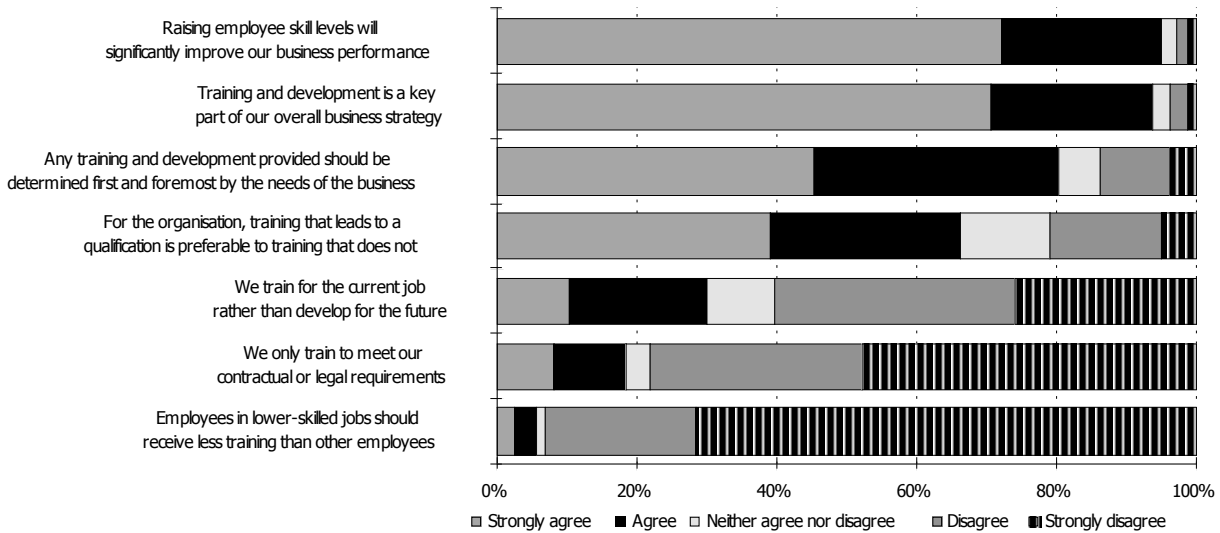
Source: IES/MORI survey of ETP employers, 2005

- There was also reasonable support for qualifications-based training with around two-thirds of the sample (66 per cent, up from 64 per cent in 2004) agreeing that '*training that leads to a qualification is preferable to training that does not*'.

The majority of respondents disagreed with the statement '*we train for the current job rather than develop for the future*' although some 30 per cent agreed which is very similar to the views expressed in previous years. There were very low levels of agreement that '*employees in lower-skilled jobs should receive less training than other employees*' (94 per cent disagreed) and with the statement '*we only train to meet our contractual or legal requirement*s' (78 per cent disagreed, although 19 per cent agreed with the statement).

There are no equivalent data sources with which to compare these data, but it would be fair to conclude that ETP employers express particularly positive attitudes towards training in general and providing training to their lower skilled employees in particular.

On the whole, 'hard to reach' organisations (measured by whether they had been involved previously in a national training initiative) are less positive abut training. They are statistically significantly more likely to agree than those that are not 'hard to reach' (37 per cent compared to 28 per cent) with the statement '*we train for the current job rather than develop for the future*' and are more likely to agree that they only train to meet contractual or legal requirements (26 per cent versus 16 per cent for those that are not 'hard to reach'). 'Hard to reach' organisations are also somewhat less enthusiastic about the impact on business performance of raising skill levels (65 per cent voice agreed strongly compared with 75 per cent of those that are not 'hard to reach').

Small organisations were, on the whole, less positive about training, although they were the most positive about the value of qualifications, with 72 per cent agreeing that accredited training is preferable, compared with 59 per cent of medium-sized companies and 54 per cent of large organisations.

Overall, ETP employers appear to be relatively well disposed to training, with most respondents believing training to be integral to their business strategy, but determined by the needs of the business. The public-service sectors of education and health tend to be more positive regarding training and least focused on an immediate return in their regard for its value. Manufacturing and finance, and business services tend to be consistently less positive. Where there are size differences, smaller organisations tend to be less positive than larger ones are, and 'hard to reach' organisations are also consistently less positive with regard to training.

Who normally gets trained?

Finally, in 2004, we asked ETP employers about the training offered to their staff in lower-skilled jobs (*ie* personal-service occupations, sales and customer-service occupations, process plant and machine operatives, and elementary occupations) before starting on the ETP scheme.

- Just under three-quarters (73 per cent) stated that they provided time off for training to at least some of their low-skilled staff.

- Seventy-four per cent of those who had provided training gave qualifications-based training to at least some of these staff. Eleven per cent had given this to all their lower-skilled staff, whilst 30 per cent had given it to under 20 per cent of these staff.

- While only seven per cent of those who had provided qualifications-based training had provided NVQ training to all of these staff, 42 per cent of the ETP participants in the sample with low-skilled employees provided NVQ training to at least some of their low-skilled employees over the 12 months before their involvement with the pilots.

The extent to which training is provided, and the extent to which it is qualifications-based, and/or NVQ-based varies with the size of employer (Table 2.5). The greatest difference is in the uptake of qualifications-based learning and NVQ learning. For example, whilst 56 per cent of employers with 250+ employees had provided NVQ training to at least some of their lower-skilled staff, only 25 per cent of the smallest employers had done so.

Table 2.5: Training of staff in lower-skilled jobs prior to ETP by size of employer

Size of employer (no. of employees)	Training %	Qualifications-based training %	NVQ training %	Total (N)
1 to 10	57.2	33.9	24.7	271
11 to 20	72.5	51.6	37.7	273
21 to 49	77.2	61.1	50.5	368
50 to 249	76.2	60.1	48.8	281
250+	78.6	63.1	56.3	103
All	71.9	53.4	42.5	1,296

Source: IES/MORI, ETP employer survey, 2004

2.4.6 Reasons for not providing training

Employers in the survey who said that they had not provided any training to their lower-skilled employees in the 12 months before ETP were asked to describe the reasons why (Table 2.6).

Those who had not provided qualifications-based training were also asked to elaborate on the reasons why. The most common reasons were:

- that the organisation felt there was no business need for qualifications (35 per cent)
- the cost of qualifications-based training (29 per cent)
- a lack of employee interest (28 per cent)
- a lack of relevant courses (26 per cent)

Table 2.6: Reasons for not providing training

	Frequency	%
Employees learn from experience/each other	125	42.4
Sufficient training provided before	119	40.3
Financial costs	90	30.5
Cannot afford time	77	26.1
Lack of workforce interest	68	23.1
Lack of information on training opportunities	67	22.7
Further training has no business benefits	47	15.9
Other	24	8.1
No training needed	22	7.5
Afraid trained workers would leave	17	5.8
N	*295*	

Source: IES/MORI, ETP employer survey, 2004

- that employees are new/skill needs have just been identified (23 per cent)

- that the employer did not know how to find a course (20 per cent).

2.4.7 Additionality

Relatively few ETP employers can be classified as 'hard to reach' and the employers involved generally appear to have a positive approach and attitudes towards training in general. Does this mean that they would have carried out this training in any event, *ie* in the absence of the pilots?

The two separate strands of the evaluation approached the question of measuring the counterfactual case in very different ways. First, the level of training in a selection of Phase 1 and Phase 2 pilots areas was compared with that in the control areas by our colleagues at IFS, using data collected through the surveys conducted by MORI. Second, we collected more qualitative data from the employers involved in the Phase 1 and Phase 2 pilots. These two sources provide a strong evidence base within which to place more anecdotal evidence from those involved in managing and operating the pilots on the ground.

The quantitative measures of the ETP effect

To estimate the impact on employers, IFS used a 'difference in differences' methodology to compare the trends in training over time, across pilot and control areas (Abramovsky, 2005).

Two different definitions of whether or not a workplace was eligible for ETP were used:

- **qualifications-based**: involving workplaces that report employing at least one individual who was qualified below level 2

- **occupation-based**: involving workplaces employing at least one worker in an occupational category associated with 'low-qualification' jobs.

Table 2.7 shows a summary of the estimated effects of ETP on the take-up of training among eligible employers. These are effects for the first-year of operation on a sample of both first phase and second phase pilot areas. In each case the table shows:

- the estimate of the policy-off baseline: the percentage of eligible employers that would have provided ETP-equivalent training in the absence of ETP

- the estimated effect in percentage points: an estimate of by how much ETP has increased the percentage of eligible employers providing ETP-type training

- whether or not the estimated effects are statistically significantly different from zero (indicated by the presence of an asterisk)

- the 90 per cent confidence interval, around the estimated effect. Where the confidence interval overlaps with zero, the estimated effects are not statistically significantly different from zero. However, where the estimated effect is positive, the effect is more likely to be positive than it is to be zero or negative.

In estimating the impact of ETP, the analysis controls for other factors besides ETP that determine the take-up of training by workplaces. Control variables include workplace characteristics (such as sector and the proportion of the workforce that are full-time employees) and local labour-market characteristics that might affect the likelihood of an employer providing training (such as a change in the employment rate).

The table shows that the estimates are consistent with a small positive effect of ETP on the incidence of training among eligible employers. However, the confidence intervals around the estimated effects show that these effects are generally not statistically significantly different from zero.

There are some instances where the estimated effects are statistically significantly different from zero, primarily when using the occupation-based eligibility definition.

Table 2.7: Employers' evaluation: estimated first-year effects for the first- and second-wave pilot areas, all workplaces

	First-wave pilots	Second-wave pilots
Qualifications-based estimates		
Policy-off baseline	8.4%	8.2%
Effect	0.38ppt	0.71ppt
90 per cent confidence interval	[-0.63 ; +1.55]	[-1.04 ; +2.76]
Occupation-based estimates		
Policy-off baseline	8.3%	6.8%
Effect	0.64ppt*	1.05ppt
90 per cent confidence interval	[0.01 ; +1.38]	[-0.64 ; +3.39]

ETP Random Employer survey. All results shown control for workplace characteristics and local area characteristics.

(*) Significantly different from zero at the 10% level.

The confidence intervals around the point estimates are not symmetric as they are taken from the percentiles of the distribution, following the application of bootstrapping methods.

Source: Abramovsky et al., 2005

While the instance of a positive and statistically significant effect shown in the table is found in the results for the first-wave pilot areas, this should not be taken to imply that the first-wave pilots have been more effective at generating new training than the second-wave pilots.

This is because the confidence intervals around the effects for the first- and second-wave pilot areas suggest that these estimates are not different to one another in statistical terms.[1]

These estimated effects can be used to understand more about the level of 'deadweight' associated with the policy, and how much 'new' or 'additional' training has been generated by ETP, *ie* training that would not have taken place if the policy had never been introduced. IFS notes that for any given level of 'deadweight', it is possible that ETP might have funded training that would otherwise have been privately funded, or alternatively it could be replacing training that would otherwise have been funded publicly. It is not possible to discern the extent to which ETP has replaced privately and other publicly funded training activity.

IFS roughly estimates that the effect of ETP on all workplaces in the first-wave pilot areas is between 0.4 and 0.6 percentage points, depending on whether the qualification- or the occupation-based definition of training is used. Using a penetration rate of around four per cent at the end of August 2003, these estimates suggest about ten per cent to 15 per cent of the training is additional training, and about 85 per cent to 90 per cent is deadweight.[2] These estimates are subject to sampling error and the range in which the true effect may actually lie is broader. For example, if the true effect of the ETP programme were nearer 1.4 percentage points in the first year, then deadweight could be as low as 65 per cent.[3] Equally the confidence intervals around the estimates in general mean that the possibility that the true effect is zero percentage points, implying 100 per cent deadweight, cannot be ruled out.

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[1] This is because, in each case, the confidence intervals around the estimated effects in the first-wave lie within the confidence intervals for the second-wave pilot estimates, which implies that the true effects in the second-wave pilots may also be of the same order of magnitude as those in the first-wave pilot areas.

[2] The penetration rate for the four second-wave survey areas by August 2004 was 8.5 per cent, implying deadweight of around 90 per cent, based on our central estimates of the effect of around 0.7 to 1.0ppts.

[3] For the estimates for the first-wave pilots 1.4ppts is at the upper end of our 90 per cent confidence intervals. If the true effect is around 1.4ppts, this represents around 35 per cent of the penetration rate of 4ppts, implying that 35 per cent of the eligible employers taking part are additional and 65 per cent are deadweight.

Qualitative measure

We have also explored the issue of the counterfactual in our surveys of participant employers by asking them whether they would have done the same training in the absence of ETP.

In the most recent (2005) survey of employers in the Phase 2 pilots (with completed learners), we found that the large majority of respondents said that they *would* have offered some training in the absence of ETP (83 per cent overall). 'Hard to reach' organisations were less likely to have offered training without ETP (69 per cent versus 88 per cent of those who were not 'hard to reach'). Detailed sectoral breakdowns show that respondents from health and social care were most likely to have provided training, in any case (93 per cent) and respondents from manufacturing were least likely to have provided it (but three-quarters of respondents still stated that they would have provided it).

A sizeable minority (just under 40 per cent) responded that they would have trained fewer employees without ETP. This varied significantly by size, with just over one-third of small companies saying they would have provided training to fewer employees (36 per cent, compared with 43 per cent medium-sized companies and 50 per cent of large ones). The majority (56 per cent) indicated that they would have trained the same number.

When further asked if they would have trained the *same* type of employees the majority responded that they would have (89 per cent, with no significant differences by size or sector). Respondents with a high density of learners (*ie* a large proportion of all their employees involved) were more likely to have trained the same employees (94 per cent compared with 91 per cent of respondents with a medium density of learners and 87 per cent with a low one). Finally, respondents were asked if they would have trained people to the same, a higher or a lower level of qualification. A very low number of respondents said they would have provided unaccredited training in the absence of ETP (only three per cent).

- Around two-thirds believed they would have trained to the same qualification level, with just under one in five believing that they would have trained to a lower qualification.

- 'Hard to reach' respondents were more likely to say that they would have trained to a lower level (25 per cent) than non 'hard to reach' (18 per cent).

This evidence indicates that in the absence of the programme, a majority of employers would have provided ETP-like training to their employees and many would have done so to same number of employees and to the same level. The effect of ETP on workplace training provision is therefore is likely to be a matter of degrees of, rather than absolute, differences. Some employers would have trained fewer people (most notably large employers) and some

would have trained to a lower qualification level, especially in distribution, if ETP had not existed. Interestingly 'harder to reach' employers seem to have benefited most, in that they appeared to be least likely to say that they would have done the training in any event.

The characteristics of the deadweight population

Overall, 29 per cent of the (2005) employer survey sample said they would have trained without the scheme, and would have trained the same number of employees, of the same group, to the same level. We examined their characteristics to see if there are any defining features which differentiated them from the sample as a whole but found that they did not differ significantly by sector, LSC area or source of information on ETP.

Organisations of between 21 and 49 employees are, however, significantly over-represented (38 per cent of deadweight compared with 24 per cent of the remainder) and small organisations (*ie* those with less than 20 employees) are under-represented (29 per cent of deadweight and 45 per cent of the remainder).

Deadweight employers also tended to be:

● more strategic in their approach to training *ie* they were more likely to have a business plan, a training plan and a training budget

● less likely to have introduced new methods of work organisation or new technology

● less likely to see positive changes to individuals *ie* less likely to believe that learners had gained skills as a result of ETP.

Previous ETP surveys (Hillage *et al.*, 2005), also found that employers who said that they would have done the training anyway were more likely to say that ETP had helped them to meet a legal requirement to train their staff and this was a benefit to their organisation. They also said that they selected employees for ETP training because the training was required by law.

This suggests that there are at least two sub-groups of deadweight employers:

● those positive trainers who already see the advantages of training their low-skilled employees but who took the opportunity of the pilots to either facilitate, accelerate and/or subsidise the process

● more contingent employers who train their (low-skilled) employees because they have to (*eg* because of their understanding of the prevailing legislative requirements on their business) and who took advantage of the pilots to help them meet their obligations.

Conclusion

A consistent picture emerges from the evidence we have collected.

Relatively few ETP employers are 'hard to reach' and, for instance, most have worked with NVQs and have been involved with a government agency like a Business Link or LSC before. They also generally have a positive attitude towards training or train to meet legislative requirements.

It was only possible to detect a small 'ETP effect' *ie* the proportion of the small number of employers providing qualifications-based training to low-skilled employees was only ten to 15 per cent higher in the pilots compared with elsewhere, albeit during the first year of the Phase 2 pilots and the second year of the Phase 1 pilots.

However this picture contrasts with the one that emerged from interviews with ETP personnel and participant employers. Although we did find examples of strategic trainers taking advantage of public subsidy to fulfil their existing training plans and other employers (*eg* in care and public road transport) using ETP to train employees to standards required anyway, we also found examples of the opposite: employers with little history of training apparently transforming their approach through their involvement with ETP. Most of the personnel involved in the pilots see the evidence of the large numbers involved (and the low base of employer-provided, qualifications-based training) as evidence of an ETP effect.

Can the two sets of evidence be reconciled?

While most employers in the participant surveys say that they would have offered similar training in the absence of the pilots only a minority say that they would have provided the same training, to the same level, to the same employees if ETP had not existed. These tend to be either the 'easier to reach' employers, with a positive approach to training already, or those who are required to have a better qualified workforce by legislation.

ETP may have induced the rest of the employers to provide training to a higher level (*eg* level 2) and/or to greater numbers of employees than previously. In other words the training may be more extensive and of a better quality than would otherwise have been the case.

We now examine the evidence for employee participation and the effect that ETP has had.

2.5 Employee participation

The number of learners involved in each phase of the pilots was set out in Table 2.1. The table showed that, as at the end of July 2005, 193,000 learners had started training.

Looking over the three years of the pilots, it is clear that the number of learners per employer involved is rising (Table 2.8). In the first year of the Phase 1 pilots, the average number of learner participants in each workplace involved was 7.7. In the most recent year (*ie* since September 2004), the average number of learners per employer is ten. The average number in the Phase 2 pilots has risen from 8.2 in the Year 2 to 8.8 this year. Meanwhile, the average number involved in the Phase 3 pilots (in Year 3) is 7.3. As the pilots mature, the number of engaged employees from each employer involved seems to be rising. This trend has been accompanied by an increase in the proportion of large employers involved (see Section 2.4.1).

2.5.1 Employee penetration

We have used Labour Force Survey (LFS) data to estimate the approximate size of the eligible employee population in the LSC areas (which varies from around 38,000 in Northumberland to 322,000 in Greater Manchester). Table 2.9 shows that, across all pilots, some 6.4 per cent of the eligible population have so far been engaged. Penetration varies by pilot phase. In the Phase 1 pilots (in operation for three years), ten per cent of the eligible population were involved; in Phase 2, seven per cent were involved; in Phase 3, three per cent. Penetration also varies considerably by area, *eg* from over 17 per cent in Shropshire (the Phase 2 area with the smallest eligible population) to four per cent and five per cent in Kent and Medway, and London East, respectively (two of the areas with the largest eligible populations).

2.5.2 Trends

The take-up of ETP training among learners over time mirrors the trends among employers (see Section 2.3.1). Figure 2.3 shows that the pace of participation quickened in the second year and has remained broadly consistent until the most recent quarter when all three sets of pilots appear to have stepped back a bit.

Table 2.8: Average number of learners per employer, by pilot phase

	Year 1 (September 2002 to August 2003)	Year 2 (September 2003 to August 2004)	Year 3 (September 2004 to August 2005)
Phase 1 pilots	7.7	9.4	10.1
Phase 2 pilots		8.2	8.8
Phase 3 pilots			7.3

Source: ETP MI data 31 August 2005

Figure 2.3: ETP learner penetration trends 2002 to 2005
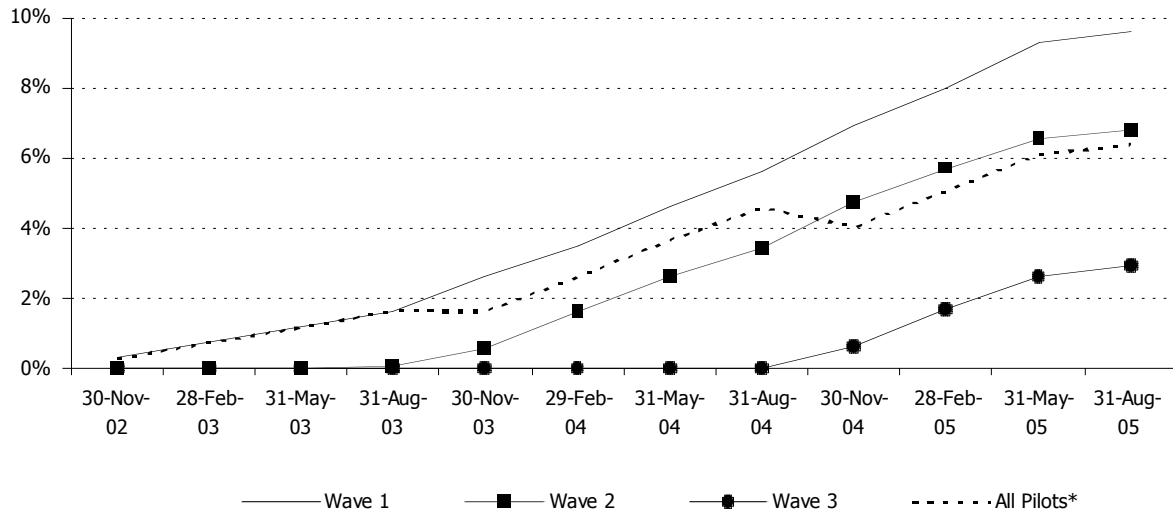
* Note: the 'All pilots' line levels off or falls at the start of each new phase as the population base increases as new pilot areas are added.

Source: IFS/IES/ETP MI data 31 August 2005

2.6 Learner characteristics

The characteristics of the learners involved in the pilots are collected in the management information and some of the details are summarised in Appendix 1. Additional details come from our surveys of ETP learners.

Gender

The end of the third year, half of all the learners (51 per cent) who had ever been involved in the pilots were women (Table A1.8). The proportion of female learners has steadily fallen from 56 per cent of all the learners involved, in Year 1, to 49 per cent of those engaged, in Year 3 (and to 45 per cent of the Year 3 cohort in the Phase 1 pilots). This mirrors the decline in proportion of care sector employers involved. Generally, more female employees than male employees receive employer-based training (DfES, 2005).

Ethnicity

Some 85 per cent of ETP learners classify themselves as 'white British' and 12 per cent as 'non-white' (Table A1.12).

Participation by minority ethnic learners varies significantly across the pilot areas. Berkshire, Birmingham and Solihull, the Black Country, Leicestershire and London East have a minimum of 20 per cent learners from minority ethnic backgrounds. The distribution of minority ethnic learners tended to reflect the ethnic make-up of the local population. Table 2.10 compares the proportion of minority ethnic learners (at April 2005) with the proportion of minority ethnic adults in the local population, based

on an analysis of the Labour Force Survey (LFS) for people aged between 16 and the state pension age.[1]

Table 2.9: Employee penetration rates: August 2005

Area	%
Birmingham & Solihull	8.1
Derbyshire	8.5
Essex	9.0
Greater Manchester	8.4
Tyne & Wear*	14.2
Wiltshire & Swindon	13.6
Total Phase 1 pilots	**9.6**
Berkshire	7.2
Kent & Medway	3.9
Leicestershire	9.8
London East	5.2
Shropshire	17.4
South Yorkshire	6.7
Total Phase 2 pilots	**6.8**
Black Country	3.2
Cambridgeshire	4.2
Devon & Cornwall	3.1
Lancashire	2.6
West Yorkshire	2.0
Co. Durham*	3.2
Northumberland*	4.5
Tees Valley*	3.6
Total Phase 3 Pilots	**2.9**
All pilots	***6.4***

Note: The population base is estimated from LFS data to represent the number of adult (19+) employees with qualifications below level 2

* = part of the North East pilot

Source: IFS/IES/ETP MI data 31 August 2005

In the majority of pilot areas, participation by minority ethnic learners is higher than we would expect from their representation in local populations. In Berkshire and London East the proportion of minority ethnic learners is at least ten percentage points more than their representation in the local population. In Leicestershire, Birmingham and Solihull, Black Country, Essex and Wiltshire the proportion of minority ethnic learners is at least five percentage points above their representation in the local community.

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[1] A better comparison would be with the proportion of ethnic minorities in the working population without a level 2 qualification but the data were not available at local LSC (*ie* pilot) level.

Table 2.10: Minority ethnic participation in the pilots (per cent)

	Proportion of ethnic minorities in local population	Proportion of ETP learners from a minority ethnic background	Difference between ETP learner participation and LFS population estimate
Birmingham and Solihull	26.6	32.2	5.6
Derbyshire	4.1	6.4	2.3
Essex	2.6	8.5	5.9
Greater Manchester	9.7	11.4	1.7
Tyne and Wear	3.8	2.1	−1.7
Wiltshire	2.6	8.2	5.6
Berkshire	11.8	26.7	14.9
Kent and Medway	3.7	7.3	3.6
Leicestershire	15.3	24.3	9.0
London - East	34.0	47.6	13.6
Shropshire	2.7	6.6	3.9
South Yorkshire	5.3	5.6	0.3
Black Country	16.0	21.6	5.6
Cambridgeshire	4.9	7.3	2.4
County Durham	0.9	1.1	0.2
Devon and Cornwall	1.0	2.0	1.0
Lancashire	5.1	4.3	−0.8
Northumberland	0.7	1.4	0.7
Tees Valley	3.5	1.9	−1.6
West Yorkshire	12.6	12.2	−0.4
All pilots	*8.3*	*13.4*	*5.1*

Source: ETP MI data 29 April 2005 (excludes not given/not known) and LFS March 2003–Feb 2004

Of the LSCs that have been operating in the three years of the pilots, there is little year-on-year change in the recruitment of learners from minority ethnic backgrounds. Overall, amongst these six Phase 1 areas, minority ethnic participation increased during the second year, however the proportion has remained largely stable in the final year.

Age

Most learners are between 26 and 45 years of age (Table A1.11). The age profile has become slightly younger in the course of the three phases of the pilots. For instance, in the first year only 11 per cent of learners were aged between 19 and 25, and the proportion rose to 17 per cent of those who joined in Year 3. The age profile of ETP learners is older than that of all employees in receipt of job-related training.

Disability

Some five per cent of learners on the ETP database declare a disability — far fewer than the 12 per cent of the overall (Great Britain) working population (by the Disability Discrimination Act

definition). The proportion of disabled learners remained consistent in the course of the pilots.

Employment status

Three-quarters of learners are in full-time jobs and the remaining one-quarter work part time.

Occupation

Most ETP learners work in personal-service occupations (31 per cent in care-related jobs), elementary occupations (22 per cent) or as process, plant or machine operatives (17 per cent). However, eight per cent work in skilled trades, a further seven per cent in secretarial and administrative occupations and four per cent in managerial jobs. There was a fairly steady pattern over the course of the pilots.

Size of workplace

Around 40 per cent of ETP learners worked in small workplaces (with less than 50 employees), 29 per cent in medium-sized establishments (with 50 to 249 employees) and 31 per cent in larger workplaces (with 250 or more employees). The proportion in larger workplaces had risen slightly (from 30 per cent of employers engaged in Year 1 to 33 per cent of those involved in Year 3). Most of the pilots had a broadly similar profile, apart from Shropshire where 90 per cent of learners were from small workplaces (with less than 50 employees) and County Durham where only 18 per cent were in small workplaces.

Trade union membership

Consistently across the pilot phases, around 16 per cent of learners were members of trade unions.

Length of time in job

Our learner surveys in 2004 found that over one-quarter of learners (28 per cent) had been working for their employer for under a year and most (55 per cent) had been at the same workplace for under three years. Around 15 per cent had been employed at the same place for between six and 15 years and six per cent had been with the same employer for over 15 years.

Pay

Average rates of pay among ETP learners (estimated from the 2004 learner survey data) were around £6.25 an hour.

2.6.1 Previous educational experience

Most (around three-quarters of) ETP learners left school at, or before, the age of 16. In a 2004 survey of ETP learners (across all Phase 2 pilots), 24 per cent said that they had left before the age of 16 and 48 per cent at the age of 16. Of the rest, 11 per cent left aged 17, and nine per cent left aged 18. The remaining eight per cent left when they were above the age of 18.

Learners had mixed views about their educational experience. One-third (35 per cent) were not bothered either way, *ie* indifferent about their educational experience. Just over one-quarter (27 per cent) had negative views of their educational experience, and 37 per cent had a positive view of their previous educational experience.

Prior qualifications

The management information (MI) data suggest that around three per cent of learners already had a level 2 or higher qualification before joining the pilot and were therefore theoretically ineligible. In a further eight per cent of cases, the starting level of qualification was unknown. Thus the MI data show that at least 89 per cent of ETP learners are qualified below level 2.

However, learner survey data consistently show a very different picture. In three surveys of ETP learners, we asked them for their highest qualification before joining the pilot, using the same form of questioning as the Labour Force Survey. In each case, between one-fifth and one-third said that they were already qualified to at least level 2 before starting their ETP training.

In the most recent (2005) survey of learners who had started in Year 3 of the pilots, we found that:

- fifty-five per cent of respondents clearly stated that they had either no, or below level 2, qualifications (41 per cent of basic skills learners and 56 per cent of NVQ learners)

- thirty-three per cent said they were qualified at, or above, level 2 (43 per cent of basic skills learners and 31 per cent of NVQ learners)

- in 12 per cent of cases the qualification level was unclear or unknown.

In the 2004 learner survey, 28 per cent of the sample said that they were qualified to level 2 or above and in the 2003 survey, 24 per cent said that they had a qualification equivalent to level 2 or higher.

It can be difficult for employers to know the qualifications of their workforce and indeed some individuals may not be sure of the exact level of a particular award. The Adult Learning Inspectorate report (2005) found that 'employers are given insufficient

information and guidance to enable them to identify eligible learners'. Learners with level 2 qualifications or higher tend to have obtained their qualifications either some time ago or in a very different area to that which they are now working. Nevertheless, the learner surveys tell a consistent story and, given the fact that the pilots tightened up their eligibility rules in Year 3 following earlier evaluation survey results, we could have expected the proportion of learners at level 2 and above to fall, not rise.

According to the 2005 survey, most of the learners who said they already had at least a level 2 qualification were at level 2, while 30 per cent had a level 3 equivalent qualification and 16 per cent were qualified to level 4 (see Table 2.11). Among those who were not at level 2, 55 per cent said that they had no qualification at all.

2.6.2 Previous experience of learning

In the 2004 ETP learner survey, we asked learners whether they had taken part in any form of learning over the past three years. Most learners (78 per cent) had taken part in some type of learning activity over the period while fewer than one-quarter (22 per cent) had no learning experience at all (mainly older men, doing either engineering- or manufacturing-related NVQ training).

The same question was asked in the National Adult Learning Survey (NALS) 2002 (Fitzgerald *et al.*, 2002) in order to calculate respondents' experience of taught learning. Seventy-six per cent of respondents (adult learners) in the NALS 2002 survey had participated in some form of learning over the past three years, almost identical to the ETP learners' survey result.

We did not find any evidence of a 'second-generation effect' in the first six pilots *ie* that in the second year the pilots attracted more learners without a recent learning record. Learners in the second year were not demonstrably different in their recent training or past education experience than the first-wave of learners.

2.6.3 Attitudes to training

A consistent finding across our series of surveys of ETP learners was that they generally held enthusiastic attitudes towards learning in general and were also fairly positive about the learning opportunities in their workplace.

Table 2.11: Qualification levels at level 2 and above

Learners' qualifications at level 2 or higher

		%	N =
Degree		**8.1**	**45**
HNC/D		**4.9**	**27**
BTEC			
Higher	0.4		*2*
National	4.2		*23*
First diploma	1.4		*8*
Total		**6.0**	**33**
City & Guilds			
Advanced	6.0		*33*
Craft (pt 2)	6.5		*36*
Total		**12.5**	**69**
RSA			
Higher	0.7		*4*
Advanced	1.3		*7*
Diploma	1.4		*8*
Total		**3.4**	**19**
NVQ			
Level 2	13.0		*72*
Level 3	8.5		*47*
Level 4	0.7		*4*
Level 5	0.2		*1*
Total		**22.4**	**124**
GNVQ			
Advanced	0.9		*5*
Full intermediate	1.4		*8*
Total		**2.3**	**13**
A level			
1	3.6		*20*
>1	7.2		*40*
Total		**10.8**	**60**
AS level (>2)		0.5	*3*
GCSE (5 or more A-C)		13.7	*76*
CSE (5 or more grade 1)		2.2	*12*
GCE (5 or more)		9.2	*51*
Other		4.0	*22*
All		**100.0**	**554**

Base: ETP learners with qualifications at level 2 or above

For example, our most recent survey (conducted in May and June 2005) found strong support (nearly three-quarters of our sample strongly agreed) for the statements that learning can help you get on at work and that employers should give career development guidance (Figure 2.4). Two-thirds also strongly agreed that learning about new things is enjoyable, and 58 per cent strongly agreed that you need qualifications to get anywhere. There was also strong agreement with the statement that '*the right experience*

Figure 2.4: Learners' views on training

Generally, employers should give employees guidance on their career development within the organisation

Learning can help you get on at work

Learning about new things is enjoyable

You need qualifications to get anywhere these days

The right experience is more important at work than qualifications

You can generally learn more by doing the job than by going on a course

I'd be willing to pay to learn things that really interested me

I've often wanted to learn new skills but never had the opportunity

Generally, employers hardly take notice of the learning, education or training you have done

I don't feel confident about learning something new

I am not really interested in doing any learning or training

Learning is boring

□ Strongly agree   ■ Agree   □ Neither   ▣ Disagree   ▥ Strongly disagree

Source: IES/MORI Survey of ETP completers 2005

is more important than qualifications' (half strongly agreed and a further 27 per cent agreed) and very similar levels of agreement to the statement that '*you can generally learn more by doing the job than by going on a course'*. So while qualifications are seen as important experience is also valued. The attitudes found in the most recent survey are not significantly different from those found in previous ETP learner surveys (in 2003 and 2004).

Learners are also generally positively disposed towards the idea of paying for training that interested them (only one in five stated that they would be unwilling to pay). This is matched by strongly positive views on personal interest and confidence in learning. The majority disagreed that they did not feel confident about learning something new (75 per cent), 83 per cent disagreed that they were not interested in learning and 82 per cent disagreed that learning is boring.

Some statements attracted more mixed views. Just over half of respondents (56 per cent) felt themselves to have had limited opportunities for learning but 38 per cent disagreed with this. The sample was also split about the notice employers take of learning, with 42 per cent agreeing that employers take hardly any notice of learning and just under half (49 per cent) disagreeing.

There were some differences within the sample. Those completing health or management qualifications, women and ethnic minorities tended to be more positive than other types of learners.

2.6.4 Attitudes to training in the workplace

Learners were also generally positive about the training and skill development opportunities in their workplace (Table 2.12). Most felt they were encouraged to develop new skills, it was fairly easy access training, their employer was willing to pay for training and there was time for training.

2.6.5 Why this training was not done before

In the participant surveys, we asked learners why they had not done any similar sort of training before. The responses fell into two broad groups:

● those who said that they had not been offered the training before or were constrained from taking it up — *ie* responses indicating a latent demand for training — some 50 to 60 per cent of the learners in the sample

● learners whose circumstances had changed and, therefore, felt that they now needed the skills or the qualification (30 to 40 per cent).

In the most recent survey (2005), two-thirds of learners said they had not had the opportunity to train for a qualification before at their workplace. However, this may reflect the fact that many employees had not been with their current employer for very long.

2.6.6 Additionality

Again, we have looked at the question of the additionality of the training provided by the pilots in two ways: through IFS's quantitative assessment of the relative changes in qualifications-based training among low-skilled employees in, and outside, pilot areas; and qualitative questioning of ETP learners. The quantitative results show a picture of a small 'ETP effect'

Table 2.12: Employees' views on their employer's approach to training (per cent)

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	N
I have the same access to training and development opportunities as anyone else in my workplace	59	24	4	6	7	1,752
I am encouraged to develop new skills	54	27	6	6	7	1,778
It is always easy to get training around here	32	27	11	16	14	1,725
Most of the skills I need I learn from my colleagues	21	29	9	23	18	1,784
There is never any time to get any training	14	17	8	27	33	1,777
My employer is not keen on paying for training	13	11	9	22	45	1,654

Source: IES/MORI Survey of ETP completers, 2005

consistent with the evidence from employers (Section 2.4). However ETP learners are less likely than ETP employers to say that they would done the training in any event.

Quantitative assessment

IFS assessed the impact of the ETP programme on a range of training-related outcomes for eligible employees, based on two separate sources of data:

- **ETP data**: employee questionnaires collected for the ETP evaluation by MORI in 2003 and 2004 in two second-wave ETP areas (Berkshire and Leicestershire) and in two selected control areas (Bedfordshire and Sussex).

- **LFS data** covering the whole of England, with ETP pilot area identifiers (to which IFS were granted special access for the ETP evaluation). These data allow an estimation of the impact of ETP on employee training in all first- and second-wave ETP areas, compared to control areas drawn from the whole of England.

Table 2.13 shows a summary of the estimated effects of ETP on the take-up of training among eligible employees, using the ETP and LFS data. These are effects for the first year of operation for both the first-wave and the second-wave pilot areas.

As with employers, the results are consistent with small positive effects of ETP on the take-up of training among eligible employees. However these estimated effects are not in general statistically significant (since the confidence intervals contain zero), and there is no evidence that the impact of ETP on the incidence of training among eligible employees is significantly larger than the impact of ETP on employers.

Using this analysis IFS have also made a 'back of the envelope' calculation for the number of 'additional' basic skills and level 2 awards made to employees, arising directly from ETP, in its first two years. Given an eligible population of around one million employees in the first-wave pilot areas, and a further one million eligible employees in the second-wave pilot areas, an effect of approximately 0.5 percentage points would imply around 5,000 new learners per year in each of the first- and second-wave areas, or around 15,000 in total by the end of August 2004.

Qualitative evidence

In our most recent survey of ETP learners, around two-thirds of respondents (65 per cent) said that they would not have undertaken this kind of training in the absence of ETP. One-third said that they thought they would have done. There were significant differences by NVQ type, with the largest proportions of respondents that believed they would have undertaken the

Table 2.13: Employees' evaluation: estimated first-year effects for first- and second-wave pilot areas using ETP and LFS data, all workplaces

	First-wave pilots (LFS data)	Second-wave pilots (LFS data)	Second-wave pilots (ETP data)
Training in past 3 months			
Policy-off baseline	19.1%	19.3%	19.9%
Effect	1.10ppt	1.05ppt	0.57ppt
90 per cent confidence interval	[-1.36; +3.55]	[-2.06; +4.16]	[-1.72; +2.87]
Training leading to a qualification in past 4 weeks (LFS)/3 months (ETP)			
Policy-off baseline	3.7%	4.9%	9.2%
Effect	0.11ppt	0.31ppt	0.56ppt
90 per cent confidence interval	[-1.16 +1.34]	[-1.30; +1.92]	[-1.06; +2.19]
Training to level 2[a] in past 4 weeks (LFS)			
Training to level 2[a] in past 3 months, externally provided and employer-supported (ETP)			
Policy-off baseline	1.2%	1.0%	1.0%
Effect	-0.53ppt	0.88ppt*	0.11ppt
90 per cent confidence interval	[-1.15; +0.09]	[0.06;+1.71]	[-0.49; +0.71]

ETP Random Employees' Survey. Pilot areas: Berkshire and Leicestershire

LFS data: estimates pool, all pilot areas in relevant wave and use rest of England as control areas. All specifications control for the individual, firm and area characteristics listed in Appendix II. Second-wave pilot areas exclude East London.

[a] Only around one per cent of employees report that their training is 'ETP-type' training, namely that it is to level 2 or basic skills qualification. This is likely to be a considerable under-estimate of the total number of employees genuinely undertaking 'ETP-type' training, however, since approximately two-thirds of individuals who report that they are training to a qualification are unable to say to what level their training is.

(*) Significantly different from zero at the ten per cent level.

Source: Abramovsky et al.*, 2005*

training in the absence of ETP in health-care and hospitality (Table 2.14).

Of those who said they would have undertaken training without ETP, 43 per cent said they would have done it in work time and 45 per cent said they would have undertaken it in their own time. Some 11 per cent said the training would be delivered partly in work time and partly in their own time.

When asked who would have paid for the training a small majority said that their employer would have funded it (58 per cent), 28 per cent said that they would have funded it and smaller proportions said that it would have been either joint funded (eight per cent) or funded by some other means (six per cent).

Table 2.14: Likelihood of undertaking training in the absence of ETP, by qualification (per cent)

	Engineering	Healthcare	Hospitality	Management and prof.	Manufacturing	Retailing	Total
Yes	26	41	42	24	21	24	34
No	74	59	58	76	79	76	66
N	27	582	118	144	150	169	1,480*

*Total includes 290 respondents classified as 'other'

Source: IES/MORI Survey of ETP Completers, 2005

As in the employers' sample there is evidence that many learners believed that in the absence of ETP they would have undertaken the training anyway, especially those completing health and hospitality NVQs. However, it would seem that a significant proportion of respondents believed that this training would have taken place in their own time or would have been paid for out of their own pockets.

Conclusion

While only one-third of the learners in the participant surveys said that they would have done the same training without the pilots, we were only able to detect a small positive effect of ETP on take-up of qualifications-based training among eligible employees.

There are a number of possible explanations that may reconcile the results of the quantitative evaluation and the predominant view on the ground, that the pilots led to large numbers of low-skilled employees training for level 2 or basic skills qualifications who would not otherwise have done so.

First, we have seen that, despite efforts to check eligibility, the pilots may be picking up significant numbers (somewhere between one-fifth and one-third) of learners who have already a required a level 2 qualification (or higher). The employees' survey was designed to exclude employees who already had a level 2 qualification.

Second, our surveys are picking up firms that are inclined to train such employees anyway, but may not train the same number and to the same level of quality as the pilots. It was difficult in the quantitative surveys to ensure that we were measuring exactly the same type of (full level 2) training as provided by the pilots and the surveys did not measure the extent of basic skills training being undertaken (covering around one in eight ETP learners).

Third, there may be a substitution effect occurring between firms (*ie* providers switched to ETP training from other non-ETP level 2 training) and within firms (*ie* employers felt there was a limit to the total training they could undertake and put forward

employees for level 2 or basic skills at the expense of other qualifications-based training).

Fourth, the quantitative evaluation focused mainly on the first-year effects of the ETP programme (albeit across two pilot phases). As the pilots built up momentum, they may have reached different groups of employers and employees (although we have seen little evidence of significant changes in participant characteristics to date).

It may, therefore, be the case that the full effect of the pilots will only be detected over time, as more learners come through and actually gain their qualifications. This could be measured through regular assessments of relevant LFS and/or qualifications data.

2.7 Take-up by type of course

The vast majority of ETP learners took a level 2 course, generally leading towards a full NVQ. The proportion working towards a basic skills qualification increased steadily during the course of the pilots.

2.7.1 Basic skills

Some 15 per cent of ETP learners (up from ten per cent in the first year) have, or are taking, a basic skills qualification (Table A1.9). Some pilots have been more effective than others at attracting basic skills learners. For instance, 30 per cent of the learners are doing a basic skills course in Birmingham, 27 per cent in County Durham, 22 per cent in Leicestershire and 21 per cent in Wiltshire and Swindon. Evidence from the area case studies suggests that these pilots have been relatively successful at packaging basic skills support and had an effective network of providers in place.

The skewed distribution by area can also partly be explained by the fact that learners from a minority ethnic group are far more likely than white learners to study for a basic skills qualification (Table 2.15). Close to one-quarter (24 per cent) of minority ethnic learners are working on basic skills, compared with 13 per cent of white learners. Asian and Asian British learners' participation in basic skills training is higher than other ethnic groups, perhaps reflecting participation in English for speakers of other languages courses rather than literacy or numeracy courses.

There are a few pilots where the trend is different *ie* there are more white learners than minority ethnic learners involved in basic skills training. This is most pronounced in Tyne and Wear, and County Durham and less so, in Tees Valley. This is likely to be explained by the relatively low recruitment of minority ethnic learners in these areas.

In the course of the evaluation, pilots reported difficulties in getting employers and/or employees to admit to basic skills

Table 2.15: Take-up of basic skills provision among white and minority ethnic ETP learners

	All learners	White learners	Ethnic minority learners
Birmingham & Solihull	29.5	28.1	37.0
Derbyshire	15.7	14.6	31.3
Essex	12.9	12.1	19.4
Greater Manchester	11.8	10.0	23.4
Tyne & Wear	17.5	17.7	12.7
Wiltshire	22.0	20.4	37.5
Berkshire	11.3	11.7	10.3
Kent & Medway	6.9	6.4	11.8
Leicestershire	23.3	17.8	38.5
London - East	19.5	14.8	25.6
Shropshire	2.1	2.1	2.3
South Yorkshire	6.9	6.9	5.8
Black Country	3.8	4.2	2.6
Cambridgeshire	4.6	4.6	3.4
County Durham	23.1	23.4	0.0
Devon & Cornwall	15.5	15.6	18.2
Lancashire	6.5	5.6	27.5
Northumberland	24.8	26.4	46.7
Tees Valley	8.7	8.8	5.4
West Yorkshire	1.7	1.7	1.8
All pilots	*14.2*	*12.6*	*24.4*

Source: ETP MI data 29 April 2005

difficulties. Often the difficulties became apparent while a learner was studying for an NVQ and training providers are encouraged by the pilots to provide basic skills support in those circumstances. We cannot tell from the MI what proportion of ETP learners receive basic skills support, but we estimate (from the surveys of learners and training providers) that around ten per cent of NVQ learners get additional support.

Two other reasons for the low take-up of basic skills courses emerged in the course of our interviews with training providers and pilot personnel.

- **Capacity** – our training provider survey found that many providers could not supply such support and/or embed basic skills within the NVQ, and either did not provide the support required or relied on the help of a specialist provider. Some areas reported a shortage of capacity among specialist providers – as well as a lack of capacity within mainstream providers.

- **Finance** – some of the providers we interviewed indicated that other funding streams for basic skills provision had priority and it was more important to ensure that they filled

their core contractual targets or ESF programme obligations, for example, before taking on additional ETP learners.

In the second and third year of the pilots a number of measures were introduced to improve identification of basic skills needs at the beginning of the training and to provide better support to employers, learners and providers. For example, nearly all learners received a basic skills assessment in Year 3. These measures appear to have been effective in increasing the proportion of basic skills learners. However, there are still concerns about a lack of consistency in the provision of basic skills support across all the pilots and providers (Adult Learning Inspectorate, 2005; Goldstone and Douglas, 2005).

2.7.2 NVQs

According to data from the LSC, around 80 per cent of the Vocational qualifications being taken are 'full level 2', *ie* they exceed the minimum number of 'learning hours' to count towards a full qualification and the DfES's performance target. The most commonly taken NVQ courses relate to health and social care and the proportion of learners involved with care has remained constant over the three years, at 36 per cent. Otherwise, the range of courses being taken by learners has increased — 22 per cent of learners now take a course under the 'other' category in Table A1.10 (compared with only 13 per cent in Phase 1). Such courses include:

- business administration (eight per cent of all learners)
- construction (six per cent)
- transport (three per cent)
- leisure, sport and travel (two per cent).

2.7.3 Type of provider

Around 35 per cent of ETP learners are being trained by an FE college and the rest by independent providers[1]. The proportion has increased slightly over the three phases from 33 per cent in Year 1. These data are probably more of a reflection of the availability of supply and of who the local pilot has contracted to provide training, than employer demand for a particular type of provider.

2.8 Conclusion

The pilots have been successful in attracting large-scale participation from employers and employees, particularly from

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[1] The data are approximate because of difficulties in accurately coding providers from the information on the database and some inconsistencies in the data provided by pilots.

older employees and those from ethnic minorities. However there is, so far, little evidence that the policy has resulted in a significant net increase in the number of low-skilled employees being trained and qualified.

The pilots may have swept up employers who would have provided level 2 training in any event, *eg* from the social-care or public-transport sectors to meet what they perceive are the new legislative requirements placed on them. The other group who have become involved are employers who already have a positive approach to training. Our measurement of the potential deadweight is not precise enough to know whether these employers would have provided NVQ level 2 training to their employees regardless of ETP. The pilots may have been instrumental in persuading employers to take part in a higher level qualifications-based training and to provide training to greater numbers of employees than they would have otherwise.

To achieve greater additionality, participation needs to be targeted more effectively at the 'hard-to-reach' employers not normally involved in, or with little urgent need of, training their low-skilled employees to qualifications. There is some evidence that the brokers can help in this process by helping to explain the UK's complex training infrastructure to employers and identifying training that will bring business benefits.

Another form of deadweight (*ie* in terms of delivering first level 2 qualifications) comes from the number of theoretically ineligible employees taking part. Although it can be difficult to measure individuals' prior qualifications with consistent precision and accuracy, as the pilots as well as social researchers will testify, there is a clear discrepancy between the MI data and our learner survey findings. While the policy may accept a proportion of ineligible participation as an acceptable level of 'noise in the system', ineligibility on the scale reported in the surveys suggest that providers have to focus even harder on excluding employees with prior level 2 (which may alienate some participants, especially where the prior qualification is obviously irrelevant to an individual's current job and they could benefit from the training).

3. The Pilots and Engagement

We start this chapter by looking at the way in which the pilots are organised, focusing particularly on the broker role, before examining how employers and learners get involved in the pilots and the factors that influence their engagement.

3.1 Key points

- At the heart of the pilots are 'skills brokers' (generally employed by the local LSC or by their partners in Business Links or other agencies), with a role involving some or all of the following: recruiting employers; identifying training needs and solutions; providing ongoing support to employers and trainees; and supporting learners and employers at the end of the training to help them make the most of it. Pilots and their brokers also work with other organisations, including Sector Skills Councils and Trade Unions; information advice and guidance providers; training providers; as well, of course, as employers and learners.

- The key factors behind a successful brokerage service include:

  - impartiality

  - a good relationship between brokerage organisations and the pilot management

  - a flexible approach to meeting employer demands

  - access to multiple funding streams

  - being able to understand an employer's business (for example, over the course of the pilots the brokers have become less 'generalist' and began to specialise more in certain sectors).

- A number of practical issues arose during the course of the pilots. These included: the time it took to set up the pilots; contracting and MI processes; performance management and an initial focus on getting people into the pilots rather than getting them through; and funding hiatuses as the pilots were extended from year to year.

- Approaches to recruiting employers vary across the pilots. Most employers (60 per cent) become involved with the pilot through a training provider, although around 20 per cent

come through pilot brokers. Around one-third proactively seek involvement by contacting a provider or pilot adviceline, the rest respond to initiatives by providers or brokers.

- Employers report that the most attractive elements of the pilot offer are the free and flexibly delivered training rather than the wage compensation — although the latter is important to around ten per cent of the employers involved and can be useful in securing initial interest with employers. 'Hard to reach' employers appear to be particularly attracted by the brokerage element of the pilots and, for instance, the help provided with identifying their training needs.

- The quantitative evaluation found no relationship between the level of wage compensation on offer and the level of take-up among employers and employees in the first and second years. However, in Year 3, participation — particularly among employees — was higher in the areas with the highest levels of wage compensation. However, it is not clear whether this reflects the subsidy available or some other factor.

- Employees generally either are put forward by their employers or volunteer to take part. Nearly all are very keen and most say that they had a choice over whether they took part or not. Fewer felt they had much choice over which qualification they trained for. However, over 80 per cent thought the course they took was appropriate for them.

3.2 How the pilots work

The pilot managers and core personnel are generally located within the local Learning and Skills Councils — often in the LSC offices. Models of how they work vary. The standard model is that the pilot (local LSC) contracts with: its local Business Link(s) to provide brokering services, training providers and employers. Another model is that the pilot works through a managing agent, taking responsibility for the brokering services itself and working with employers through the broker (*eg* Business Link)[1].

Generally, pilot personnel are responsible for co-ordinating the various parties involved and in particular:

- **Brokers** are given different designations in different pilots (*eg* learning advisers or skills brokers) and involved in various elements of the process, from recruiting employers, through identifying training needs, checking individual eligibility and clarifying levels of wage compensation to managing the training provision and completion.

- **Other agencies** — some pilots work with other organisations and agencies to recruit employers, secure their engagement and/or support learners at various points in the process. Such

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[1] The Year 2 evaluation report contains case studies of each of the Phase 2 pilots (Hillage J *et al.*, 2005).

bodies and people vary across the pilots and include Sector Skills Councils and union learning representatives.

- **Information, Advice and Guidance (IAG) providers** — the information, advice and guidance element of the pilots is generally provided under contract by local Next Steps IAG providers. Their role varies across the pilots (see Section 4.6).

- **Training providers** are responsible for providing the training under contract and who also often play a role in recruiting employers. Providers are paid a set tariff for the training, varying by type of course, in staged payments[1].

- **Employers** sign an agreement to release the specified employees for the agreed training, in return for wage compensation (normally paid on completion of the training). The wage compensation is determined by the number of hours the learner has in contact with the trainer (multiplied by standardised pay rates and the level of compensation in the area/size of firm). Central government departments and agencies are ineligible.

- **Learners** have to be employees aged 19 or over.

3.3 Employer brokerage

The term 'brokerage' covers a number of roles within the context of ETP, as set out in the diagram in Table 3.1, which describes brokerage for employers. The roles include:

- **engagement** *ie* securing employer involvement

- **identifying solutions,** which may include conducting an organisational needs analysis through identifying a choice of providers (*ie* market making) to procuring an appropriate supplier (procurement)

- **ongoing support,** including managing providers to ensure the quality and consistency of delivery

- **progression,** including talking to employers at the end of the training, helping them, if required, to embed the new skills and identify other forms of business support or further training opportunities.

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[1] Payments range from £500 (Skills for Life) to £1,200 (*eg* construction), paid in Year 3 on the basis of 20 per cent as learners are registered, 30 per cent midway through learning, and 50 per cent on completion of the training.

Table 3.1: Brokerage in ETP

	Key roles in the process			
	Engagement	**Identifying solutions**	**Ongoing support**	**Progression**
Provision to employer	Generating leads Animating demand Converting interest into involvement	TNA Diagnostics Market making procurement?	Provider management	Follow-up visits to identify other business support needs/training opportunities

Source: IES, 2005

Our clear impression from visits to the pilots is that many concentrated, at least initially, far more on the first two roles (*ie* employer engagement and identifying solutions) than on ongoing support and progression. In the third year, there were signs that pilots are beginning to concentrate more on provider management (and learner completion) and on building ongoing relationships with employers (to secure 'repeat business').

The roles, set out in Table 3.1, are fulfilled by a range of people and organisations and not just the skills brokers employed by the pilots.

Below we look at each of the four roles in a little more detail.

3.3.1 Employer engagement

There are three main and sometimes distinct elements to the employer engagement role within an ETP brokerage service. The first involves marketing the offer. The second includes identifying employers who may be interested in the ETP offer and directing those leads into the pilot. The third, and sometimes separate role, involves following-up the leads and converting them into interest.

Marketing

The approaches to marketing the pilot offer to employers vary across the pilots and have also varied over the years of the pilots as lessons have been learnt and transferred.

The local brand names of the pilots vary[1], although some of the second and third year pilots adopted the same name as earlier pilots with which they were partnered. Pilots have placed less emphasis on local branding over the years.

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[1] Seven different brand names are used by 18 of the 2005 pilots (EQ8, Free2learn, Profit form Learning, Skills at Work, Skills4Growth, Train2Gain, Variable Skills). Two use the term 'Employer Training Pilots'.

The approaches to engaging with employers, and therefore learners, vary across the pilots and have also varied over the years of the pilots as lessons have been learnt and transferred.

In the course of the evaluation we closely examined the different approaches to marketing and explored the size of marketing spend; the main marketing approach used; and what other approaches were used (categorised into general marketing, direct mail, telemarketing and events) but could find no obvious relationship between any of these and data on employer penetration.

The pilots stopped actively marketing the ETP offer towards the end of the third year of the pilots to maintain budgets and focus on learner completion. The hiatus caused concern in some pilot areas about their ability to sustain participation.

Styles of engagement brokerage

We have detected a number of trends in the way the brokerage service is organised. Pilots appear to have moved:

- **away** from a general sales force
- **away** from a focus on training and education *ie* **product-led**
- **towards** a more 'holistic' service — offering ETP as one of a number of solutions based more on a business-needs diagnosis, and training-needs analysis *ie* **service-led.** Early in the evaluation, we noted that ETP-centric teams appeared to have been more effective. However as ETP became more established as 'an employer offer' and the National Employer Training Programme (Train2Gain) began to loom large on the horizon, pilots (generally but not universally) moved towards a more wide-ranging brokerage service
- **towards** a more sector-based approach, with brokers having specialist industry knowledge.

3.3.2 Identifying solutions

One of the unique features of ETP is the role of the pilot learning adviser (part of the brokerage team but sometimes separate from the brokers involved in engagement) in confirming employer (and learner) eligibility, ensuring solutions are appropriate and offering employers a choice of provider. This is the 'honest broker' role, which was generally felt to be a significant and positive feature of the pilots and is widely thought to appeal to some, particularly small, employers.

However, the honest broker role can cause problems:

- causing a bottleneck — and introducing a delay in the process

- creating conflict with providers, *eg* where the provider supplies the initial lead (and may not end up with the eventual business).

In some pilots the broker plays a major role in identifying employer training needs, while in others this is largely left to the training providers (or specialist providers who conduct organisational and/or individual training-needs analyses).

3.3.3 Ongoing support

Ongoing support mainly involves managing providers and has become a more important role as the focus within pilots has moved from initial engagement to learner completion. Some pilots manage their providers through their existing LSC contract or relationship managers. However others have appointed specific provider liaison managers to contract with providers and manage their performance.

3.3.4 Progression

Most pilots conceded that going back to employers after the training had finished, to see if they had additional business support or training needs, was probably the weakest element of their brokerage service. However, there were signs that pilots were placing an increasing emphasis on this aspect of the service and encouraging brokers to make follow-up visits in Year 3. Nevertheless, most follow-up still appears to be done by providers. Nine out of ten of the training providers in our survey said that they talked to employers about further training and development opportunities once employees had finished their training (see Section 4.7).

3.3.5 Brokering skills

We asked pilot managers what they felt were the skills that an effective broker required and the responses focused on the first two roles (engagement and identifying solutions) and identified three sets of skills:

- generic 'brokering' skills, such as selling and communications
- knowledge of the business and particular sectors
- knowledge of the training market, *ie* providers and NVQ processes.

Practice within the pilot varies and different pilots emphasise different skill sets within the triangle set out in Figure 3.1.

Figure 3.1: Broker skill set

Business/sector understanding

Business diagnostics

Customer Relationship Management (CRM)

Knowledge of training system/ providers

Training Needs Analysis impartiality

Skills: selling & communicating
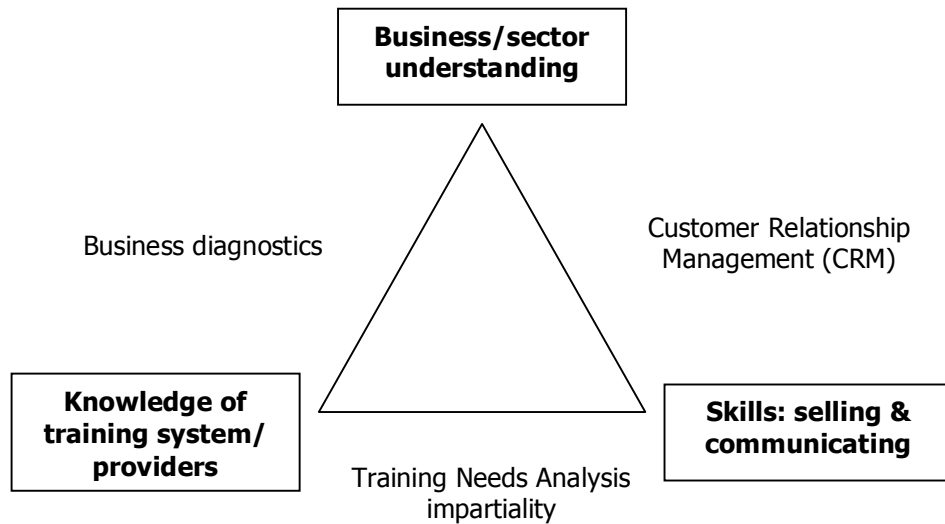
Source: IES, 2005

We detected a (not universal) trend away from focusing on people with generic selling skills (*ie* clinching a deal on a particular batch of training) and towards a more customer relationship/account management approach (*eg* maintaining a relationship over time, monitoring delivery and looking for other ways of supporting the business). We also detected a greater emphasis on employing brokers with clear business knowledge and understanding, and experience of working with particular sectors. Training-needs analysis, while still important, appeared to be a more specialist activity, not necessarily undertaken by the broker (but elsewhere within the brokerage, *eg* by training providers). One pilot manager said: '*We would rather appoint someone from industry than appoint someone with a background in education and training for example.*'

3.3.6 What works?

A number of key points emerge from our interviews about what seems to underpin a successful brokerage system.

● **impartiality** built into the brokerage service, as long as it was efficiently provided and fitted in seamlessly within the overall service

● **good relationships** between brokerage organisations and pilot managers. In some cases such relationships appeared to have improved markedly over the course of the pilot as roles were clarified and often more clearly reflected in contracts and payments systems. However in other pilots it was clear that the relationship (*eg* between Business Link and the LSC) was not harmonious and marked by a lack of regard for the other's abilities or performance. Where this happened, pilot performance was impaired

- **flexibility** in the brokerage team; to move resources to follow employer demand, both numerically (meeting short-term peaks of employer interest in particular sectors or locations) and skills (having specialists, *eg* on basic skills, who could meet particular needs)

- **access to multiple funding streams,** generally brokers were trying to 'sell' engagement with the pilots. However, in some areas, where there was a range of training support for employers on offer, *eg* through European Social Funding, brokers were able to offer a wider range of 'products' (*eg* to include level 3 training) and were better able meet employers' needs.

3.3.7 Concern with the process

In the course of interviewing pilot managers and personnel in each phase of the pilots, a number of practical issues arose. These included:

- **Set up** — some pilots took time to get going, to employ their key staff and organise marketing and providers.

- **Processes**:
  - there was an issue with establishing contracts with providers and employers (new pilots would have liked standard model contracts they could have adapted rather than develop their own)

  - keeping pace with entering employer and learner participant details on the MI database was sometimes problematic and so was extracting useful reports (some pilots resorted to creating their own systems as they found the national LSC system unwieldy and unsuitable for their needs).

- **Performance management** — pilots felt that their performance was judged on their ability to deliver the numbers of learner and employer participants in their proposals rather than on the number of completions. This led, at least in the early years, to too strong a focus on getting people into the pilots rather than getting them through the process.

- **Funding** — early pilots found it difficult to secure ongoing commitment from providers and employers (and in some cases staff on temporary contracts) when it was unclear how long the pilots would run for. Colleges, in particular, were reluctant to get engaged with a temporary initiative.

3.4 Employer engagement

3.4.1 Routes in

According to the MI, 60 per cent of employers were introduced to the pilot by a training provider. About 17 per cent came through a skills broker employed by the pilots (see Section 3.2), 11 per cent came from direct mail or telemarketing and the rest came via word of mouth or other routes (Appendix 1, Table A1.6).

Two-thirds of ETP providers told us in a survey that they generally made an initial visit to gauge employer interest and then passed the details of the employer to the local ETP team.

Participant survey data indicated that most employers became involved in response to contact from a provider or a skills broker, although just over one-third proactively sought to get involved, and contacted the pilot directly or through a provider themselves (Figure 3.2).

3.4.2 What attracted employers to the pilots?

In the 2004 employer participant survey, employers were asked which aspects of ETP had first attracted them to the programme (Table 3.2). The aspects of ETP which were initially attractive to most employers were:

- free or subsidised training (88 per cent attracted to this feature)
- flexibly delivered training (76 per cent)
- free information, advice and guidance (67 per cent).

Figure 3.2: How employers first got involved with ETP
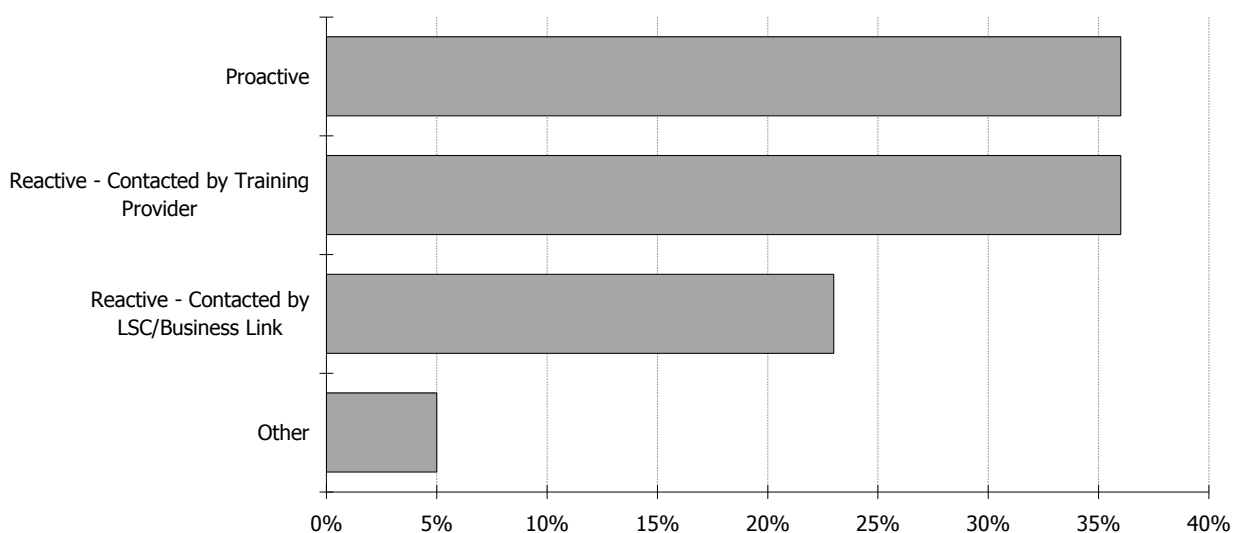
Source: IES/MORI, ETP employer survey, 2004

Table 3.2: What attracts employers to ETP?

	Found attractive (%)	Found most attractive (%)
Free or subsidised training	88.1	42.9
Flexibly delivered training	75.9	18.7
Wage compensation for employee time off on training	58.6	10.1
Help with linking training to business needs	57.8	6.1
Help with identifying training needs	48.1	5.7
Free information, advice and guidance	67.4	4.2
Other	67.4	10.1
Don't know		2.2
N =	*1,442*	*1,471*

Source: IES/MORI, ETP employer survey, 2004

The wage compensation (59 per cent), help linking training to business (58 per cent), and link to other business services were attractive to fewer employers. Employers' views on the attractiveness of wage compensation may have been affected by whether, and how much, wage compensation was marketed to them.

We found some variation by pilot area. In Tyne and Wear, where the wage compensation is relatively high, the wage compensation feature was initially attractive to nearly three-quarters of the sample (73 per cent). In Essex meanwhile, where the compensation offered is relatively low, only 37 per cent of employers found this feature initially attractive. However, the likelihood of employers being initially attracted to wage compensation was greater in Berkshire (71 per cent) where the 'middle' package is offered, than in Greater Manchester where the package is relatively generous.

'Hard to reach' employers were less likely to be attracted, initially, by free or subsidised training (80 per cent compared with 92 per cent amongst 'easy to reach' employers), or wage compensation (56 per cent compared to 62 per cent amongst 'easy to reach' employers). The 'hard to reach' employers were more likely to be attracted by the help identifying training needs (52 per cent compared with 46 per cent for 'easy to reach' employers), and help linking training to business needs (63 per cent compared with 55 per cent for 'easy to reach' employers) — *ie* the brokering role offered by the pilots.

Participants were also asked to rate which of the features they had found the *most* attractive initially (see Table 3.2). Free or subsidised training was rated the most attractive feature by the highest proportion of employers (43 per cent), followed by flexibly delivered training (19 per cent). Wage compensation, meanwhile, was rated as the most attractive by ten per cent of the sample.

In subsequent questions, respondents were asked whether they would still have taken part in the programme if certain features had not been available. Figure 3.3, again, shows that the free training was a crucial incentive in joining the scheme. This time we found no significant difference in the importance attached to wage compensation across the different areas of compensation (high, medium, low).

The only significant variation between organisations of different size was in the importance attached to help identifying training needs. This was more important to smaller employers. Twenty-four per cent of the smallest employers would not have taken part without this help, compared to 11 per cent of the largest.

In our interviews with employers, we explored the issue of wage compensation and found that it could be important at the margins. For instance, some large companies said that wage compensation helps bolster the business case for getting involved. In small, tightly staffed companies (*eg* care homes) wage compensation can pay for part-time staff to work on their NVQ on a day off. Generally though, once training had started it was the flexibility and quality of delivery that most concerned employers rather than compensation for time off.

Figure 3.3: Employers' intention to take part in ETP in the absence of elements of the offer
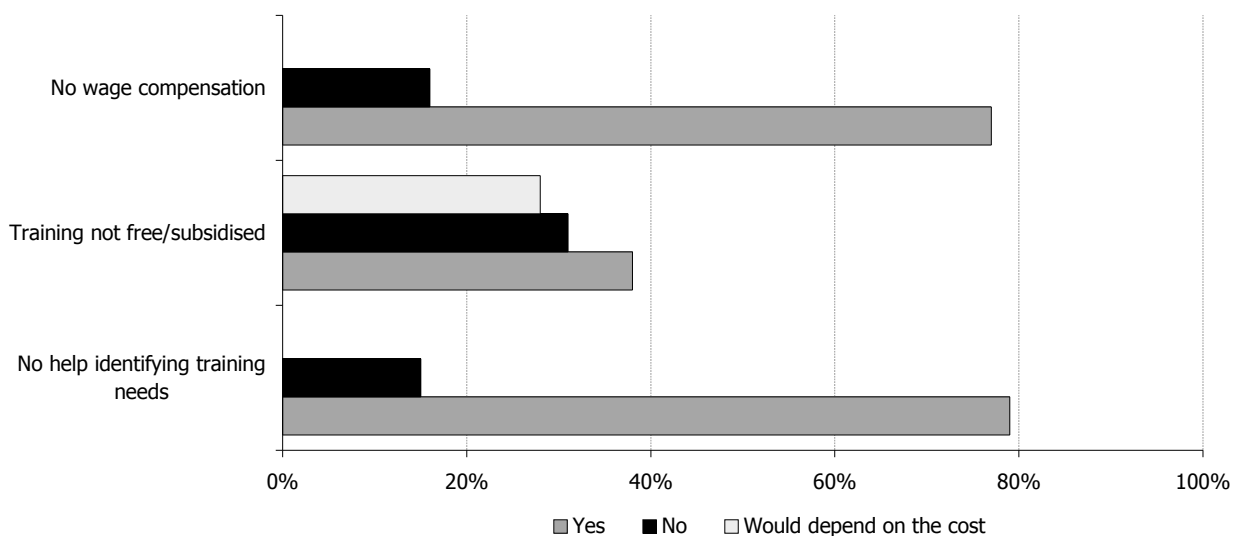
(N=1,470)

Source: IES/ETP Employer survey, 2004

3.4.3 Participation by level of offer

If the level of wage compensation was influential in employer decision to take part, then we could expect to see higher proportions of employers participating in areas where the levels of compensation were greatest. In the Year 2 report (Hillage *et al.*, 2005) we found no statistical correlation between the rate of employer penetration in a pilot area and the level of wage compensation.

The IFS report, looking at Year 1 and 2 data, also found no relationship between the level of wage compensation and employer take-up of ETP-type training as measured by survey data. (Abramovsky *et al.*, 2005).

For this report we have looked at the MI data for Year 3, this time across the 20 pilot areas. The results are set out in Table 3.3.

Although the employer penetration is below average in the areas with the highest levels of compensation, the average penetration rate in the medium compensation areas is higher than the areas with low or no compensation. The pattern for employee penetration is clearer, with the highest rates in areas with highest levels of wage compensation.

However, we have also looked at the employer penetration rate among large employers (see Table 3.4).[1] In the low compensation areas large employers receive no wage compensation. We would therefore expect to see lower penetration rates in these areas if wage compensation was driving take-up. In fact the penetration rates are higher here, than in the medium or high compensation areas, where employers do receive a subsidy for the time employees take training.

Table 3.3: ETP take-up by level of wage compensation 2004/05

Level of wage compensation	Employer penetration rates (1) (%)	Employee penetration rates (1) (%)
High (2)	5.1	4.3
Medium (3)	9.0	3.7
Low (4)	6.5	3.0
Nil (5)	6.4	1.9
All pilots	6.8	3.4

(1): Year 3 only
(2): Four LSC areas
(3): Nine LSC areas
(4): Six LSC areas
(5): One area (Kent)

Source: IES/ETP MI data, 31 August 2005

Table 3.4: ETP take-up by level of wage compensation 2004/05 (large employers only)

Level of wage compensation	Employer penetration rates (1) (%)
High/medium	36.9
Nil	49.1

(1): year 3 only

Source: IES/ETP MI data, 31 August 2005

We have separately found that areas with a smaller eligible employee population are more likely to have higher penetration rates (*ie* proportionally more employees taking part in areas such as Shropshire and Tyne and Wear than in Manchester or London East) — perhaps because it is easier to spread the available pilot resources across fewer employers.

Conclusion

The evidence on the impact of wage compensation is mixed. It did not seem to be the most important element of the offer to most employers and there did not appear to be a relationship between the levels of wage compensation and take-up in the first two years of the pilot. However in Year 3, participation, particularly among employees, is higher in areas with the highest levels of compensation although it is not clear whether this reflects the subsidy available or some other factor.

3.5 Employee engagement

Employers tend either to put employees forward for the training or to ask for volunteers. In our employee surveys, nine out of ten learners said they were either very or fairly keen to take part in the training and only around one in ten expressed some reluctance. Older learners were less keen than younger learners to take part.

3.5.1 Proportion of employees taking part

On average, around three-quarters of eligible employees per employer take part in the training. The main reasons why employees did not take part were that they did not think the training would benefit them and, to a lesser extent, that they did not have any confidence in learning because of their age or they had other commitments.

Twenty per cent of employers also said that they had found it impossible to spare the staff from their work. Interestingly, this was more likely to be stated by larger employers (25 per cent) than by small employers (18 per cent).

3.5.2 Do learners have a choice?

Learners feel they have much more choice about whether they take part in the training at all than about the particular course they do.

Over half (57 per cent) of the learners in a 2005 survey felt they had a lot of choice and a further 16 per cent said that they had a

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[1] We do not have employee population data by size of employer and so cannot calculate an equivalent employee penetration rate.

little choice over whether they did any training at all (Table 3.5). A quarter, 27 per cent, said they had no choice. In our survey of learners in 2003, among Phase 1 pilots, we found that learners expressed a greater degree of choice about whether to take part in the training, as two-thirds said they had a lot of choice and only 15 per cent said that they had no choice at all.

In our 2005 survey, the degree of learner choice about taking part in training at all varied significantly by size of firm (Table 3.5), with 62 per cent of learners in smaller firms saying they had a lot of choice and 23 per cent saying they had none at all.

The degree of choice about whether to do any training at all also varied by:

● **type of course** — with those doing a health care and public sector NVQ were significantly more likely than others to say that they no choice at all, and those doing a hospitality-related NVQ least likely to say they had no choice

● **type of provider** — learners with colleges were less likely to say they had a choice about taking part at all and more likely to say they had no choice compared with those with non-college providers.

Learners expressed less choice over the type of training they did, with 35 per cent saying they had a lot of choice, 16 per cent saying they had little choice and 48 per cent saying they had no choice at all. Again the degree of choice varied significantly by size (see Table 3.5).

Table 3.5: Degree of learner choice over ETP training, by size of employer (per cent)

	Small (u. 50 employees)	Medium (50 to 249 employees)	Large (250 or more employees)	All
Whether to do training at all:				
A lot of choice	62.3	54.1	52.1	56.9
A little choice	14.6	19.1	14.1	15.7
No choice at all	23.2	26.7	33.7	27.4
Type of course:				
A lot of choice	38.0	33.4	32.7	35.1
A little choice	18.5	17.1	12.1	16.1
No choice at all	42.9	49.1	53.5	47.9
N =	665	434	495	1,594

Source: IES/MORI ETP Learner Survey, 2005

Results also varied significantly by:

● whether the learner had completed their training, with those who had completed expressing less choice than those who were still learning

- gender, with male learners less likely to say they had a choice and more likely to think they had no choice than female learners.

Most learners thought that the training they were doing was appropriate for them, with 84 per cent either agreeing or strongly agreeing that it was. Only nine per cent disagreed or strongly disagreed. Female and younger learners and those from smaller workplaces were more likely than others to think the training appropriate.

Only 18 per cent of learners felt that another form of training would have been more appropriate for them. There were no clear patterns as to what they thought would have been better. Nineteen per cent of those who thought that they could have done something else specified training at another (generally higher) level; 11 per cent said computer-based training, ten per cent cited something more job-specific and nine per cent referred to management skills.

3.6 Conclusion

The pilots have adopted a variety of approaches to fulfilling their task, including different branding, different marketing strategies, different organisational structures and partnerships and different processes. In some cases these variations have been made to suit local conditions, but in others it seemed more of a case of 'reinventing the wheel' and some of the later pilots would have preferred stronger central guidance on how to set themselves up rather than having to start from scratch.

Although some common themes and lessons have emerged, the variety of practice, and changes to the models over time, have made it difficult to identify clear messages about what works and what does not.

One of the key features of the pilots is the central role of brokerage, the more generic term to cover the range of mediation activities provided not just by skills brokers employed directly by the pilots but also by other intermediaries and training providers. Help with identifying training needs, linking training and business objectives and finding appropriate training solutions were felt to be important attractions of the pilots, particularly by the 'harder to reach' employers. Over the course of the pilots we saw a general, but not universal, move among the skills brokers to become more business- and less training-focused. In some of the more successful models in Year 3, brokers concentrated on particular sectors and built up knowledge and contacts.

However, in stressing the role of the brokers, we must not forget the central role of training providers themselves, as they have proved to be the main source of employer engagement both in

initial recruitment and also in other elements of the process, such as identifying training needs and confirming eligibility.

For the first two years of the pilots, we could not see any clear pattern in the relationship between employer or employee participation and the level of wage compensation on offer. Participation appeared to be more determined by the approaches adopted by the pilots than by the nature of the offer. However, in Year 3, participation is higher in the areas with the highest compensation offer. Whether the effect is long-lasting remains to be seen as the levels of participation have tended to fluctuate from year to year.

4. The Training in Practice

4.1 Key points

In this chapter we look at how the training works in practice, based on data from learners, employers and providers.

The model of delivering training within the pilots involves a number of elements.

- **An initial organisational training needs assessment** — although we found that most training providers say that they work with employers to assess their organisational training needs, only 40 per cent of employers reported that their training needs had been assessed through their involvement with the pilots. Most employers appear to be offered a choice of training provider.

- **Checking employee eligibility and conducting learner training needs assessments** — providers also claim to undertake individual training-needs assessments, although survey evidence from learners suggests that only half had received some form of skills assessment. Only one in six learners had followed the 'assess train assess' model and had an initial skills assessment, their existing skills accredited and skill gaps and therefore training needs identified. The ALI concluded that 'initial assessment was weak' in places and that the 'assess train assess' model was not 'thoroughly implemented by most providers'.

- **Delivering training at a time, location and in a form most suitable to the needs of the workplace and the individual learner** — ETP training tends to be organised to suit operations in the workplace. While those who have completed an NVQ take an average of eight months (four to five months for basic skills learners), there are large numbers still in learning after one year which may eventually raise the average completion time.

  We estimate that it took around 110 hours for a learner to complete an NVQ course, with roughly half that time spent in contact with the trainer, although practice varied by subject. A further quarter of the time was spent outside normal working hours (usually unpaid). The last quarter was spent on independent learning, or evidence gathering, in work time.

Providers spent about one-third of their contact time (*ie* around 16 to 17 hours) training, around 40 per cent assessing and about one-quarter helping learners build a portfolio of evidence of their competence (on which their final assessment is made). Learners spent nearly all their non-contact time collecting evidence and compiling their portfolio, and working through learning materials. Most time is spent on assessment and accreditation of existing skills, rather than formal training and new skill development (though the training that was provided was rated as generally good)

- **Providing employees and employers with access to IAG —** the IAG element of the pilots remained the least developed throughout and although some developed successful ways of working, others found it difficult to establish an effective model of delivering IAG in the workplace to both learners and employers. Just over one-third of learners received some form of IAG, mostly from someone in their workplace or (less often) from their training provider. These learners found the information, advice and (if offered) guidance they received helpful, and were likely to be more satisfied than average with their ETP experience.

- **Follow-up visits to employers to help them maximise the business and offer further support —** only one-third of employers had any discussions with pilot agencies (usually either a broker or their training provider) at the end of the training. Where they occurred, the discussions were mainly about further training opportunities rather than wider business support.

- There was not a substantial amount of evidence to suggest that provider capacity significantly restricted initial take-up of the programme, although there were some concerns about whether capacity was sufficient to ensure efficient completion.

4.2 The model

The standard model of ETP delivery involves:

- an initial organisational training-needs assessment, to identify what training would be appropriate for which employees

- checking the eligibility of employees (*eg* to ensure that they do not already have a level 2 qualification if taking an NVQ)

- an individual training-needs assessment (TNA) so each learner can identify their existing competence against the qualification standards and identify gaps that could be filled by relevant training — the so-called 'assess train assess' model

- delivering training at a time, location and in a form most suitable to the needs of the workplace and the individual learner

- providing employees with access to information, advice and guidance to help them make the most of the training offered

- following up the training with a further visit to employers (and learners) to help them maximise the business gains from the training and identify any further business support or training needs.

Below we look at each element of the model to see what happened in practice.

Pilots tended to adopt different approaches to all the elements and these approaches often changed over the course of the pilots.

4.3 Organisational needs assessment

Less than half of the employers (40 per cent) surveyed in Year 2 (ETP employer survey 2004) said that their training needs were assessed through their involvement with the pilots. Where employers had an assessment it was mainly done by the training provider who eventually supplied the training (43 per cent of cases) or they did it themselves (32 per cent). In 18 per cent of cases, training needs were established by the LSC or Business Link broker and in six per cent by a provider different from the one delivering the training.

Nearly all (86 per cent) of the training providers surveyed (in 2005) reported working with employers to assess their company training needs (Table 4.1).

Table 4.1: Identification of training needs (percentage of training providers reporting each action)

	%
Check individual employee eligibility	97
Undertake training-needs assessments of individual employees before NVQ starts	96
Assess prior learning of learners	95
Draw up training, development or assessment plans for individual employees	92
Work with employers to assess their company training needs (*eg* organisational training-needs assessment)	86
Help employers to identify individual employees to be trained through ETP	84
Adapt training/assessment to cover only identified gaps	83
(N = 300)	

Source: IES Survey of ETP Training Providers, 2005

4.3.1 Choice of provider

Employers are usually offered a choice of training provider via the skills broker, although employers tend to opt for providers with whom they have had previous contact (where they have worked with a provider before). Where the employers come into the pilot

through a training provider, the provider is still supposed to offer employers a choice, although this can create a 'bottleneck' in the system and delay the start of the training.

4.4 Initial assessment process

Providers say that they generally undertake individual assessments (Table 4.1). However, it is not clear from the survey whether they claim to do so in every case and the evidence from learner surveys suggests that only around half had a training-needs assessment and a much smaller proportion followed the full 'assess train assess' model.

Just over half (55 per cent) of the respondents to the learner survey (2005) said that someone had carried out an assessment of their skills when they first started the training (the same proportion as in previous ETP learner surveys). The proportion of basic skills learners who said that they had an initial assessment was higher (at 67 per cent) than for NVQ learners, but 29 per cent reported that they did not have an assessment (four per cent were not sure). For NVQ learners, assessments were most common among those doing retailing and hospitality qualifications and less likely if the learner was working towards a management or professional award.

Practice appeared to vary by type of provider, as 52 per cent of respondents learning with a college said that they had an initial assessment, compared with 61 per cent of those with an independent provider.

Most of the learners who did not have a skills assessment (61 per cent) thought it would have been useful.

In Year 3, all learners were supposed to have a basic skills assessment, although around 20 per cent of providers in the 2005 survey said that they only assessed basic skills needs either informally at the outset of the training or as they arose, during the course.

While the ALI report (2005) said that initial assessment had improved significantly during the course of the pilots, it was not routinely carried out in all areas and in some cases 'learners' literacy, numeracy and language skills were not being assessed on entry.'

4.4.1 What happened as a result of the initial assessment?

Two-thirds (63 per cent) of the learners who said that they had undergone some form of skills assessment (37 per cent of the total sample), further said that some of the skills identified counted towards the qualification they were doing. Again, learners doing NVQs in retail or hospitality were most likely to have their

existing skills counted towards their qualification, while those doing a management or professional NVQ were least likely.

Four out of ten of those who had an assessment (24 per cent of the overall sample) reported that their assessor identified areas where they needed training. There were no significant variations by the type of learner or pilot area *etc*. Just over half of this group went on to say that the assessor made it clear which aspects of the qualification they did not have to gather any further evidence for (because they had already been successfully assessed).

The majority of respondents (66 per cent) who told us that their assessor had identified training needs, also had said that their existing skills were being counted towards the qualification they were taking.

ALI found that the effectiveness of any initial assessment was reduced by 'poor follow-up', as needs identified were not sufficiently dealt with because of communications difficulties and over-complex arrangement for referral. We found similar examples in our pilot visits, where the initial (NVQ) provider did not have the capability to support learners' basic skills difficulties but found it problematic to link up with appropriate providers.

4.4.2 'Assess train assess'

By looking at the various combinations of answers we can estimate roughly the proportion of cases that follow the 'assess train assess' model in practice. Approximately one in six (16 per cent of) learners in the survey responded that:

- they had some form of initial skills assessment

- during this assessment, the skills they already had were taken into account in working out what they had to do, and what further evidence they needed to collect towards their new qualification

- that their skill gaps and subsequent training needs were identified.

ALI found that the '"assess train assess" model of training is not used enough'.

4.5 The training

4.5.1 Location

Most ETP training takes place in the workplace, according to data from learners, providers and employers. The 2004 employer survey found that, in around one-quarter of cases, the training took place mainly away from the workplace, in about another quarter it was delivered in the workplace but away from normal duties. In the remainder — *ie* in half the workplaces in the survey

— the training was delivered in the workplace as part of normal duties.

There was also some variation by sector. Employers in distribution were most likely to train employees in the workplace as part of normal duties. Employers in health and social work were most likely to have training take place in the workplace away from normal duties.

Interviews with employers and learners confirm that training and assessment is predominantly organised to suit the operation of the workplace, not just the location but also timing (*eg* at break times or at the end of shifts).

4.5.2 Time taken

The MI data indicate that the average length of time taken to complete an ETP course is between eight months for those on NVQ courses (calculated by the difference between recorded start date and recorded finish date)[1]. Basic skills qualifications take less time to complete, averaging around four to five months.

These data are similar to those reported by employers and providers. For instance, in the 2003 follow-up survey employers estimated that the average time to complete an NVQ course was around seven to eight months and around five to six months for a basic skills course.

However, there are a number of learners still in training a year or two after they started and, if they complete, the average length of time to finish the training could rise further.

4.5.3 Training delivery

From the surveys of providers and learners and the MI, we have estimated that it takes, on average, around 100 to 110 hours for a learner to complete an NVQ course, with roughly half that time spent in contact with the trainer. A further quarter of the time is spent outside normal working hours (usually unpaid). The other quarter is spent on independent learning and evidence gathering in work time.

Providers spend about one-third of their contact time (*ie* around 16 to 17 hours) training, around 40 per cent assessing and about one-quarter portfolio building. Learners spend nearly all their non-contact time collecting evidence and compiling their portfolio, and working through learning materials.

Relatively little time is spent on formal training inputs and most is spent on assessment and evidence collation. The ALI report (2005) also found that the pilots involved little formal training, although

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[1]   These data are only available for Year 1 and Year 2.

what they saw they rated as generally satisfactory or good (despite quality assurance arrangements being 'underdeveloped'). However they did feel that too much emphasis was placed on assessment rather than training and that 'many of the [ETP] training programmes involve the accreditation of existing skills in experienced workers, rather than building on these skills and gaining new ones.' In our first evaluation report (Hillage and Mitchell, 2003) we found that some learners followed an 'assess assess assess' model, *ie* with little training, a point echoed by ALI in the 2005 report.

4.5.4 Learner's views about training

To assess learners' views about their ETP training, we asked respondents to our follow-up survey (2003) of Phase 1 learners (and who were at the end of, or had finished, their training) whether they agreed or disagreed with a number of statements. The results are set out in Figure 4.1 and indicate that:

- Overall, relatively few learners found the training harder than they expected; most therefore found their training easier or as easy as they had thought it would be. Younger learners and those doing manufacturing and business administration NVQs were most likely to think their training easier than expected while learners in smaller workplaces and those doing health and social care NVQs were more likely to think that their course was harder than expected.

- The vast majority of learners felt that they had learnt something new from their experience (least likely among those doing business administration and retailing NVQs).

- As a result of the training, the vast majority of learners felt that they were able to do their job better.

- Most learners said that they did not realise how much they knew before they started their training and therefore they knew more than they thought about their job and how to do it.

Figure 4.1: ETP learners views on ETP training
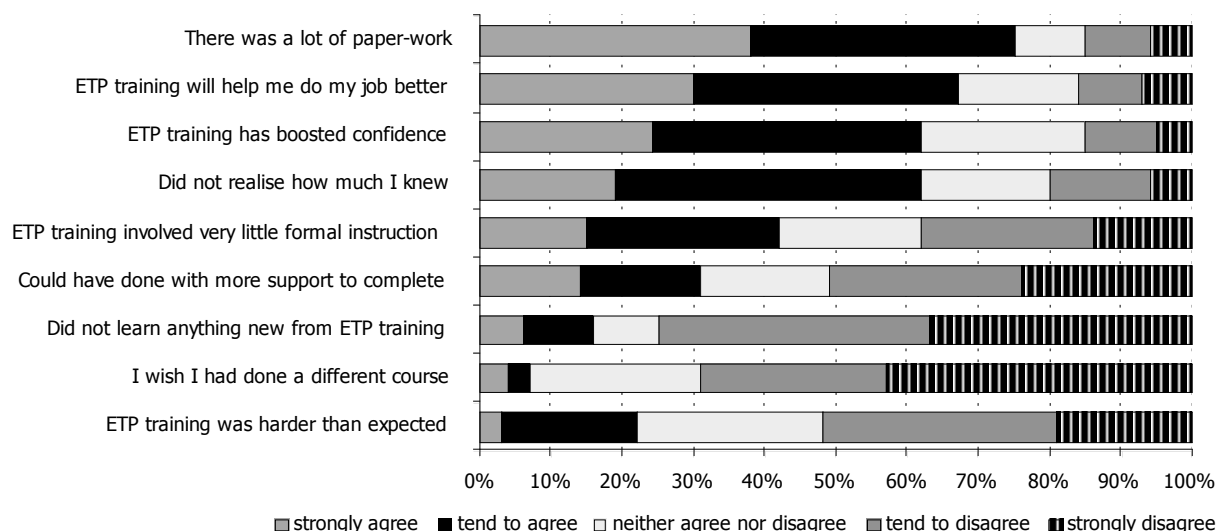
Source: IES/MORI, ETP learner follow-up survey, 2003

- Perhaps as a result of realising what they knew plus learning skills to do their job better, most agreed that taking part in the training had boosted their confidence. Older learners in particular were more inclined to say that their confidence had improved following their ETP training.

- Very few respondents wished they had done a different course, indicating that they had generally made the right initial choice and that, at least in this regard, the initial training assessment had been successful.

- There were mixed views on the amount of formal training they had received. Forty-two per cent agreed with the statement that 'ETP training involved very little formal instruction or teaching' while 38 per cent disagreed. The learners most likely to agree that their training involved little formal instruction were those doing retailing and business administration NVQs.

- While most respondents indicated that they had not needed any further support to help them complete their training, some 30 per cent either tended to agree or strongly agreed that they could have done with more help, particularly learners doing management and professional, or care-related NVQs. Half of the learners who had left their course early agreed that they could have done with more support.

- The great majority (and particularly older learners) thought that there was a lot of paperwork and evidence-gathering involved with their training.

Variation by course

Pulling together MI data and the various survey results, we found some variation in learners' experience of the training by type of NVQ.

- **Care NVQs** tend to take a long time to complete with relatively high levels of contact time, and with a relatively high amount of training and evidence collecting done off-the-job. Learners generally found them harder than other NVQs and were more likely to want learning support.

- **Retail and customer service NVQs** on the other hand took a less-than-average time to complete. Learners said they had relatively little formal training input. Relatively few learners said that they learnt much new and, according to providers, these NVQs had the highest incidence of the 'assess train assess' model of delivery. Overall, learners expressed relatively high levels of satisfaction.

- **Business administration NVQs** appear to have low-to-average completion rates and average amounts of contact time — most of which was spent observing and assessing performance rather than on formal training. They take a relatively long time to complete and learners are least likely to learn something new.

- **Management and professional NVQs** were felt by learners to be relatively easy and took a short time but resulted in lower levels of satisfaction. Providers said these NVQs had relatively high formal inputs and a relatively low proportion of time spent on observing and assessing performance and portfolio building. Learners thought the training quite intensive (and some said they could have done with more learner support).

4.6 Provider capacity

There was not a substantial amount of evidence from the pilots, or the training provider survey (2005), to suggest that provider capacity significantly restricted initial take-up of the programme, although there were some concerns about whether there was sufficient capacity to ensure efficient completion.

Just over a third (37 per cent) of the respondents to the provider survey said that they had experienced a shortage of NVQ assessors (mainly in care and to a lesser extent, construction, retail and transport). The main impact, according to the providers in our survey, of the shortages was the slowing down of provision and problems with delivering to the standard, rather than cancelling

Table 4.2: Training input required for ETP compared to non-ETP NVQs

Compared to other NVQs provided, on average does ETP NVQ involve:	%
A lot more new training/teaching in order to get the qualifications	6
A little more new training/teaching in order to get the qualification	15
About the same amount of training/teaching	64
A little less new training/teaching	13
A lot less new training/teaching	3

(N = 300)

Source: IES Survey of ETP Training Providers, 2005

or avoiding running particular courses.

The pilots also reported a shortage of basic skills assessors and trainers, especially among mainstream providers, a point echoed in the ALI report (2005). In some cases, a shortage of assessors could negatively affect the pace of completion (Section 5.3.4).

4.7 Role of IAG

As part of the ETP package, learners can receive information, advice and/or guidance about current or future training opportunities. There was considerable variation in the nature and extent of IAG on offer in the pilots. Some IAG providers have been engaged in:

- providing help-line support to learners (Birmingham, Solihull and Essex)

- providing learners with learning support materials (*eg* in the form of a learner pack [Tyne and Wear], progress file [Kent], CD-ROM [Berkshire])

- building capacity in workplaces (*eg* through the development of learning champions and learner support among providers)

- working initially with employers involved in the pilot.

However, across the pilots, IAG was generally the least developed element of the offer and the ALI report (2005) concluded that few participants in ETP understood the role of the IAG service. We found that some of the pilots struggled to establish a clear and integrated IAG offer, compounded by recruitment and staffing problems and difficulties identifying a simple delivery model.

The 2004 learner survey asked learners whether they received any IAG and, if so, how helpful it was.

Just over one-third of ETP learners (37 per cent) received some IAG — most often (in 63 per cent of cases) from someone in their workplace. A further 30 per cent of those learners who received IAG were helped by their training provider, and a small proportion (six per cent) received help from a specialist careers adviser. In three-quarters of cases the support provided involved information/advice about other training opportunities. One-quarter of those in receipt of support were provided with careers information/advice about opportunities with their current employer and 16 per cent were provided with information about their wider career opportunities. Around one-quarter were also directed to a training helpline number/website or to careers leaflets.

Those learners who received some form of IAG found it helpful. Sixty per cent rated the IAG provision as very helpful, and 36 per cent rated it as fairly helpful. No learner found the IAG unhelpful (Figure 4.2).

Our survey evidence indicated that in most cases information and advice offered to employers was informal and provided through the broker. The support most learners said they received was predominantly information-orientated and mostly provided by employers or trainers rather than specialists. There was very little guidance taken up anywhere.

We found a statistically significant positive relationship between learner satisfaction (see Chapter 5) and the provision of IAG, with learners in areas where there was a strong offer of IAG support expressing higher levels of satisfaction with their experience of the pilot.

4.8 Follow-up business support

Only one-third of the employers in the follow-up survey (2003) had had any discussions with government agencies about further business or training support since their involvement with the pilot and only 13 per cent had actually received any support.

Of the employers who had at least discussed further support:

- forty-two per cent had talked to their local Business Link
- forty-one per cent talked to their training provider
- thirty-one per cent discussed matters with their local LSC.

In all cases the discussions were mainly about training-related issues such as: help with more training in the future; getting more staff involved in training; getting more information about NVQs; and access to funding. In a very few cases (under five per cent of the one-third who had any other subsequent help or discussion about support) the focus was on business advice or support.

Figure 4.2: How helpful was the information, advice and/or guidance
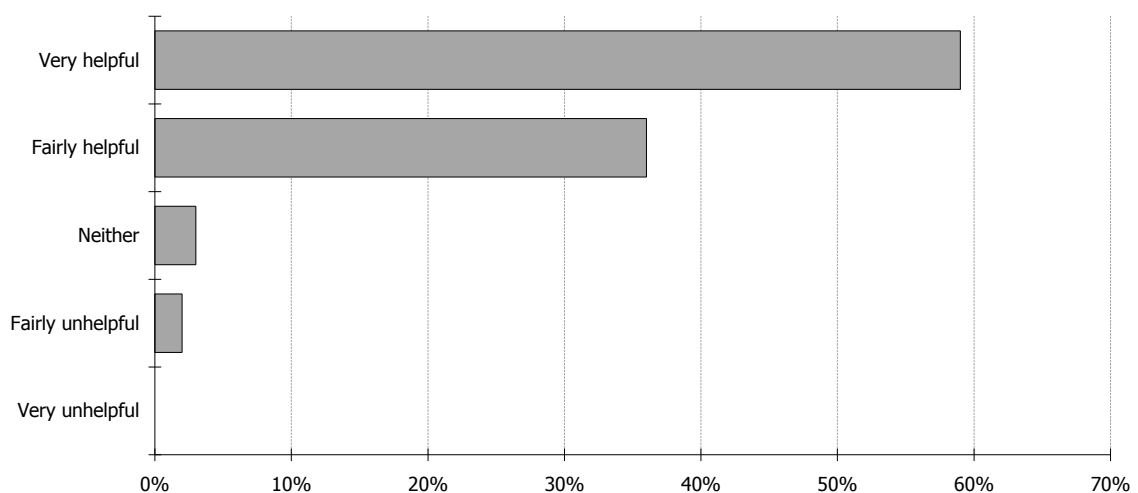
N = 615

Source: IES/MORI ETP learner survey, 2004

4.9 Conclusion

Training is at the heart of the ETP offer. The promise of flexible delivery is one of the most attractive elements of the offer and evidence suggests that it happens in practice, to the satisfaction of employers and learners alike.

However there are elements of the whole process that could be improved. The information, advice and guidance element of the offer failed to get off the ground in some pilots and rarely reached large numbers of learners or employers in others. We also found, as did ALI, that significant numbers of learners did not get a proper initial learning-needs assessment and only a small minority followed the full 'assess train assess' model, *ie* with an initial assessment identifying existing skills that could be accredited and skill gaps that were subsequently filled through adapted training. Whether this was mainly because trainers did not have sufficient skills or capabilities to run with such a model or because learners and employers wanted a more conventional approach is not clear.

NVQs are based on an assessment of competence against a given standard and, therefore, it is no real surprise that for many competent employees the process involves significantly more assessment than training and subsequent skill development. Although this may appear to be mainly an 'assess assess assess' model it should be borne in mind, as we will see in subsequent chapters, that learners did generally feel they learnt something new and acquired skills to do their job better. However, it is clear that many do not consider the process to be 'training' in the conventional sense of the word.

5. Success Rates and Other Outputs

In this chapter, we examine the data on the rate at which learners complete their training and the factors that appear to affect the rate of completion. We also look at whether learners think they have learnt something new as a result of the training and learners' and employers' satisfaction.

5.1 Key points

● Some 65 per cent of the learners who started in the first year of the pilots have successfully finished their training and gained a qualification, two per cent are still registered as 'in training' (at least two years after they started) and 33 per cent have dropped out. Among learners who started in the second year, 62 per cent have successfully completed, 13 per cent are still learning and 25 per cent have dropped out.

● If those still learning complete or leave early at the same rate as those who have already finished we estimated the overall successful completion rate (*ie* as a proportion of learners who started) will be in the region of 70 per cent. This would be higher than the most equivalent national average.

● Learners tend to leave their training for one of three reasons, in roughly equal measure:

  • changes in personal circumstances

  • changes in employment circumstances, *eg* taking a job with another employer

  • problems with the training, usually through a lack of sufficient support from their trainer and/or their employer.

● Completion appears to depend on a range of factors related to:

  • **Learner characteristics** — learners who are male, work part-time, younger, a member of a union and from an ethnic minority have, statistically, the greatest chances of successful completion.

  • **Nature of the course** — learners taking a basic skills qualification were more likely to complete than those doing an NVQ. Among the latter, learners training for a qualification in hospitality, leisure and sport or

construction had the highest chances of completion and those doing health and social care, business administration or hair and beauty had the lowest. Learners training with a college were 17 per cent less likely to complete than those with an independent provider.

- **Location** — completion rates and chances also varied by pilot area. This may be to do with the way the pilots manage their providers, and a new payment profile (with half the money paid to providers on completion) was also thought to be influential in securing both better rates of completion and better data on whether learners had finished or not.

● Eight out of ten learners think they have learnt something new from the training and nine out of ten feel they got what they wanted. Learners are generally highly satisfied with their training experience (*eg* 86 per cent said they were either extremely, very or fairly satisfied), although these levels are similar to, and certainly no better than, those recorded by work-based learners in national surveys.

● Employers also express high levels of satisfaction but, again, the results are in line with those of other surveys on employers' views of state-funded training provision.

5.2 Completion rates approach 70 per cent

From the MI we can identify whether a learner has completed their course (and therefore successfully obtained their qualification), has stopped doing their training (*ie* left early), or still in learning. The chances of completion are obviously a function of when a learner starts and the time they have had to demonstrate they have reached the standard. Therefore we have analysed the data in quarterly cohorts. Tables 5.1 to 5.3 show the latest data for learners who have started for each three-month period in the Phase 1 pilots. Tables 5.4 to 5.6 present the completion rates by quarter for learners in the Phase 2 pilots and Tables 5.7 to 5.9 show the results for the Phase 3 pilots.[1]

Almost 125,000 learners have completed their training and have acquired, or were about to acquire, their qualification certificate, some 60 per cent of the number who started. Below we look at the rate of completion *etc.* for each of the three phases of the pilots.

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[1] The data used for these tables was drawn on 2 March 2006 and applied to learners who are registered as starting on or before 31 August 2005 (though may have finished after that date). Because of a change in way the learner records are kept there is a slight discrepancy between the overall registered number of learners (*eg* in Table 2.1) and the number of learners for whom we have records of the outcome of their learning.

5.2.1 Learners in the first year of the pilots

Of the learners who started in the first year of the Phase 1 pilots:

- sixty-five per cent have completed

- thirty-three per cent left early

- two per cent are registered as still learning.

There must be some doubt about whether those still learning will complete as they all started before August 2003, over two years ago. Even if they all do, the overall completion rate cannot exceed 67 per cent.

The rate of completion among first-year learners in each of the six Phase 1 pilots is fairly consistent ranging from 69 per cent in Tyne and Wear to 62 per cent in Essex.

5.2.2 Pilots in the second year

Of the learners who started in the second year:

- sixty-two per cent have completed the course

- twenty-five per cent left the course early

- thirteen per cent are registered as still learning.

If those still learning complete, or leave early in the same proportion as those already reported, the overall completion rate will be 71 per cent.

There is more variation in the rate of completion among the pilots involved Phase 2. In a number of pilots (Birmingham and Solihull, Tyne and Wear, Wiltshire and Swindon, Leicestershire, and London East) 70 per cent of learners have completed, but, according the MI data only 21 per cent of learners in Berkshire and 49 per cent of those in Kent and Medway successfully finished their course.

Table 5.1: Phase 1 pilots — successful completions as proportion of starters, by quarter

| | 2002-03 | | | | | | | | 2003-04 | | | | | | | | 2004-05 | | | | | | | | Total no. starts | Overall completion % |
| | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | | |
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%		
Birmingham and Solihull	20	66.7	204	54.7	574	70.2	250	73.7	544	63.9	441	59.0	860	68.9	1,176	77.5	1,138	53.8	883	55.6	995	52.4	738	53.7	12,903	61
Derbyshire	97	66.4	356	64.8	343	67.4	289	56.6	671	52.8	663	57.1	975	61.1	846	62.9	285	58.0	463	57.7	1,323	45.6	92	12.3	12,034	53
Essex	579	62.5	699	58.8	519	61.1	757	64.0	1,783	60.1	1,712	62.0	1,455	56.4	1,018	57.7	1,973	66.2	1,312	67.2	1,258	66.4	221	36.2	21,653	61
Greater Manchester	405	62.2	718	68.1	874	68.3	824	63.4	1,586	67.3	1,493	66.3	2,240	67.3	2,614	72.7	3,800	78.6	2,045	62.2	1,420	54.3	257	24.5	27,609	66
Tyne and Wear	293	71.3	544	71.2	464	69.3	553	64.5	1,119	69.9	1,024	71.0	1,037	65.4	1,053	71.9	1,651	80.1	1,980	74.9	2,927	73.4	419	62.0	18,164	72
Wiltshire and Swindon	573	60.0	534	70.6	336	60.3	389	72.6	971	66.9	665	66.0	1,212	73.4	852	71.3	1,075	59.8	766	54.2	412	26.8	41	4.0	13,886	56
All cases	1,967	63.0	3,055	65.2	3,110	66.4	3,062	64.8	6,674	63.6	5,998	64.0	7,779	64.9	7,559	69.5	9,922	69.5	7,449	63.7	8,335	56.2	1,768	32.2	106,249	63

Source: ETP MI

Table 5.2: Phase 1 pilots — early leavers as a proportion of starters, by quarter

| | 2002-03 | | | | | | | | 2003-04 | | | | | | | | 2004-05 | | | | | | | | Total no. starts | Overall early leaver rate % |
| | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | | |
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%		
Birmingham and Solihull	10	33.3	167	44.8	236	28.9	84	24.8	281	33.0	289	38.7	340	27.2	265	17.5	206	9.7	121	7.6	102	5.4	58	4.2	12,903	**17**
Derbyshire	46	31.5	187	34.1	145	28.5	175	34.2	460	36.2	413	35.5	466	29.2	403	30.0	95	19.3	130	16.2	542	18.7	65	8.7	12,034	**26**
Essex	337	36.4	452	38.0	309	36.4	396	33.5	936	31.6	830	30.1	799	31.0	469	26.6	531	17.8	372	19.1	299	15.8	53	8.7	21,653	**27**
Greater Manchester	245	37.6	336	31.8	397	31.0	475	36.6	768	32.6	755	33.5	1,026	30.8	916	25.5	350	7.2	356	10.8	274	10.5	97	9.2	27,609	**22**
Tyne and Wear	114	27.7	220	28.8	206	30.7	298	34.8	471	29.4	417	28.9	540	34.1	403	27.5	400	19.4	629	23.8	986	24.7	235	34.8	18,164	**27**
Wiltshire and Swindon	332	34.8	178	23.5	155	27.8	101	18.8	300	20.7	224	22.2	254	15.4	81	6.8	128	7.1	67	4.7	37	2.4	1	0.1	13,886	**13**
All cases	1,084	34.7	1,540	32.9	1,448	30.9	1,529	32.4	3,216	30.6	2,928	31.2	3,425	28.6	2,537	23.3	1,710	12.0	1,675	14.3	2,240	15.1	509	9.3	106,249	**22**

Source: ETP MI

Table 5.3: Phase 1 pilots — learners still learning as a proportion of starters, by quarter

| | 2002-03 | | | | | | | | 2003-04 | | | | | | | | 2004-05 | | | | | | | | Total | Overall propor-tion still |
| | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | no. | learning |
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	starts	%
Birmingham and Solihull	0	0.0	2	0.5	8	1.0	5	1.5	26	3.1	17	2.3	49	3.9	77	5.1	771	36.5	584	36.8	803	42.3	579	42.1	12,903	**23**
Derbyshire	3	2.1	6	1.1	21	4.1	47	9.2	139	10.9	86	7.4	155	9.7	96	7.1	111	22.6	209	26.1	1,038	35.8	593	79.1	12,034	**21**
Essex	11	1.2	37	3.1	22	2.6	30	2.5	247	8.3	219	7.9	324	12.6	276	15.7	476	16.0	267	13.7	338	17.8	337	55.2	21,653	**12**
Greater Manchester	1	0.2	1	0.1	8	0.6	0	0.0	4	0.2	3	0.1	63	1.9	67	1.9	685	14.2	889	27.0	920	35.2	697	66.3	27,609	**12**
Tyne and Wear	4	1.0	0	0.0	0	0.0	6	0.7	10	0.6	2	0.1	8	0.5	8	0.5	10	0.5	34	1.3	77	1.9	22	3.3	18,164	**1**
Wiltshire and Swindon	50	5.2	44	5.8	66	11.8	46	8.6	180	12.4	118	11.7	186	11.3	262	21.9	596	33.1	581	41.1	1,089	70.8	984	95.9	13,886	**30**
All cases	69	2.2	90	1.9	125	2.7	134	2.8	606	5.8	445	4.7	785	6.5	786	7.2	2,649	18.5	2,564	21.9	4,265	28.7	3,212	58.5	106,249	**15**

Source: ETP MI

Table 5.4: Phase 2 pilots — successful completions as proportion of starters, by quarter

	2003-04								2004-05								Total no. starts	Overall completion %
	Sept-Nov		Dec-Feb		Mar-May		Jun-Aug		Sept-Nov		Dec-Feb		Mar-May		Jun-Aug			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%		
Berkshire	122	22.0	238	22.0	391	32.2	99	8.7	521	61.3	692	62.9	412	53.4	160	24.5	7,362	**36**
Kent and Medway	446	53.4	602	47.6	498	44.7	630	50.6	767	49.9	553	46.3	295	23.7	73	11.2	9,088	**43**
Leicestershire	578	68.7	1,185	69.8	1,101	69.2	711	74.2	1,896	73.7	1,286	64.2	1,473	57.4	433	46.4	13,168	**66**
London East	472	74.0	746	75.7	1,281	68.6	1,071	66.3	1,689	62.7	933	65.1	1,149	54.5	129	22.3	11,921	**63**
Shropshire	403	71.5	1,484	64.2	850	60.5	675	64.5	1,239	65.6	890	68.9	826	58.4	108	23.6	10,381	**62**
South Yorkshire	884	61.1	1,430	55.2	1,373	63.1	1,016	63.0	2,088	72.1	1,703	63.7	4	66.7	5	7.2	13,469	**63**
All cases	2,905	59.6	5,685	57.2	5,494	58.6	4,202	55.2	8,200	65.9	6,057	62.5	4,159	51.3	908	27.2	65,389	**58**

Source: ETP MI

Table 5.5: Phase 2 pilots — early leavers as a proportion of starters, by quarter

	2003-04								2004-05								Total no. starts	Overall early leaver rate %
	Sept-Nov		Dec-Feb		Mar-May		Jun-Aug		Sept-Nov		Dec-Feb		Mar-May		Jun-Aug			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%		
Berkshire	22	4.0	65	6.0	23	1.9	2	0.2	79	9.3	98	8.9	44	5.7	21	3.2	7,362	**5**
Kent and Medway	193	23.1	317	25.1	271	24.3	194	15.6	222	14.4	147	12.3	130	10.5	70	10.7	9,088	**17**
Leicestershire	262	31.2	492	29.0	452	28.4	240	25.1	374	14.5	326	16.3	284	11.1	61	6.5	13,168	**19**
London East	160	25.1	236	23.9	578	30.9	536	33.2	338	12.6	128	8.9	130	6.2	38	6.6	11,921	**18**
Shropshire	79	14.0	387	16.7	247	17.6	193	18.4	314	16.6	193	14.9	186	13.2	68	14.8	10,381	**16**
South Yorkshire	253	17.5	648	25.0	226	10.4	119	7.4	156	5.4	286	10.7	0	0.0	0	0.0	13,469	**13**
All cases	969	19.9	2,145	21.6	1,797	19.2	1,284	16.9	1,483	11.9	1,178	12.1	774	9.5	258	7.7	65,389	**15**

Source: ETP MI

Table 5.6: Phase 2 pilots — learners still learning as a proportion of starters, by quarter

| | 2003-04 | | | | | | | | 2004-05 | | | | | | | | Total no. starts | Overall proportion still learning % |
| | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | | |
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%		
Berkshire	410	74.0	781	72.0	802	66.0	1,034	91.1	250	29.4	310	28.2	315	40.9	471	72.2	7,362	**59**
Kent and Medway	196	23.5	346	27.4	345	31.0	422	33.9	548	35.7	495	41.4	818	65.8	510	78.1	9,088	**40**
Leicestershire	1	0.1	21	1.2	39	2.4	7	0.7	304	11.8	392	19.6	811	31.6	439	47.1	13,168	**15**
London East	6	0.9	4	0.4	9	0.5	9	0.6	665	24.7	372	26.0	830	39.4	412	71.2	11,921	**19**
Shropshire	82	14.5	440	19.0	309	22.0	179	17.1	337	17.8	208	16.1	402	28.4	282	61.6	10,381	**22**
South Yorkshire	309	21.4	513	19.8	578	26.6	478	29.6	650	22.5	684	25.6	2	33.3	64	92.8	13,469	**24**
All cases	1,004	20.6	2,105	21.2	2,082	22.2	2,129	28.0	2,754	22.1	2,461	25.4	3,178	39.2	2,178	65.1	65,389	**27**

Source: ETP MI

Table 5.7: Phase 3 pilots — successful completions as proportion of starters, by quarter

| | 2004-05 | | | | | | | | Total no. starts | Overall completion % |
| | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | | |
	No.	%	No.	%	No.	%	No.	%		
Black Country	538	58.6	1,291	58.4	849	53.8	500	42.8	5,873	**54**
Cambridgeshire	524	70.8	956	56.6	657	39.3	187	30.2	4,720	**49**
County Durham	294	81.2	850	79.4	542	78.4	30	68.2	2,167	**79**
Devon and Cornwall	1,040	64.8	966	64.9	932	56.5	365	34.0	5,815	**57**
Lancashire	895	70.6	876	55.7	414	38.5	117	14.6	4,716	**49**
Northumberland	185	66.1	544	83.8	511	68.0	22	45.8	1,728	**73**
Tees Valley	230	82.1	1,173	81.9	844	71.9	63	70.8	2,976	**78**
West Yorkshire	623	57.5	1,083	54.8	600	33.3	356	37.0	5,824	**46**
All cases	4,329	66.2	7,739	64.0	5,349	51.5	1,640	34.2	33,819	**56**

Source: ETP MI

Table 5.8: Phase 3 pilots — early leavers as a proportion of starters, by quarter

| | 2004-05 | | | | | | | | Total no. starts | Overall early leaver rate % |
| | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | | |
	No.	%	No.	%	No.	%	No.	%		
Black Country	205	22.3	387	17.5	205	13.0	130	11.1	5,873	**16**
Cambridgeshire	99	13.4	228	13.5	206	12.3	86	13.9	4,720	**13**
County Durham	59	16.3	184	17.2	142	20.5	14	31.8	2,167	**18**
Devon and Cornwall	324	20.2	265	17.8	260	15.8	97	9.0	5,815	**16**
Lancashire	224	17.7	320	20.3	229	21.3	78	9.8	4,716	**18**
Northumberland	83	29.6	97	14.9	229	30.5	26	54.2	1,728	**25**
Tees Valley	33	11.8	222	15.5	258	22.0	26	29.2	2,976	**18**
West Yorkshire	193	17.8	232	11.7	262	14.5	73	7.6	5,824	**13**
All cases	1,220	18.7	1,935	16.0	1,791	17.2	530	11.0	33,819	**16**

Source: ETP MI

Table 5.9: Phase 3 pilots — learners still learning as a proportion of starters, by quarter

| | 2004-05 | | | | | | | | Total no. starts | Overall propor-tion still learning |
| | Sept-Nov | | Dec-Feb | | Mar-May | | Jun-Aug | | | |
	No.	%	No.	%	No.	%	No.	%		%
Black Country	175	19.1	531	24.0	523	33.2	539	46.1	5,873	**30**
Cambridgeshire	117	15.8	506	29.9	808	48.4	346	55.9	4,720	**38**
County Durham	9	2.5	36	3.4	7	1.0	0	0.0	2,167	**2**
Devon and Cornwall	241	15.0	258	17.3	457	27.7	610	56.9	5,815	**27**
Lancashire	149	11.8	377	24.0	433	40.2	604	75.6	4,716	**33**
Northumberland	12	4.3	8	1.2	11	1.5	0	0.0	1,728	**2**
Tees Valley	17	6.1	38	2.7	72	6.1	0	0.0	2,976	**4**
West Yorkshire	268	24.7	661	33.5	940	52.2	533	55.4	5,824	**41**
All cases	988	15.1	2,415	20.0	3,251	31.3	2,632	54.8	33,819	**27**

Source: ETP MI

5.2.3 Phase 3

The data on learning outcomes for the 20 Phase 3 pilots are in Tables 5.7 to 5.9. Around 58 per cent of learners in the new Phase 3 pilots successfully completed their training. Only 17 per cent of learners have so far left their training and 25 per cent are still in learning.

Again there is wide variation between the individual pilots. Those in the North East have completion rates in excess of 70 per cent (*eg* 79 per cent of learners in County Durham completed their course) while in Kent and Medway the completion rate is 37 per cent and it is under 50 per cent in Derbyshire, Cambridgeshire, Lancashire and West Yorkshire.

5.3 Factors affecting completion rates

Completion rates vary by area, but also by a range of other factors as well. To identify these factors we have two sources of evidence. We have examined all the data we have about learners (as at July 2005) from the MI using logistic regression to assess the factors which might influence the probability of completing or not completing ETP training. The results differ in some respects to those reported in the Year 2 evaluation report (Hillage *et al.*, 2005). In our visits to the pilots we asked pilot managers and others about what affected the chances of learners completing their training.

The factors can be separated into three types:

● those related to the characteristics of learners themselves

● those related to the course that learners chose to take

- the geographical area in which the learners took part in the training.

5.3.1 Learner-related factors

Our regression analysis of the MI data found that the chances that learners would complete their courses are significantly enhanced if they:

- **are male** — the odds that a male learner would complete his course were nine per cent higher than those of a woman

- **work part-time** — full-timers had a 18 per cent lower chance of completing their courses

- **are younger** — all other age groups (apart from those aged 56 or over) were significantly less likely to complete (by around ten per cent) than those aged between 18 and 25

- **are a union member** — union members have a seven per cent better chance than non-members of completion

- **are from an ethnic minority** — the odds that a learner who was designated as white British will complete are 28 per cent lower than those who are from a non-white community.

5.3.2 Course-related factors

However, it is not just learner characteristics that appear to make a difference, we also found completion rates varied significantly with a number of course-related factors.

The chances of learners working for an NVQ completing their course were 28 per cent lower than those doing a basic skills qualification and NVQ leavers were 27 per cent more likely to leave early. Learners studying for an NVQ in hospitality, leisure and sport or construction had the highest chances of completion and those doing health care, business administration or hair and beauty training had the lowest chances of completion. A learner doing an NVQ in hospitality, according to the data, is over seven times more likely to have completed than one studying a health-care course.

The type of provider also made a difference — the odds of having completed a course were 17 per cent lower for those doing their course in a college, compared with those studying in a non-college provider. There may be other contributory factors explaining this result, such as the course undertaken or local area factors.

Initial assessment makes a difference

A survey of learners in 2005 found that learners who had undergone an initial skills test and received a training plan were significantly more likely to have completed than those who had

not. The ALI report (2005) found that 'many learners make relatively slow progress through their qualification. A weak initial assessment process of their existing vocational skills and knowledge contributes to this.'

5.3.3 Differences by area

As we saw in Table 5.1, completion rates vary significantly by area. Learners in the Essex, Northumberland and Tyne and Wear pilots had the greatest chances of completion and those in West Yorkshire, Cambridgeshire and Derbyshire had the lowest odds. In Year 3, the pilots placed more emphasis on ensuring completion than in earlier phases. The pilots reported that they had placed an increased emphasis on ensuring learners complete their course in a reasonable time. Two key factors were reported as being particularly helpful in securing higher completion.

- A new provider payment profile, under which a higher proportion of the payment (50 per cent) than previously is paid on the learner successfully completing their training. Some pilots felt that independent providers were more influenced by payment profiles than college providers.

- More active provider management was helpful, including:
  - regular monitoring of completion data
  - in some cases, the appointment of a specific provider manager to oversee provider performance, working more closely with providers to maximise completion, while maintaining quality of provision
  - ending the contracts of some providers who had chronically low learner completion rates
  - encouraging providers to adopt good practice — such as a comprehensive initial assessment and embedding basic skills provision within NVQs, customising course content to meet learner needs and providing ongoing learner support (*eg* making frequent workplace visits).

5.3.4 Negative factors

A number of other factors were identified by the pilots and training providers which could have a negative influence on completion. These included the following:

- capacity constraints — particularly for assessors and internal verifiers in some work areas and locations, but also where providers took on too many learners

- the length of time it took to deliver some NVQs (*eg* in care) — the longer it took the more opportunity there was for learners to leave the course early (for whatever reason)

- funding deadlines — which sometimes placed undue pressure on providers and learners to complete by a specific date

- uncertainty over the sustainability of funding, which led to some providers dismantling their ETP infrastructure and thereby providing a poorer service to learners

- procedural problems getting information from providers that learners had finished and entering the data on the MI database

- delays in receiving certificates from awarding bodies; a quarter of providers felt this was a problem.

5.4 Are they still learning?

As indicated in Section 5.1 there are considerable numbers of learners registered as 'still learning' 18 months or longer after they first started. To investigate whether they were still actively engaged in learning we conducted a telephone interview with 1,000 'long-term learners'[1] in January 2005.

We found that:

- Over half (56 per cent) said that they had in fact finished their learning (*ie* completed their training plan and/or had been told by their provider that they had done all that was required to obtain the qualification. However they had not been registered as such, indicating a time lag between learners finishing, and providers reporting this to the pilots and the data being entered on the database.

- One-fifth (22 per cent) said that they were still actively engaged in the training (and for example regularly seeing their trainer) and 95 per cent felt it was very likely that they would successfully complete.

- Fifteen per cent had stopped training. There were three groups here:

  - those who had temporarily stopped (two per cent) — mainly because of a change in their personal circumstances (*eg* family or health)

  - those who had left permanently (eight per cent) — again mainly for personal reasons

  - those whose trainer had stopped coming to see them (five per cent).

5.5 Why do learners leave early?

While we have not specifically studied the reasons why around 30 per cent of learners do not complete their training and either leave early or never finish, we do have some evidence from our learner surveys (*eg* from a follow-up survey of learners in the Phase 1 pilots and a survey of learners who were registered as still

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[1] defined as still learning 17 months after their registered start

learning 17 months after they started) in 2005. The data suggest that there are three broad groups, which may be of a similar size:

- those who leave early or fail to complete for personal reasons, *eg* health problems or a change in family circumstances

- learners who change jobs and leave their current employer (and there was no real mechanism for picking up the training with their new employers if they were interested and within a pilot area). This was felt to be a particular problem in the care sector

- learners who drop out because of a lack of support from their trainer (including those whose trainer stopped coming to see them) or employer (*eg* who did not give the learner sufficient time off) and/or because they found the training too difficult or uninteresting. The latter group may also have benefited from more support from their trainer or employer (*eg* by providing more information at the start of the training about what was involved or helping to demonstrate how the training related to their day-to-day work).

5.6 What have learners gained?

Learners generally think they have learnt something from their training. In a survey of ETP learners who had completed their training (in 2005) 82 per cent said that they learnt something new and a similarly large majority (89 per cent) agreed they got everything that they wanted out of the training. Men were less positive that they had got all they wanted from the training (91 per cent of women said they had got all they wanted, compared with 87 per cent of men).

Responses to whether learners felt they had learnt anything new from the training varied by the type of NVQ studied (see 5.10).

Learners' and employers' views on the skills gained and other benefits are considered in Chapter 6.

5.7 Views on the process

5.7.1 Learner satisfaction

Eighteen per cent of respondents said that they were extremely satisfied with their overall training experience so far, a further 42 per cent said they were very satisfied and 26 per cent were fairly satisfied. Altogether 86 per cent expressed some degree of satisfaction with their ETP experience. Nine per cent expressed some degree of dissatisfaction and four per cent felt it was too early to say.

Table 5.10: Whether completers felt they had learnt anything new from the training (per cent)

Type of training	Yes
Management	93
Engineering	90
Health	85
Hospitality	75
Manufacturing	73
Retail	71
All	**82**

N = 1,500

Source: IES/MORI survey of ETP completers, 2005

Perhaps the nearest comparator (though covering a much younger age range), is the satisfaction levels expressed by LSC work-based learners (*ie* those on apprenticeship and entry to employment type programmes). ETP learners' satisfaction is similar to, and certainly no better than, the levels of satisfaction expressed by work-based learners in the national learners' satisfaction survey.[1]

5.7.2 Employer satisfaction

Employers are also satisfied with their ETP experience. The most recent data come from participant surveys conducted in 2004. It found that employers were very positive. Fifty-four per cent of the survey respondents said that were very satisfied with the scheme overall, and another 39 per cent were fairly satisfied. Only four per cent were dissatisfied. Again, the results show a similar level of satisfaction to other surveys of employer satisfaction with publicly provided work-based training.[2]

5.8 Conclusions

The numbers of learners successfully completing their ETP training has risen steadily throughout the course of the evaluation. The picture has been clouded by at least two, not un-related, factors:

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[1] In the 2003-04 survey (LSC, 2005), 20 per cent of work-based learners were extremely satisfied, 38 per cent were very satisfied and 32 per cent were fairly satisfied, while seven per cent were in some way dissatisfied. The equivalent figures for ETP learners from this survey (excluding those who said it was too early to say or did not know) were 18 per cent, 44 per cent, 28 per cent, and eight per cent respectively.

[2] The National Employers Skills Survey 2004 (Shury *et al.*, 2005) reports that that around 85 per cent of employers were satisfied with FE training and 'between one in ten and one in twenty were dissatisfied'.

- the proportion of learners registered on the database as 'still learning' many months if not years after they were registered as starting

- the reliability of the data on learner status.

Over the course of the pilots considerably greater attention has been given to the latter, with the result that the records of a number of non-existent or non-active learners were taken off the database. However data reliability (and for example getting timely records from providers onto the management database) can still be an issue for some pilots. It is also interesting to note that the completion rates for learners in Year 2 are considerably higher than for Year 1 learners at the same point. Pilots also asked providers to check on the status of the former, 'still in learning' group. Our survey of this group found that many had in fact finished, or at least thought they had finished.

With these points in mind, we are reasonably confident that:

1. the average successful completion rate (*ie* the proportion of learners who start who successfully achieve a qualification) will be in the region of 70 per cent

2. the successful completion rate for Year 2 learners will be higher than Year 1 learners

3. at 70 per cent, the successful completion rate is higher than other forms of state-funded workplace-based learning

4. active provider management (to ensure a good initial assessment, that the training is provided at a suitable pace and that learners receive the support they need to complete their training) is one of the keys to ensuring high completion rates.

6. Benefits and Impact

As part of the evaluation, we considered ways in which the longer-term of the pilots on employers and learners could be measured. Collecting accurate data over time on business performance from participant employers was considered impractical. In theory we could link data from ETP employers with a secondary business information database, but practical considerations ruled this option out too. Finally even if the data were available, there were also concerns about how to measure productivity (or other standard business performance indicators) in sectors such as health care as well as isolating the impact of training.

The ways in which the impact on individuals could be assessed were also examined and a proposal was developed by IFS for a long-term tracking study which would follow two samples of ETP and non-ETP participants (drawn from evaluation surveys). However the combination of methodological complexity, practical difficulty and high cost of such a study proved to be prohibitive.

In the meantime, we collected a range of data from employers, learners and providers about the benefits they felt they had gained from their involvement in the pilots, their perceptions of the effect that the training had had on individual and organisational performance and the wider training market. In this chapter we examine this evidence of the impact of the pilots on:

- learners
- employers
- providers.

6.1 Key points

- Learners who have completed their qualification, particularly those doing NVQs, almost universally report that they have acquired new skills relevant to current and/or future jobs and are able to deliver a better quality service or product and do a better job as a result.

- Matched surveys of learners at the beginning and end of their training found that, while their enthusiasm for learning had diminished a little, they were much more inclined to go on to

further (higher-level) learning at the end of their training than they were at the beginning. The more positive the learning experience, the greater the inclination to go onto further learning. Learners who had received some information, advice and guidance were also more inclined to take their learning further.

- The impact on labour-market outcomes is harder to determine conclusively. Most learners thought their training would make them more likely to stay with their existing employers. Only a few learners said their ETP experience had made them more inclined to change employer, although most were more confident of their ability to do a different job and take on additional responsibilities (with their existing employer), having done the training.

- Learners who started out with positive views about training generally perceived the greatest gains. There were other variations too: young, female and ethnic minority learners were all more likely to report greater gains than other learners.

- Employers also generally thought that the ETP training had led their employees to gain more confidence, skills to do their current, or a future, job better and were able to deliver a better quality output from their work. As a result, employers reported that the quality of product or service delivery had improved and, for instance, employees who had been through the training were better able to deal with unexpected situations and make decisions on their own. However, fewer employers (although still a majority) reported improved productivity and labour turnover.

- As a result of their involvement in the pilots, employers said that they were more positive about training in general and training their low-skilled employees in particular.

- Almost three-quarters of employer respondents felt there was now a better quality promotion pool, and just over half said they were paying more (or were likely to pay more) to those who had been trained, as a result of the training.

- As with employees, organisations that had the most positive approach to training in the first place, tended to be the ones which experienced the most gains. 'Hard to reach' organisations, who are generally less positive about training in the first place, were universally and significantly more negative about the gains that they or their employees had experienced from ETP.

- As a result of their involvement in the pilots, most training providers reported that, in order to meet the requirements of ETP employers and learners, they had become more flexible in terms of the location, time or form of training delivery.

6.2 Impact on the learner

From the learner's point of view, impact can be thought of as a chain. The first link is the effect of the training on new skill acquisition or changes in personal attributes such as confidence. In turn these personal changes might be expected to impact on the job in terms of behavioural changes that are relevant in the workplace. If this is the case, then we might expect that these positive behavioural changes are noticed and valued by the employer and result in positive outcomes for the individual such as new roles, promotion and increased pay. In this section we present evidence of just such a chain of impact from the perspective of individuals, beginning with gains in skills and other attitudinal changes, changes in work-based behaviours and experiences of positive job or labour-market outcomes.

6.2.1 Initial skill gains

Our surveys of learners have consistently shown that learners both anticipate skills gains from their training and, after it is over, think that they obtained them.

The three most commonly identified benefits are:

- skills relevant to a current job
- skills relevant to a future job
- improved self confidence.

The results of our most recent survey (of learners who had completed their training) were consistent with previous learner surveys, with large majorities (between 78 to 85 per cent) reporting that they had gained a range of skills and other benefits. Completers believed they could deliver a better quality service or product, were able to make fewer mistakes and had gained team-working and problem-solving skills. They had also identified softer benefits of greater self-confidence, and greater motivation and interest in work. Respondents were less positive about their ability to work faster or their gain in literacy or numeracy skills (around one-half), only one-third thought they had gained IT skills (see Figure 6.1).

Those who had completed an NVQ were significantly more likely than those who took a basic skills qualification to believe that they had gained skills relevant to their current job (85 per cent compared with 76 per cent respectively). Basic skills learners were significantly more likely to believe that they had gained the ability to work faster (60 per cent compared with 49 per cent of NVQ completers), and were much more likely to say they had gained literacy or numeracy skills (70 per cent compared with 46 per cent of the NVQ completers) and IT skills (51 per cent compared to 32 per cent of NVQ completers).

Figure 6.1: Individual gains from ETP training
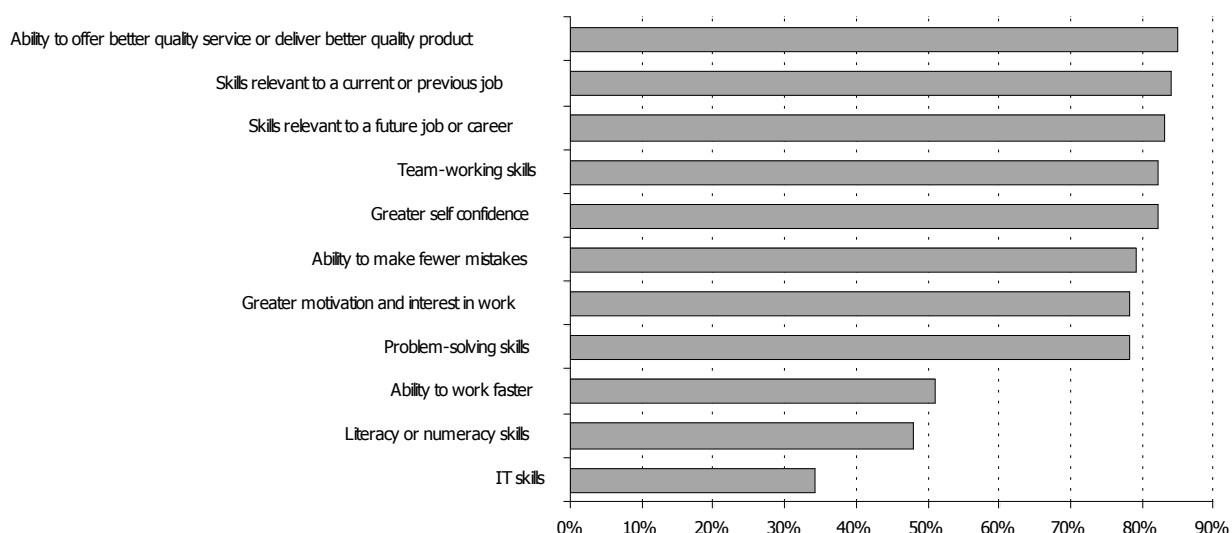
Source: IES/MORI survey of ETP completers, 2005

6.2.2 Behavioural changes

The 2005 completer survey asked respondents to what degree they believed the training would help them do their current job better. A little under two-thirds felt it would help them a lot (61 per cent), around one-third said it would help a little (30 per cent) and a small minority said it would not help at all (eight per cent).

Completers were most positive about:

● being more aware of health and safety issues (74 per cent)

● following procedures better (66 per cent)

● being better able to deal with problems which might occur (66 per cent)

● being more sensitive to the needs of others (64 per cent)

● delivering a better service or product (65 per cent)

● understanding why I do things (63 per cent)

● working more collaboratively with colleagues (60 per cent).

On the whole NVQ completers were more positive than basic skills completers.

6.2.3 Impact on learning

In a 2004 follow-up survey of learners first surveyed in 2003 (from the Phase 1 pilots), learners expressed slightly less positive views about learning in general (though still generally positive) having completed, or nearly completed, their training. For instance they were less inclined to say they were interested in learning or think learning enjoyable. Learners who became less positive tended to

be older, male, and have done a manufacturing (or engineering) NVQ.

However learners do seem inclined to go on to further learning after their ETP experience.

Just under half of the respondents to the completers' survey said that it was very likely that they would take part in learning over the next 12 months and just over a quarter said it was quite likely. The likelihood of taking part in further learning is significantly related to type of NVQ taken, with 58 per cent of those doing a health and social-care qualification saying they would go on to further learning compared with around 30 per cent of learners doing engineering or retail qualifications.

Of those who were likely to undertake further learning, a small majority (57 per cent) said they would have done so in the absence of ETP. But this still leaves a sizeable 43 per cent of those who would judge themselves likely to go on to further learning and who would not have done so without the influence of ETP.

Again, these results are consistent with previous surveys.

In the follow-up survey of learners at the end of their involvement with the Phase 1 pilots, most respondents (71 per cent) said that they were either very likely (44 per cent) or fairly likely (27 per cent) to undertake further job-related training in the next two to three years.

The responses indicated that our sample of learners had become more likely to say they intended to do further training since they were first surveyed at the start of their involvement with the pilots. Some 63 per cent had become more positive about the likelihood of doing more training in the future (*eg* said 'fairly unlikely' in the first survey and 'fairly likely' in the second survey) and 11 per cent had become less likely to undertake further training (see Figure 6.2).

Figure 6.2: Intention to undertake more training (per cent)
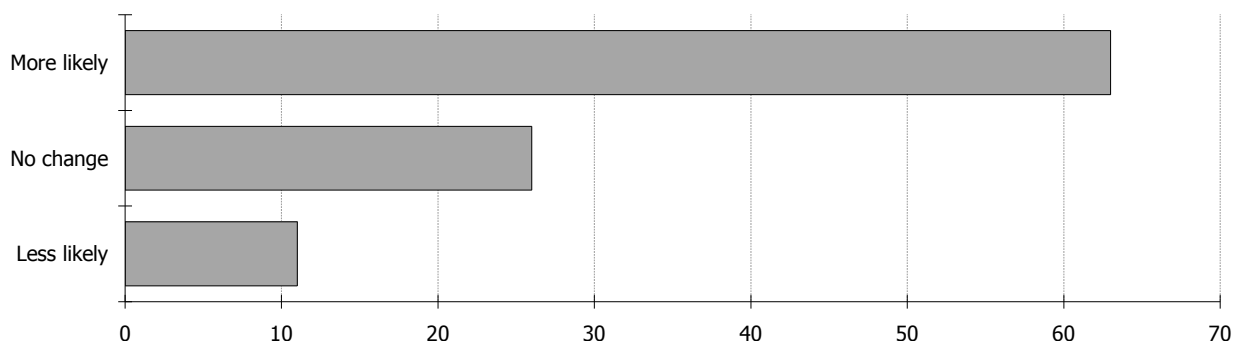
N = 492

The majority of those who said that they were likely to undertake further training (55 per cent) said that they intended to study for a

higher qualification at level 3 or above. While 13 per cent said they did not intend to study for a higher qualification, one-third did not know, perhaps indicating a level of demand for further information and advice.

We found a relationship between learners' experiences on their ETP courses and their inclination to undertake further learning. Learners who had become less positive about learning during the course of their ETP experience were much less inclined than average to contemplate further learning activity. On the other hand, the opposite group (*ie* who had not changed their views or who had become more positive) were much more likely than others to say that they expected to do more learning in the future.

Nine out of ten learners who had received information or advice about further training said that they were either very likely or fairly likely to do it in the next two to three years — significantly higher than the sample as a whole.

We found a positive relationship between those in receipt of information and advice and the intention to go on to further study. While the causality is not clear (*ie* those wanting to take their studies further may be more likely to seek further information about how to do so) this does provide some encouragement for the provision of 'exit interviews' or other interventions with learners at the end of their ETP course to facilitate their learning progression.

6.2.4 Impact on labour-market outcomes

We have seen that learners anticipate skill gains, completers believe that they have gained in skills, attitudes and other attributes, and that these changed skills and behaviours tend to translate to improved work-based behaviours. A key issue is whether these gains are valued by employers and result in job-related benefits.

Most of the respondents to our survey of completers (88 per cent) were working for the same employer doing the same job as when they started the training. Two-thirds of employees said that they planned to 'stay with their current employer for the foreseeable future'. A further 18 per cent were likely to stay for at least another year, some six per cent said they were likely to leave within the next year and ten per cent that they planned to leave as soon as the opportunity arose.

Just over half thought the training made them more likely to stay with their current employer, 45 per cent that it made no difference with a very small percentage believing it had made them more likely to leave. However, the training appeared to have led to learners being more confident about looking for another job (73 per cent overall said it had). This greater confidence also applied to internal moves — some 45 per cent of respondents said the

training had made them more keen to apply for promotion — and to taking on additional responsibilities.

Despite the desire to stay, completers were more likely to report an increase in base pay if they moved to a different kind of job and if they moved employer (see Table 6.1). These effects are additive such that getting a different kind of job with a different employer is most likely to result in a pay increase. Moving employers is also more risky and those who moved employers were also more likely to say they received less pay.

We cannot of course, attribute any changes in pay to ETP.

6.2.5 Connections between skills gains and impact

Those completers who appear to have experienced the greatest impact from ETP, *ie* in terms of job-related behaviours (*eg* understanding why they do things, working more quickly, working better with others *etc.*) were also more likely than other completers to experience positive labour-market outcomes. For instance, 69 per cent of completers who found the greatest impact from ETP said their base pay had increased compared with 57 per cent of other completers. However, these completers were no more likely to have moved employer or to be doing a different kind of job. They were more likely to:

- intend to stay with their current employer for the foreseeable future (72 per cent versus 58 per cent)

- consider that their ETP experience had made them more likely to stay (73 per cent versus 26 per cent)

- believe their training has made them more keen to apply for a promotion (63 per cent versus 21 per cent)

- be more confident about looking for another job (92 per cent versus 49 per cent)

- be more eager to take on additional responsibilities (71 per cent versus 29 per cent).

Table 6.1: The relationship between job moves and increased base pay (per cent)

	The same	More	Less	N
Same employer and same job	68	31	1	1,421
Same employer different job	35	59	6	157
Different employer same job	37	49	14	94
Different employer different job	21	65	14	72

Source: IES/MORI survey of ETP completers, 2005

Positive in, positive out

We found that learners who start out with positive views of training also perceive the greatest gains from it. This may suggest that a positive attitude helps or that the benefits of training are cumulative, each positive experience changing attitudes and each building a growing capability.

6.2.6 Demographic and occupational effects

The perceived gains from ETP vary by a range of learner characteristics.

- **Age** — younger ETP learners who had completed their training (*ie* those aged under 25) were more likely to see benefits along the impact chain than older learners (*ie* those aged 55 or over). For example, they were more likely to believe that they had gained skills relevant to a future job or career and that they worked faster since their training. They were also more likely to express an intention to undertake further learning, change their job and to have greater confidence to seek promotion or take on further responsibility.

- **Ethnicity** — learners from a minority ethnic background generally saw more gains from their training than white learners, *eg* in terms of improved skills and attitudes and changes in work-related behaviour. They were also more likely to do something as a result, *eg* intend to undertake further learning, and say they would leave as soon as the opportunity arose.

- **Gender** — women were generally more positive then men regarding gains in skills and attitudes and were more likely to believe that the training would help them do their current job better. Women were also more likely to be positive about changes in work-related behaviour and to say they thought it was very likely that they would participate in learning in the next 12 months.

- **Area of study** — learners who had worked towards a health- and social-care-related qualification were consistently the most positive about skill and attribute gains and those studying manufacturing and engineering tended to be consistently less positive. Those studying manufacturing, engineering or retail qualifications were significantly less positive than those completing health, hospitality and management ones that the training would help them do their current job better. Those completing a health NVQ were most positive about work-based behavioural gains and most likely to express an intention to undertake further learning (although they were also the most likely to say that would have undertaken the further learning anyway, in the absence of their involvement with the pilots).

6.3 The benefits to employers

In a similar way to learners, impact from the employer's perspective can be seen as being a chain of effect starting from perceived skill gains and attitudinal changes of the learners themselves, and having a knock-on effect on the quality of product or service delivery, productivity and overall business performance. Employers might be expected to recognise the organisational benefits of such skills and behavioural change, and reflect them through their resourcing or reward strategies *eg* by paying successful trainees more or favouring them on recruitment or promotion. Employers' experience of the training and its results may influence their attitudes towards further training and perhaps, even their overall business strategy, *eg* leading them into new products or markets.

6.3.1 Skills and attitudinal gains

In our surveys of participant employers, respondents consistently record that their employees have gained considerable benefits from their ETP training and their views are remarkably similar to those of the learners themselves. In the most recent survey, of employers with learners who had completed their training, nearly all said their learners had gained a range of skills (Table 6.2).

● Three-quarters said that the training had increased learners' self-confidence 'a lot'.

● Most also felt that the training had given learners the opportunity to progress onto further qualifications.

Table 6.2: Employers' views on the impact of the training on learners (per cent)

	A lot	A little	None at all	N
Increased self confidence	73	21	5	1,480
The opportunity to progress onto further qualifications	60	30	10	1,457
Skills relevant to a future job/career	59	32	9	1,429
Skills relevant to a current/previous job	59	31	10	1,451
Able to offer better quality service/deliver better quality product	59	32	10	1,468
Greater motivation and interest in work	56	34	10	1,466
Teamworking skills	54	33	13	1,454
Make fewer mistakes	39	42	18	1,412
Problem solving skills	38	46	17	1,428
Literacy or numeracy skills	24	41	35	1,403
Able to work faster	21	39	41	1,330
IT skills	18	28	54	1,379

Source: IES/MORI survey of ETP employers, 2005

Table 6.3: Impact on attitudes (per cent)

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	N
Trainees are more confident in their work	45	47	3	3	2	1,472
Trainees feel more valued	41	47	4	5	2	1,451
Trainees are more aware of organisational needs	32	51	5	8	4	1,458
Trainees work better together	32	48	9	8	3	1,419
Trainees are more motivated	30	49	9	9	3	1,458
Trainees are more accepting of change	28	51	8	9	4	1,432

Source: IES/MORI survey of ETP employers, 2005

- Around 60 per cent of respondents also believed that learners had gained new skills relevant to a current or future job and that this had a significant impact. The skills most likely to be gained (according to employers) were: team-working skills, greater motivation and interest in work, and the ability to offer a better quality service or deliver a better quality product.

Impact on attitudes

- Employers felt ETP had been instrumental in creating more positive attitudes among the workforce, *ie* they were more confident in their job, felt more valued and were more aware of organisational needs (see Table 6.3).

6.3.2 Impact on quality

Employers also thought that the quality of their product or service delivery improved as a result of the training and, for instance, employees who had been through the training were better able to deal with unexpected situations and make decisions on their own (Table 6.4). Respondents also agreed strongly that it was easier to give trainees additional responsibility.

Table 6.4: Impact on quality (per cent)

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	N
Our product service quality has improved	34	46	8	8	4	1,456
Trainees deal with unexpected situations more effectively	33	47	8	8	3	1,429
Trainees make more decisions on their own	31	46	7	12	4	1,430
Trainees come up with more ideas	28	46	8	12	6	1,416
Trainees make fewer mistakes	26	49	11	10	4	1,400

Source: IES/MORI survey of ETP employers, 2005

6.3.3 Impact on productivity

Employers were less confident about the impact of training on outputs and on staff attendance (see Table 6.5). While two-thirds thought productivity had improved, around one-half thought trainees worked harder and that staff turnover had reduced and just under one-third agreed that absenteeism had fallen.

6.3.4 The impact on the organisation's approach to training

While taking part in the pilots could be expected to have a direct effect on employees' skills and their work performance, there could also be knock-on effects on the organisation's overall approach to training. In the 2005 survey of employers, most employers felt that completed learners' participation had led to them adopting a more positive approach to training (80 per cent agree), doing more training than previously (71 per cent agree), and training a larger proportion of their lower skilled workforce than previously (66 per cent). Around two-thirds also said they had provided training leading to qualifications for more of their low-skilled staff, they had aligned training with their business strategy and they had explored other sources of support and funding. Around half had also provided higher-level training to those trained through ETP.

We found similar results in earlier ETP employer surveys and indeed we found that employers appeared to become more positive about training in general and training their low-skilled employees in particular as a result of their involvement with the pilots.

Comparing the results of initial and follow-up surveys of the same employers (involved in the Phase 1 pilots) who were asked the same questions about their views on training and development in the workplace (see Figure 6.3), we found that in the follow-up survey, employers were significantly more likely to agree that:

● employees can always benefit from extra training and development

Table 6.5: Impact on productivity (per cent)

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	N
Our productivity has improved	22	43	15	15	5	1,332
Staff turnover amongst those trained has reduced	20	28	20	18	13	1,301
Trainees work harder	15	37	20	22	6	1,386
Absenteeism amongst those trained has fallen	12	20	28	26	15	1,245

Source: IES/MORI survey of ETP employers, 2005

Figure 6.3: Changes in views on training and development

Employees can always benefit from extra training			
Training should be determined by the needs of the business			
We train for the current job rather than future development			
Training should go to those who add most value			
Easier to recruit new staff than train for new skills			
Only train to meet legal requirements			
Training is a key part of the business strategy			
To get the best out of the training, we will have to make other changes			
Raising skill levels will significantly improve business performance			

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%

■ Agree less   ■ No change   □ Agree more

Source: IES/MORI, ETP employer survey, 2003 and employer follow-up survey, 2003

- training and development was a key part of their business strategy

- raising skill levels will significantly improve their business performance.

And less likely to say that:

- they train for the current job rather than develop for the future

- training and development should mainly go to people who add most value to the business

- if they needed new skills it was easier to recruit new staff than train existing ones.

6.3.5 Changes in resourcing and reward behaviour

If these positive outcomes to training, quality, attitudes and productivity impact on the workplace, we might expect employers to recognise these benefits and demonstrate changed resourcing and reward practices as a consequence.

Promotion

Almost three-quarters of respondents felt there was now a better quality promotion pool as a result of ETP. Just over half (51 per cent) agreed that as a result of the training they were (or were likely to) pay more to those who had been trained. Although when asked if trained staff would earn pay increases faster than

untrained staff, a slight majority of organisations with completers disagreed.

ETP employers tend to believe that they are more likely to promote those qualified and favour the qualified in recruitment.

6.3.6 Connections between approach to training and impact

The literature suggests that training embedded within a strategic approach, that is widely delivered and is forward looking, will result in greater benefits than training which is not.[1]

It would seem that organisations with the most positive approach to training are those that have experienced the greatest organisational gains. Those organisations with the most positive approach to training were much more positive about:

● the impact the training had in enabling employees to do their jobs better

● adopting a more positive approach to training subsequent to their ETP experience (*eg* to have aligned training more with the business strategy, to have increased their training budget, to have explored other sources of support and funding and to have made more use of government support agencies)

● rewarding staff who had gained extra skills (through pay rises or promotion)

● implementing changes over the past year designed to improve quality, efficiency, introduce new products or services or introduce new technology or methods of work organisation.

Positive trainers were more likely to have experienced employment growth, sales growth, and to believe that their organisation was performing better in terms of surplus/profit margins than in previous years.

6.3.7 Differences by type of organisation

● **Sector** — sectoral breakdowns show that health and social work, and education respondents were significantly more likely to see gains at all points along the impact chain than those from the production sectors.

● '**Hard to reach'** employers were universally and significantly more negative about the gains from ETP for individuals than other employers and about identifying organisational benefits (*eg* in terms of improved quality or productivity).

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[1] See, for example Mabey C and Ramirez M (2005).

Learner density

Employers with the highest density of learners (as a proportion of their employees) were generally more positive than those with relatively fewer learners about skill gains (*eg* that trainees worked together better, felt more valued and were more confident in their work). They were also more likely to report that their product/service quality had improved, that trainees were more aware of organisational needs and that their trainees made fewer mistakes and that they had developed a more positive approach to training than previously.

6.4 Impact on training provision

Finally, we have also examined the impact of the pilots on training provision and, for example, whether providers have found new markets and/or adopted new approaches to delivery. The results are largely based on surveys of training providers involved in ETP, the most recent of which was conducted in the early summer of 2005.

6.4.1 Involvement with different employers

We found some evidence that involvement in ETP had widened the market for individual providers. For example, slightly over half (51 per cent) of providers interviewed in the 2005 survey reported engaging with new or different types of employer as a result of ETP. Colleges were more likely to report working with new employers (62 per cent) than providers that were not colleges (48 per cent).

These were not necessarily employers that had not previously engaged in training. Many ETP teams put considerable effort into enabling employers to select their provider 'of choice', rather than sticking to a long-term supplier or settling for the provider which either makes contact or is the first they find. Engaging with new employers is likely to be the result of all of these factors.

Over half the providers reporting engagement with new/different employers, had become involved with employers from different sectors from those in which they traditionally worked. Sixteen per cent became engaged with smaller companies and 14 per cent with larger companies. Just over one-tenth reported simply being involved with 'new employers'. Only eight per cent specifically reported becoming involved with employers with little or no previous experience of training.

6.4.2 Involvement with different learners

Just under half (47 per cent) of training providers reported engaging with different types of learners. These would appear to be 'harder to reach' learners than those with whom the providers

would normally work. For one-third of providers, learners were of a different age range (more often more mature learners), 17 per cent reported a wider ethnic mix of learners and 23 per cent reported that learners came from a wider range of sectors and occupations.

6.4.3 Flexibility of training provision

The majority (two-thirds) of providers (both colleges and non-colleges) said they had adjusted their methods of training delivery to fit with their ETP clients. The majority of those that had not adjusted their methods (79 per cent) reported that they were already flexible and 16 per cent said that their clients were happy with their existing methods.

The most common changes in delivery (Figure 6.4) were more frequent delivery on employer premises, assessors working to fit the shift patterns of learners and working across a range of sites. Importantly, virtually all those (98 per cent) who had adjusted their training delivery in some way reported that they planned to continue with these new methods.

6.5 Conclusion

We have not sought to measure the impact of ETP in any systematically objective way, that would require complex data linkage and significant tracking over time. We are reliant on the views of the employers and learner participants for our evidence base. However, over the course of the evaluation, the views paint a consistent picture: consistent over time; consistent between learners and employers; and consistent with the model of a chain of impact from gains in individual attitudes and skills to changed work-based behaviour and perceived change in organisational performance (such as quality).

Figure 6.4: Main types of change in training delivery to fit with ETP

Greater focus on skill gaps rather than whole courses

Modifying delivery to take account of students not used to learning

Dealing with basic skills – didn't in past

Training related to individual needs of learners

Assessors have to be prepared to visit a range of sites to fully assess learners

Assessors work evenings, weekends, etc to cater for shift workers

More delivery on employer premises

0% 5% 10% 15% 20% 25% 30% 35% 40% 45% 50%

(N = 195)

Source: IES Survey of ETP Training Providers, 2005

There is also consistent evidence that employers and learners are more inclined to do more training in the future than they were before they started their ETP training. While the economic gains from achieving a level 2 qualification may be modest for both learners and employers, they may be larger for those who go on to obtain a level 3 qualification.

We have also found that the benefits reported seem to vary significantly by sector, which may reflect the nature of the sector itself (*eg* the role played by skills in productivity and the state of the labour market *etc*.) or may indicate that some vocational qualifications actually provide learners with greater gains than others, despite nominally being at the same level.

7. Conclusions

ETP was launched in 2002 in an attempt to see whether a combination of supply-side changes (in the form of flexible provision) and demand-side stimuli (in the form of free/subsidised training provision and wage subsidies to compensate for employee time off) could increase the amount of training in the workplace for low-skilled employees. The pilots have since been extended, to build on what was perceived as their initial success, to test the model more thoroughly and extensively evaluate it. What then have we learnt over the three years about the policy and how it could be developed, about the practice of setting up and running pilot programmes such as this and about how best to evaluate them?

7.1 Lessons for policy development

7.1.1 Still plenty more fish in the sea

At the start of the pilots there was concern that the pilots would be inundated with interest from employers and/or that they would rapidly exhaust available capacity. Although interest from the care sector has had to be capped in some areas, generally demand has been strong but remarkably steady over the course of the pilots, especially since the start of the second year. It is a measure of the efforts expended by the pilots and their providers that large numbers of employers and learners have become involved. However there is little sign that the pilots have reached saturation point. There remain fewer than one in five potential employers and one in ten potential employees involved in the first six pilots. There is still a large unmet potential demand for qualifications-based training among low-skilled employees.

7.1.2 Need to fish in deeper waters

Despite the large-scale participation, and the best efforts of some of the pilots, the 'harder to reach' corners of the potential market still remain largely elusive. The catch, so far, appears to contain many employers (and learners) who would have done the training (or something very similar) in any event. The growth of 'licence to practice' regimes would appear to be a one of the contributory factors to the lack of additionality, as employers in pilot areas

have taken advantage of the free training to meet their perceived obligations. How similar firms outside the pilot areas have financed such training is unclear, but they appear to have done so somehow and so the net difference between the pilot areas and the rest of the country is small, at least in the first year or two. The level of deadweight (compounded by other issues such as picking up learners who are already qualified to level 2) means that the number of additional level 2 qualifications generated by the pilots will be fewer than hoped, or indeed expected.

Higher additionality will only come from getting the 'harder to reach' employers (and learners) involved, but they can prove to be a difficult catch. 'Hard to reach' businesses are typically small or medium-sized businesses tending to operate a fairly low-key but fit-for-purpose business strategy which does not rely to any great extent on the skills of their employees. Their business model tends to be simple and well-honed, often based on competing on price, perhaps in protected markets. Skill development is contingent on business need, it follows rather than leads. We found 'hard to reach' employers were generally less positive than others about the value of training. Such employers are likely to become interested in training only if and when they encounter a change in their business circumstances, *eg* through:

- a change in the regulatory regime — when the issue of deadweight arises again
- a change in production or delivery processes
- a change in trading circumstances through increased competition

At the point that they require skill development they need a range of support:

- to understand a training market with which they are unfamiliar
- to help with identifying their particular training needs
- to help with linking skill development to the business.

We found that 'hard to reach' employers were more likely than others to be attracted by the brokering elements of the pilots and less likely to be attracted to taking part in the pilots by free (or subsidised) training or wage compensation.

7.1.3 Are time and cost the main barriers?

While the pilots are sometimes billed as a demand-side initiative, *ie* acting to reduce the negative effects of time and cost barriers on employers' inclination to train low-skilled staff, it is perhaps the supply-side and demand-side changes that have had the greatest effect. Employers consistently report that it is the availability of free, flexibly provided and brokered training that is the most

attractive element of the offer and they are particularly satisfied with the flexible way in which the training is delivered.

Does that mean that the wage compensation is superfluous? While it is in many cases, *ie* most employers say that they would have got involved if wage compensation had not been part of the offer, there was qualitative evidence that wage compensation made a difference to the decision to take part in some circumstances. There also seems to be a positive relationship between the level of participation and wage compensation in the third year (particularly for employees), which was not apparent in Years 1 or 2. However whether the wage compensation is cost effective is another matter. It was not part of the evaluation brief to examine fully the costs of all the various options. However, it is clear that the wage compensation element both is a significant part of the overall costs, certainly more than the costs of establishing the brokerage infrastructure, and caused considerable problems (and costs) to administer.

7.1.4 The importance of initial assessment

The 'assess train assess' model is supposed to sit at the heart of the training process that is provided through the pilots. However, the combination of an initial skills assessment, accreditation of existing skills and the identification of skill gaps on which any training subsequently focused, only happened in around one in six cases. This is perhaps surprising because such a process could be considered as standard practice in NVQ delivery.

What is clear is that a thorough initial assessment makes a significant difference to the success of the subsequent training and that learners who had received an initial assessment and a training plan were significantly more likely to complete their training successfully than those who had not.

7.1.5 Assessment or development?

While some providers preferred to stick with delivering their established training courses, perhaps having neither the skills nor incentive to do differently, others went for an 'assess assess assess' approach. This phrase tends to be used rather pejoratively to refer to the absence of formal training and skill development. However, it could be argued that this is exactly what NVQs allow to happen, at least where appropriate. As fewer than one in ten employees are reported as having a skills gap (Shury *et al.*, 2005) and, at least theoretically, a learner who is already fully competent (at the occupational standards), should need little if any training to meet any skills deficiency, it is no real surprise that the ETP learning process involves significantly more assessment than training. In these circumstances a level 3 rather than level 2 qualification would appear to be more relevant.

However, the occupational standards are generally set at a higher level than the average job specification, so there will often be a gap between job competency and full competency that some form of learning can usefully fill. Also, employees can learn from a process of assessment. Certainly this would seem to be happening as, despite the lack of formal training, most learners said that they had in fact learnt something new. Although there were complaints about the bureaucracy involved in compiling evidence *etc.*, the overall satisfaction of learners (and employers) with the learning process is evident; not just in the satisfaction ratings themselves (which are comparable with other forms of state-provided workplace training) but also in the relatively high rates of completion and in learners (and employers) identifying skill gains and saying that they are better able to do their job as a result.

7.1.6 Maximising the potential for progression

Individual development comes, not just from the particular learning process, but also the opportunity it provides to progress to further learning. Learners are more inclined to undertake further learning at a higher level after they have completed ETP than they were before. It is important, if the momentum is to be maintained, that learners are offered the opportunity to progress. There is, potentially, an important role for information, advice and guidance here to identify appropriate further learning and to point individuals and/or employers in the direction of available funding. It will be interesting to see whether the brokerage envisaged under the National Employer Training Programme can provide such assistance.

7.2 Lessons for policy implementation

Over the course of the evaluation, a number of lessons emerged about how the pilots were designed and run.

- **Avoid over-complicated models** — although obviously designed with the best intentions, the various combinations of wage compensation and time off tested in the initial six pilots served more to generate a confused rather than clear picture about 'what works'. A key point here is that whatever the sophistication in the design, it is likely to be obscured by variations in delivery especially where there are as many different delivery models as there were pilots. Few large differences in design and the maximum consistency in delivery are likely to produce the strongest chances of an effective evaluation (and therefore being able to assess what works and what does not).

- **Ensure good data and consistent simple processes** — to monitor performance and progress effectively relies heavily on good MI. Unfortunately the MI system set up for ETP was over-complicated. Data took a long time to be entered and the reporting facilities did not meet all the needs of the pilots.

Providers complained that they could not enter data online and needed an additional process. Other elements of the management process seemed over complex too, *eg* provider (and employer) contracting. Simple, standard, fit-for-purpose processes and procedures may not generate all the information and cover all the angles that policy designers (and evaluators) would like but at least they are reliable.

- **Realise it takes time to set things up** — some of the pilots found it difficult to recruit and retain both employees (on temporary contracts) and providers (wary of 'another initiative'). Although there was support for the later pilots from both central office and their earlier established peers, it took many of them considerable time to get everything in place and to get going in earnest. This probably accounts for the relatively low take-up in the first year. It should therefore be recognised in future that such experiments do need time before any judgement on their effectiveness can be made.

- **Match performance targets to ultimate objectives** — pilots initially over-concentrated on recruiting employers and learners, because that was the performance criterion on which they felt they were being judged, rather than ensuring the quality and the completion of the training. Obviously it was important in the early days to get sufficient interest from employers and learners to generate and maintain momentum, but this did mean that insufficient attention was initially paid to the ultimate goal of qualification attainment although this issue does appear to have been addressed as the pilots progressed.

7.3 Lessons for the evaluation

Although we believe the main aims of this evaluation were met, with hindsight there were a number of lessons we can learn as evaluators. In order to improve future practice.

- **Having a number of sources of evidence is important** — to assess what is really going on as any one person rarely sees the whole picture and may, on occasion, only see what they want to see.

- **Developing clear models of delivery** — we would have liked to have been able to develop even clearer typologies and or models to categorise the pilots and in particular the way in which brokerage was organised. This proved difficult, mainly because the pilots varied so much between each other and many changed the way they did things over time. A greater focus on this aspect of the evaluation from the start may have enabled us to gain an even clearer picture of what worked best.

- **Measuring long-term impact** — although we have made some tentative measurements of impact, the real proof of the policy is in the benefits gained by individuals (and their workplaces)

from the skills and qualifications they gain as a result of their involvement. While this would involve a complicated and long-term tracking process it is the only real way to measure the value of the policy.

- **Providing better feedback** — although the evaluation produced regular reports, every three months, summarising what we had found since the last report it was clear that the pilots would have welcomed even more feedback, perhaps in the form of workshops focused on particular issues. This in turn could have informed the evaluation and ensured we picked up on the issues of most importance on the ground.

Appendix 1: ETP Management Information (August 2005)

Total Participation (since September 2002)

Table A1.1: Employers by LSC

	Small		Medium		Large		Total	
	N	**%**	**N**	**%**	**N**	**%**	**N**	**%**
Berkshire Local LSC	1,345	74	260	14	206	11	1,811	100
Birmingham and Solihull Local LSC	661	68	175	18	142	15	978	100
Black Country Local LSC	320	59	117	22	102	19	539	100
Cambridgeshire Local LSC	414	73	103	18	48	8	565	100
Co. Durham Local LSC*	139	53	60	23	62	24	261	100
Derbyshire Local LSC	1,205	80	223	15	79	5	1,507	100
Devon and Cornwall Local LSC	600	75	113	14	83	10	796	100
Essex Local LSC	1,978	67	521	18	451	15	2,950	100
Greater Manchester Local LSC	1,799	71	568	22	170	7	2,537	100
Kent and Medway Local LSC	999	64	267	17	303	19	1,569	100
Lancashire Local LSC	382	62	167	27	71	11	620	100
Leicestershire Local LSC	823	65	238	19	211	17	1,272	100
London — East Local LSC	478	71	103	15	92	14	673	100
Northumberland Local LSC*	184	77	39	16	15	6	238	100
Shropshire Local LSC	833	99	7	1	5	1	845	100
South Yorkshire Local LSC	873	64	281	21	204	15	1,358	100
Tees Valley Local LSC*	139	46	64	21	101	33	304	100
Tyne and Wear Local LSC*	1,007	62	371	23	234	15	1,612	100
West Yorkshire Local LSC	666	64	227	22	145	14	1,038	100
Wiltshire & Swindon Local LSC	1,071	75	219	15	144	10	1,434	100
Total	15,916	69	4,123	18	2,868	13	22,907	100

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Table A1.2: Learners by LSC

	Small		Medium		Large		Total	
	N	**%**	**N**	**%**	**N**	**%**	**N**	**%**
Berkshire Local LSC	3,086	45	1,775	26	2,036	30	6,897	100
Birmingham and Solihull Local LSC	4,850	42	3,521	30	3,275	28	11,646	100
Black Country Local LSC	1,254	35	1,310	37	986	28	3,550	100
Cambridgeshire Local LSC	1,732	48	1,235	34	649	18	3,616	100
Co. Durham Local LSC*	432	20	734	35	950	45	2,116	100
Derbyshire Local LSC	5,992	53	3,293	29	2,108	19	11,393	100
Devon and Cornwall Local LSC	2,019	48	831	20	1,386	33	4,236	100
Essex Local LSC	8,217	40	5,094	25	7,328	36	20,639	100
Greater Manchester Local LSC	8,203	36	8,723	38	5,979	26	22,905	100
Kent and Medway Local LSC	4,017	45	2,691	30	2,168	24	8,876	100
Lancashire Local LSC	1,425	34	1,519	36	1,276	30	4,220	100
Leicestershire Local LSC	4,672	36	3,656	29	4,490	35	12,818	100
London — East Local LSC	2,535	37	1,363	20	2,945	43	6,843	100
Northumberland Local LSC*	652	37	643	37	446	26	1,741	100
Shropshire Local LSC	9,094	90	200	2	787	8	10,081	100
South Yorkshire Local LSC	3,275	28	4,587	39	3,760	32	11,622	100
Tees Valley Local LSC*	577	20	986	34	1,330	46	2,893	100
Tyne and Wear Local LSC*	4,558	25	6,030	34	7,301	41	17,889	100
West Yorkshire Local LSC	1,894	35	1,370	25	2,130	39	5,394	100
Wiltshire & Swindon Local LSC	3,868	33	3,188	27	4,664	40	11,720	100
Total	72,352	40	52,749	29	55,994	31	181,095[1]	100

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

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[1] There are 16,968 of missing cases where the company size variable is missing from the learner record.

Participation since 1st September 2004

Table A1.3: Employers by LSC

	Small		Medium		Large		Total	
	N	**%**	**N**	**%**	**N**	**%**	**N**	**%**
Berkshire Local LSC	868	77	149	13	111	10	1,128	100
Birmingham and Solihull Local LSC	272	65	67	16	79	19	418	100
Black Country Local LSC	320	59	117	22	102	19	539	100
Cambridgeshire Local LSC	414	73	103	18	48	8	565	100
Co. Durham Local LSC*	139	53	60	23	62	24	261	100
Derbyshire Local LSC	399	87	40	9	20	4	459	100
Devon and Cornwall Local LSC	600	75	113	14	83	10	796	100
Essex Local LSC	479	61	146	19	163	21	788	100
Greater Manchester Local LSC	848	78	181	17	61	6	1,090	100
Kent and Medway Local LSC	406	65	96	15	122	20	624	100
Lancashire Local LSC	382	62	167	27	71	11	620	100
Leicestershire Local LSC	431	68	102	16	103	16	636	100
London — East Local LSC	248	73	37	11	57	17	342	100
Northumberland Local LSC*	184	77	39	16	15	6	238	100
Shropshire Local LSC	205	98	2	1	2	1	209	100
South Yorkshire Local LSC	397	63	133	21	100	16	630	100
Tees Valley Local LSC*	139	46	64	21	101	33	304	100
Tyne and Wear Local LSC*	430	60	154	22	129	18	713	100
West Yorkshire Local LSC	666	64	227	22	145	14	1,038	100
Wiltshire & Swindon Local LSC	552	78	92	13	68	10	712	100
Total	8,379	69	2,089	17	1,642	14	12,110	100

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Table A1.4: Learners by LSC

	Small		Medium		Large		Total	
	N	%	N	%	N	%	N	%
Berkshire Local LSC	1,239	44	721	26	848	30	2,808	100
Birmingham and Solihull Local LSC	2,593	43	1,787	29	1,718	28	6,098	100
Black Country Local LSC	1,244	35	1,310	37	986	28	3,540	100
Cambridgeshire Local LSC	1,732	48	1,235	34	649	18	3,616	100
Co. Durham Local LSC*	432	20	734	35	950	45	2,116	100
Derbyshire Local LSC	2,478	56	1,122	26	797	18	4,397	100
Devon and Cornwall Local LSC	2,019	48	831	20	1,386	33	4,236	100
Essex Local LSC	2,355	35	1,630	25	2,667	40	6,652	100
Greater Manchester Local LSC	3,173	34	3,445	37	2,736	29	9,354	100
Kent and Medway Local LSC	1,970	45	1,183	27	1,208	28	4,361	100
Lancashire Local LSC	1,424	34	1,519	36	1,276	30	4,219	100
Leicestershire Local LSC	2,886	37	2,130	28	2,716	35	7,732	100
London — East Local LSC	1,366	34	647	16	2,017	50	4,030	100
Northumberland Local LSC*	652	37	643	37	446	26	1,741	100
Shropshire Local LSC	4,484	95	40	1	212	4	4,736	100
South Yorkshire Local LSC	1,134	26	1,765	40	1,519	34	4,418	100
Tees Valley Local LSC*	577	20	986	34	1,330	46	2,893	100
Tyne and Wear Local LSC*	1,930	21	3,277	36	3,941	43	9,148	100
West Yorkshire Local LSC	1,894	35	1,370	25	2,130	39	5,394	100
Wiltshire & Swindon Local LSC	1,042	28	873	24	1,754	48	3,669	100
Total	36,624	38	27,248	29	31,286	33	95,158	100

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Table A1.5: ETP Employers by sector

	Sector							
	Primary and construction		**Manufacturing**		**Distribution**		**Finance and Business**	
	N	**%**	**N**	**%**	**N**	**%**	**N**	**%**
Berkshire Local LSC	63	3	118	7	519	29	42	2
Birmingham and Solihull Local LSC	56	6	128	13	191	20	158	16
Black Country Local LSC	22	4	94	17	164	30	75	14
Cambridgeshire Local LSC	27	5	54	10	139	25	35	6
Co. Durham Local LSC*	21	8	38	15	66	25	17	7
Derbyshire Local LSC	126	8	244	16	326	22	83	6
Devon and Cornwall Local LSC	7	1	17	2	166	21	211	27
Essex Local LSC	152	5	353	12	551	19	576	20
Greater Manchester Local LSC	135	5	363	14	563	22	452	18
Kent and Medway Local LSC	58	4	98	6	412	26	89	6
Lancashire Local LSC	37	6	94	15	97	16	35	6
Leicestershire Local LSC	65	5	294	23	246	19	86	7
London — East Local LSC	19	3	57	8	37	5	174	26
Northumberland Local LSC*	15	6	13	5	50	21	79	33
Shropshire Local LSC	205	24	111	13	166	20	39	5
South Yorkshire Local LSC	41	3	181	13	449	33	85	6
Tees Valley Local LSC*	23	8	23	8	71	23	47	15
Tyne and Wear Local LSC*	102	6	173	11	629	39	87	5
West Yorkshire Local LSC	13	1	162	16	200	19	106	10
Wiltshire & Swindon Local LSC	50	3	123	9	262	18	168	12
Total	1,237	5	2,738	12	5,304	23	2,644	12

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Table A1.5: ETP Employers by sector — Cont'd

	Sector							
	Education and public services		Health and social work		Other services		All	
	N	%	N	%	N	%	N	%
Berkshire Local LSC	401	22	471	26	197	11	1,811	100
Birmingham and Solihull Local LSC	45	5	332	34	68	7	978	100
Black Country Local LSC	14	3	149	28	21	4	539	100
Cambridgeshire Local LSC	47	8	158	28	105	19	565	100
Co. Durham Local LSC*	8	3	90	34	21	8	261	100
Derbyshire Local LSC	131	9	397	26	200	13	1,507	100
Devon and Cornwall Local LSC	57	7	309	39	29	4	796	100
Essex Local LSC	438	15	528	18	352	12	2,950	100
Greater Manchester Local LSC	235	9	568	22	221	9	2,537	100
Kent and Medway Local LSC	236	15	570	36	106	7	1,569	100
Lancashire Local LSC	44	7	297	48	16	3	620	100
Leicestershire Local LSC	161	13	304	24	116	9	1,272	100
London — East Local LSC	131	19	199	30	56	8	673	100
Northumberland Local LSC*	19	8	48	20	14	6	238	100
Shropshire Local LSC	87	10	148	18	89	11	845	100
South Yorkshire Local LSC	108	8	247	18	247	18	1,358	100
Tees Valley Local LSC*	9	3	115	38	16	5	304	100
Tyne and Wear Local LSC*	58	4	426	26	137	8	1,612	100
West Yorkshire Local LSC	157	15	252	24	148	14	1,038	100
Wiltshire & Swindon Local LSC	200	14	420	29	211	15	1,434	100
Total	2,586	11	6,028	26	2,370	10	22,907	100

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Table A1.6: Employers' route into ETP

	Route into ETP													
	BL/LSC		Direct mail		Telemarketing		Training provider		Word of mouth		Other		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Berkshire Local LSC	387	21	44	2	39	2	1,226	68	9	0	106	6	1,811	100
Birmingham and Solihull Local LSC	31	3	11	1	177	18	753	77	6	1	0	0	978	100
Black Country Local LSC	16	3	1	0	38	7	455	85	23	4	3	1	536	100
Cambridgeshire Local LSC	73	13	38	7	100	18	304	54	28	5	16	3	559	100
Co. Durham Local LSC*	63	25	0	0	1	0	184	72	5	2	4	2	257	100
Derbyshire Local LSC	236	16	53	4	191	13	612	41	369	25	34	2	1,495	100
Devon and Cornwall Local LSC	3	0	13	2	3	0	755	95	16	2	5	1	795	100
Essex Local LSC	449	15	127	4	501	17	1,383	47	360	12	117	4	2,937	100
Greater Manchester Local LSC	196	8	205	8	142	6	1,858	74	112	4	9	0	2,522	100
Kent and Medway Local LSC	83	5	166	11	34	2	741	47	325	21	214	14	1,563	100
Lancashire Local LSC	273	44	0	0	6	1	319	52	19	3	0	0	617	100
Leicestershire Local LSC	257	20	9	1	118	9	746	59	81	6	50	4	1,261	100
London — East Local LSC	0	0	0	0	9	1	655	97	8	1	0	0	672	100
Northumberland Local LSC*	117	49	0	0	1	0	114	48	5	2	1	0	238	100
Shropshire Local LSC	845	100	0	0	0	0	0	0	0	0	0	0	845	100
South Yorkshire Local LSC	9	1	183	14	161	12	836	62	120	9	41	3	1,350	100
Tees Valley Local LSC*	59	19	0	0	2	1	231	76	10	3	2	1	304	100
Tyne and Wear Local LSC*	430	27	2	0	0	0	1,086	68	58	4	27	2	1,603	100
West Yorkshire Local LSC	8	1	38	4	81	8	554	55	297	29	37	4	1,015	100
Wiltshire & Swindon Local LSC	634	45	17	1	62	4	614	43	70	5	27	2	1,424	100
Total	4,169	18	907	4	1,666	7	13,426	59	1,921	8	693	3	22,782	100

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Table A1.7: Details of ETP Employers — IiP

	Investors IIP	
	N	%
Berkshire Local LSC	353	19
Birmingham and Solihull Local LSC	113	12
Black Country Local LSC	0	0
Cambridgeshire Local LSC	69	12
Co. Durham Local LSC*	185	71
Derbyshire Local LSC	327	22
Devon and Cornwall Local LSC	124	16
Essex Local LSC	1,056	36
Greater Manchester Local LSC	752	30
Kent and Medway Local LSC	311	20
Lancashire Local LSC	375	60
Leicestershire Local LSC	383	30
London — East Local LSC	0	0
Northumberland Local LSC*	162	68
Shropshire Local LSC	0	0
South Yorkshire Local LSC	329	24
Tees Valley Local LSC*	232	76
Tyne and Wear Local LSC*	802	50
West Yorkshire Local LSC	412	40
Wiltshire & Swindon Local LSC	213	15
Total	6,198	27

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Table A1.8: Details of ETP Learners

	Full Time		Part-Time		Female		Male		Member of a Trade Union		Training with a college	
	N	%	N	%	N	%	N	%	N	%	N	%
Berkshire Local LSC	5,091	74	1,809	26	3,856	56	3,044	44	195	3	880	13
Birmingham and Solihull Local LSC	9,287	74	3,185	26	6,111	49	6,361	51	1,554	12	5,352	43
Black Country Local LSC	4,074	78	1,172	22	2,684	51	2,562	49	826	16	1,437	27
Cambridgeshire Local LSC	3,263	75	1,090	25	1,986	46	2,367	54	475	11	843	19
Co. Durham Local LSC*	1,664	79	455	21	1,117	53	1,002	47	385	18	660	31
Derbyshire Local LSC	9,747	81	2,281	19	5,344	44	6,684	56	2,170	18	2,863	24
Devon and Cornwall Local LSC	4,384	80	1,097	20	3,444	63	2,037	37	623	11	2,448	45
Essex Local LSC	15,760	75	5,178	25	11,344	54	9,594	46	2,868	14	5,462	26
Greater Manchester Local LSC	20,042	74	7,034	26	12,648	47	14,428	53	5,147	19	11,894	44
Kent and Medway Local LSC	5,904	67	2,973	33	5,907	67	2,970	33	647	7	3,826	43
Lancashire Local LSC	3,471	77	1,040	23	2,398	53	2,113	47	815	18	1,630	36
Leicestershire Local LSC	9,855	77	3,016	23	6,558	51	6,313	49	1,745	14	7,327	57
London — East Local LSC	9,772	78	2,722	22	6,892	55	5,602	45	1,762	14	5,350	43
Northumberland Local LSC*	1,519	87	222	13	569	33	1,172	67	321	18	620	36
Shropshire Local LSC	7,780	77	2,334	23	5,185	51	4,929	49	1,996	20	6,519	64
South Yorkshire Local LSC	9,522	75	3,127	25	5,480	43	7,169	57	2,746	22	0	0
Tees Valley Local LSC*	2,407	82	534	18	1,257	43	1,684	57	690	23	810	28
Tyne and Wear Local LSC*	13,936	78	4,019	22	8,358	47	9,597	53	4,001	22	4,765	27
West Yorkshire Local LSC	4,493	81	1,084	19	3,185	57	2,392	43	1,074	19	1,181	21
Wiltshire & Swindon Local LSC	8,865	76	2,855	24	5,609	48	6,111	52	1,431	12	4,599	39
Total	150,836	76	47,227	24	99,932	50	98,131	50	31,471	16	68,466	35

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Table A1.9: Details of ETP Learners — Type of training

| | Type of training | | | | | | | |
| | Both NVQ and basic skills training | | Basic skills training | | NVQ training | | Total | |
	N	%	N	%	N	%	N	%
Berkshire Local LSC	0	0	973	14	5,927	86	6,900	100
Birmingham and Solihull Local LSC	0	0	3,702	30	8,647	70	12,349	100
Black Country Local LSC	0	0	343	7	4,895	93	5,238	100
Cambridgeshire Local LSC	0	0	206	6	2,984	94	3,190	100
Co. Durham Local LSC*	0	0	386	22	1,386	78	1,772	100
Derbyshire Local LSC	5	0	2,324	20	9,090	80	11,419	100
Devon and Cornwall Local LSC	0	0	887	17	4,335	83	5,222	100
Essex Local LSC	9	0	2,819	14	18,027	86	20,846	100
Greater Manchester Local LSC	43	0	3,119	12	22,841	88	26,003	100
Kent and Medway Local LSC	3	0	755	9	7,823	91	8,581	100
Lancashire Local LSC	0	0	249	6	4,219	94	4,468	100
Leicestershire Local LSC	13	0	2,868	25	8,446	75	11,327	100
London — East Local LSC	0	0	2,525	20	9,870	80	12,395	100
Northumberland Local LSC*	0	0	309	24	968	76	1,277	100
Shropshire Local LSC	0	0	206	2	9,908	98	10,114	100
South Yorkshire Local LSC	0	0	763	7	10,047	93	10,810	100
Tees Valley Local LSC*	0	0	259	11	2,060	89	2,319	100
Tyne and Wear Local LSC*	11	0	3,463	22	12,499	78	15,973	100
West Yorkshire Local LSC	0	0	58	1	4,833	99	4,891	100
Wiltshire & Swindon Local LSC	9	0	2,446	21	9,210	79	11,665	100
Total	93	0	28,660	15	158,015	85	186,768	100

* Part of the NE Pilot
Note: 11,127 missing cases

Source: ETP MI data 31 August 2005

Table A1.10: Details of ETP Learners — Type of NVQ

	Type of NVQ							
	Engineering		Health Care and Public Service		Hospitality		Management	
	N	%	N	%	N	%	N	%
Berkshire Local LSC	137	2	2,699	46	688	12	121	2
Birmingham and Solihull Local LSC	250	3	3,427	40	295	3	324	4
Black Country Local LSC	129	3	1,467	30	226	5	8	0
Cambridgeshire Local LSC	0	0	1,293	43	19	1	195	7
Co. Durham Local LSC*	26	2	627	45	91	7	23	2
Derbyshire Local LSC	509	6	2,384	26	582	6	904	10
Devon and Cornwall Local LSC	39	1	2,422	56	171	4	448	10
Essex Local LSC	611	3	6,230	35	589	3	3,805	21
Greater Manchester Local LSC	779	3	7,551	33	3,473	15	1,473	6
Kent and Medway Local LSC	65	1	4,634	59	263	3	391	5
Lancashire Local LSC	124	3	1,645	39	133	3	213	5
Leicestershire Local LSC	494	6	2,252	27	599	7	612	7
London — East Local LSC	43	0	5,505	56	197	2	714	7
Northumberland Local LSC*	31	3	310	32	61	6	25	3
Shropshire Local LSC	373	4	1,757	18	309	3	836	8
South Yorkshire Local LSC	534	5	2,281	23	1,120	11	656	7
Tees Valley Local LSC*	57	3	715	35	115	6	46	2
Tyne and Wear Local LSC*	502	4	4,944	40	1,543	12	320	3
West Yorkshire Local LSC	21	0	1,364	28	129	3	308	6
Wiltshire & Swindon Local LSC	190	2	3,242	35	333	4	572	6
Total	4,914	3	56,749	36	10,936	7	11,994	8

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Table A1.10: Details of ETP Learners — Type of NVQ — Cont'd

	Manufacturing		Retailing and customer services		Other	
	N	%	N	%	N	%
Berkshire Local LSC	41	1	399	7	1,842	31
Birmingham and Solihull Local LSC	1,785	21	906	10	1,660	19
Black Country Local LSC	815	17	816	17	1,434	29
Cambridgeshire Local LSC	298	10	275	9	904	30
Co. Durham Local LSC*	337	24	125	9	157	11
Derbyshire Local LSC	1,283	14	705	8	2,723	30
Devon and Cornwall Local LSC	359	8	374	9	522	12
Essex Local LSC	1,018	6	1,558	9	4,216	23
Greater Manchester Local LSC	2,455	11	1,762	8	5,348	23
Kent and Medway Local LSC	263	3	1,128	14	1,079	14
Lancashire Local LSC	696	16	311	7	1,097	26
Leicestershire Local LSC	1,903	23	1,087	13	1,499	18
London — East Local LSC	34	0	659	7	2,718	28
Northumberland Local LSC*	247	26	134	14	160	17
Shropshire Local LSC	2,091	21	1,165	12	3,377	34
South Yorkshire Local LSC	2,085	21	1,344	13	2,027	20
Tees Valley Local LSC*	571	28	241	12	315	15
Tyne and Wear Local LSC*	1,655	13	1,928	15	1,607	13
West Yorkshire Local LSC	931	19	1,069	22	1,011	21
Wiltshire & Swindon Local LSC	1,448	16	1,647	18	1,778	19
Total	20,315	13	17,633	11	35,474	22

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Table A1.11: Details of ETP Learners — Age

	Age									
	19 -25		26 -35		36 - 45		46 -55		56+	
	N	%	N	%	N	%	N	%	N	%
Berkshire Local LSC	1,296	19	2,016	29	1,961	28	1,190	17	436	6
Birmingham and Solihull Local LSC	2,539	20	3,436	28	3,527	28	2,074	17	894	7
Black Country Local LSC	829	16	1,388	26	1,651	31	1,029	20	349	7
Cambridgeshire Local LSC	742	17	1,080	25	1,287	30	863	20	380	9
Co. Durham Local LSC*	361	17	519	24	661	31	474	22	104	5
Derbyshire Local LSC	1,802	15	3,050	25	3,771	31	2,432	20	962	8
Devon and Cornwall Local LSC	1,032	19	1,329	24	1,704	31	1,078	20	338	6
Essex Local LSC	3,388	16	5,497	26	6,238	30	4,152	20	1,654	8
Greater Manchester Local LSC	3,644	13	8,355	31	8,812	33	4,849	18	1,397	5
Kent and Medway Local LSC	1,531	17	2,439	27	2,733	31	1,606	18	562	6
Lancashire Local LSC	432	10	1,344	30	1,617	36	874	19	240	5
Leicestershire Local LSC	1,954	15	3,270	25	4,010	31	2,759	21	874	7
London — East Local LSC	2,082	17	3,605	29	3,731	30	2,355	19	721	6
Northumberland Local LSC*	220	13	379	22	538	31	448	26	155	9
Shropshire Local LSC	1,681	17	2,759	27	3,106	31	1,962	19	605	6
South Yorkshire Local LSC	2,209	17	3,456	27	3,982	31	2,253	18	749	6
Tees Valley Local LSC*	376	13	701	24	1,021	35	629	21	212	7
Tyne and Wear Local LSC*	2,437	14	4,412	25	6,112	34	3,786	21	1,203	7
West Yorkshire Local LSC	971	17	1,505	27	1,824	33	1,020	18	256	5
Wiltshire & Swindon Local LSC	2,562	22	3,310	28	3,183	27	1,965	17	697	6
Total	32,088	16	53,850	27	61,469	31	37,798	19	12,788	6

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Table A1.12: Details of ETP Learners — Ethnicity

	White		Non-white		Other		Not Known	
	N	**%**	**N**	**%**	**N**	**%**	**N**	**%**
Berkshire Local LSC	4,977	72	1,640	24	151	2	131	2
Birmingham and Solihull Local LSC	8,043	64	3,472	28	275	2	681	5
Black Country Local LSC	4,011	76	1,062	20	90	2	83	2
Cambridgeshire Local LSC	3,899	90	281	6	30	1	143	3
Co. Durham Local LSC*	2,083	98	21	1	9	0	6	0
Derbyshire Local LSC	11,040	92	756	6	74	1	158	1
Devon and Cornwall Local LSC	5,288	96	82	1	27	0	84	2
Essex Local LSC	18,576	89	1,527	7	249	1	585	3
Greater Manchester Local LSC	23,038	85	2,741	10	250	1	1,044	4
Kent and Medway Local LSC	8,055	91	564	6	72	1	186	2
Lancashire Local LSC	4,200	93	179	4	18	0	114	3
Leicestershire Local LSC	9,515	74	2,994	23	108	1	252	2
London — East Local LSC	6,192	50	5,033	40	447	4	822	7
Northumberland Local LSC*	1,603	92	23	1	6	0	109	6
Shropshire Local LSC	9,330	92	632	6	90	1	62	1
South Yorkshire Local LSC	11,854	94	584	5	139	1	71	1
Tees Valley Local LSC*	2,868	98	56	2	10	0	7	0
Tyne and Wear Local LSC*	17,493	97	300	2	63	0	97	1
West Yorkshire Local LSC	4,788	86	644	12	58	1	87	2
Wiltshire & Swindon Local LSC	10,567	90	754	6	173	1	226	2
Total	167,420	85	23,345	12	2,339	1	4,948	2

* Part of the NE Pilot

Source: ETP MI data 31 August 2005

Appendix 2: ETP Evaluation Surveys

In all we conducted a 14 different surveys of learners, employers and providers involved in ETP. The results of each survey was written up and presented to the ETP Steering Group. The key findings were reported in the quarterly evaluation reports and the full end of year reports published in 2004, 2005 and in this report.

The surveys are briefly summarised below.

Surveys of employers

- **Surveys of a random sample of employers** — two surveys of a random sample of 2,000 to 3,000 employers of ETP-eligible employees in eight Phase 1 and Phase 2 pilot areas and two control areas in June to August 2003 and June to August 2004 to assess their involvement in qualifications-based training.

- **ETP employer survey 2003** — a survey of 1,000 employers in the six Phase 1 pilot areas conducted in January to March 2003 looking at employers' experience of, and satisfaction with, ETP including how and why they became involved.

- **ETP employers follow-up survey 2003** — a follow-up telephone survey of respondents to the 2003 employer survey, conducted in October to November 2003, to assess progress, their views on the training and any immediate impacts.

- **ETP Employer survey 2004** — telephone survey of 1,500 employers involved in the Phase 2 pilots with learners registered as having completed their training, conducted in April and May 2004 and looking at employers experience of and satisfaction with ETP, including how and why they became involved.

- **ETP Employer survey 2005** — telephone survey of 1,500 employers involved in the Phase 2 pilots with learners registered as having completed their training, conducted in May and June 2005 and looking at the impact the training had had on the organisation.

Surveys of employees

- **Surveys of a random sample of employees** — two surveys of a random sample of 3,000 ETP-eligible employees in two Phase 2 pilot areas and two control areas in June to August

2003 and June to August 2004 to assess their involvement in qualifications-based training.

- **Learners survey 2003** — a telephone survey of 2,000 learners in the six Phase 1 pilots in January to March 2003 to examine their early experiences.

- **Follow-up learners survey 2003** — a postal questionnaire to respondents to the 2003 learners survey in November and December 2003 to assess their progress, their views on the training and any immediate impacts.

- **Learners survey 2004** — a telephone survey of 2,000 learners in the 12 Phase 2 pilots conducted in April and May 2004 looking at initial assessment, training content and delivery, satisfaction with the training and information advice and guidance.

- **Learners survey 2005** — a telephone survey of 1,600 ETP learners in 16 Phase 3 pilot areas (outside the North East) conducted in April and May 2005, covering their prior educational attainment, reasons for taking part and early experiences.

- **Long-term learners survey 2005** — a telephone survey in January 2005 of 1,000 learners who were registered on the ETP MI database as still learning at least 17 months after they had started, conducted in November and December 2004 with the aim of establishing their current learning status and whether they required any further support to complete their training.

- **ETP completers survey 2005** — a telephone survey in May and June 2005 of ETP learners registered as having completed their training about their attitudes to training, inclination to go onto further training and wider labour-market outcomes.

Surveys of training providers

- **ETP training providers survey 2003** — a postal survey of 140 providers in Phase 1 and Phase 2 pilots conducted in autumn 2003 exploring their involvement with the pilots and views about the training provided.

- **ETP training providers survey 2005** — a telephone survey of 300 providers in Phase 1 and Phase 2 pilot areas conducted in June 2005 examining employer engagement, delivery, post-training follow-up and overall impact of involvement in the pilots.

Appendix 3: References

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