

MAYOR OF LONDON

Skills Roadmap for London

Helping Londoners to access
good jobs and to lead happier,
healthier lives



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Mayoral foreword

The coronavirus pandemic has taken a huge toll on London's economy and communities. As well as the terrible loss of life that we've seen, the human cost of increased unemployment has been truly incalculable, with many struggling to make ends meet, families feeling enormous strain on their finances, and large numbers of Londoners worried about their futures.

That's why, as Mayor, I've made jobs, jobs, jobs a top priority for my second term. My administration is firmly focused not just on boosting London's economy and protecting employment, but on creating the new, secure and well-paid jobs that our communities need and deserve.

As part of our strategy for achieving this, we're working hard to make sure that all Londoners are able to acquire the skills they need, either to get back into work or to land better-paying jobs. This means supporting Londoners to retrain, upskill and enhance their employability.

Since 2019, the Greater London Authority (GLA) has been responsible for London's annual £320m Adult Education Budget (AEB), which funds the majority of further education for adults aged 19 and over. Working closely with skills and learning providers, as well as London's

boroughs, businesses and civil society organisations, we've taken important steps to make London's adult education offer more inclusive – ensuring that more Londoners are able to get the skills they need to progress both in life and work. This has included enabling more Londoners in low-paid work to access AEB courses and supporting Deaf Londoners to train for qualifications in British Sign Language.

We've also managed to improve access to learning for people seeking asylum, increase funding by 10 per cent per learner for those enrolled in essential and vocational skills courses – including English, maths and digital skills – while reinvesting savings back into new training programmes that are designed to close London's skills gap in key areas.

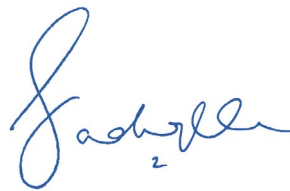
I'm proud of the huge strides we've made; but, faced with the economic storm unleashed by COVID-19 and increases in the cost of living, I know we must redouble our efforts to support adult learners. One way we can do this is by equipping Londoners with the skills they need to get jobs in sectors that are crucial to our city's recovery: from our digital and green industries to hospitality, health and social care, and our creative and cultural sectors. My Mayor's Academies Programme will help achieve this by investing in greater collaboration between skills providers and employers in these key sectors.

In response to the pandemic, we'll be allocating substantial funding to this end, following the investments we've made to improve the digital infrastructure of our providers. This helped to ensure that learning could continue during lockdowns, and that training was also available for those at risk of digital exclusion. London's adult and further education sector has already done so much to aid learners during this crisis – whether that was by moving courses online or creating COVID-secure learning environments – and we want to continue backing our skills providers in their role as Anchor Institutions in their communities so they can deliver for Londoners.

Over the last couple of years, City Hall has built strong relationships with adult skills providers, the further education sector, London's employers and unions. Their voices have been invaluable in planning and designing skills provision in our city. By continuing our work together, I'm confident we can make sure that Londoners get the helping hand they need to realise a better and brighter future for themselves and their families.

I'll never forget that London gave me the opportunities to go from a council estate to being Mayor of the greatest city on earth. And I want all Londoners to have that same shot at reaching their full potential.

I want to thank all those who supported the development of this Skills Roadmap and responded to our consultation. The Roadmap sets out my vision for how we can improve the prospects of thousands of Londoners – ensuring they can flourish and thrive – at the same time as boosting our businesses, addressing inequality, and making our city a fairer, greener and healthier place to live.

A handwritten signature in blue ink, appearing to read 'Sadiq Khan', with a small number '2' written below the name.

Sadiq Khan
Mayor of London



£320m

Since 2019, the Greater London Authority (GLA) has been responsible for London's annual £320m Adult Education Budget (AEB), which funds the majority of further education for adults aged 19 and over.

The Skills Roadmap for London sets out how the Mayor plans to ensure London's skills offer better serves London's communities and economies, building on the success of the delegation of the Adult Education Budget (AEB) to the Mayor in 2019. In eight sections, the Roadmap sets out the actions the Mayor will take over this Mayoral term to ensure skills provision, learning and adult education are locally relevant, make an impact, and are accessible. These actions are summarised on the following pages.

Executive Summary

Locally relevant skills

Making skills provision more locally relevant means providing a more joined-up skills and employment offer that meets the needs of Londoners and the local economy, including businesses and employers.

1 Collaboration and partnerships



City Hall¹ will:

Foster a more integrated skills and employment system, including with other public services and support, by:

- investing in the setup of Integration Hubs to support the 'No Wrong Door' approach
- publishing information about provision we fund to enable provider collaboration, including AEB-funded providers' delivery plans.

Publish new guidance for providers to stimulate collaboration and partnerships, including through good subcontracting.

2 Meeting the needs of businesses and helping Londoners into good jobs



City Hall will:

Boost collaboration between business and skills providers in London and develop a programme of support to help providers work with employers.

Regularly share data and information to support skills planning.

3 Learning that supports progression



City Hall will:

Continue to focus London's AEB on, and highlight the importance of, learning at Levels 2 and below, especially where evidence shows positive social and economic outcomes.

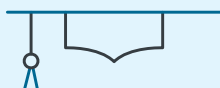
Support and strengthen progression to higher level learning from Level 2 and below.

1. references to which mean the Mayor of London / Greater London Authority

Making an impact

We want the learning we fund to transform people's lives, making an impact and leading to positive economic and social outcomes.

4 Measuring the social and economic benefits of adult education



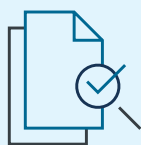
City Hall will:

Create a new baseline of social and economic impact data for adult education, publishing the findings from the London Learner Survey in 2023.

Through the London Learner Survey, work towards collecting representative data across all our funded providers.

Use social and economic impact data to inform future skills policy and delivery in London.

5 Evaluation and best practice



City Hall will:

Assess the impact of changes introduced since delegation of the Adult Education Budget through a multi-year impact evaluation.

Build on lessons learned from our commissioned research and evaluations to develop and expand programmes based on best practice.

Accessible skills

We want to make adult education and skills provision even more accessible to those who need it most, recognising that participation in learning can lift people out of poverty and address persistent inequality at the root.

- 6 Raising awareness of London's skills and learning offer for adults, especially among those who need it most**



City Hall will:

Deliver a long-term marketing and community outreach programme for adult education in London.

Increase understanding of London's adult education offer by partners and employers to boost referrals into adult education and skills provision.

Improve coordination of English for speakers of other languages (ESOL) and fully fund courses for asylum seekers.

- 7 The role of adult education providers as Anchor Institutions and good employers in their communities**



City Hall will:

Expect City Hall-funded adult education providers to be 'Good Employers' that meet or are working towards the Mayor's Good Work Standard.

Expect adult education providers to be inclusive organisations that are representative of the communities they serve and are located within.

Expect adult education providers to set out their plans for achieving net zero-carbon estates by 2030.

Introduce a quality mark across Mayoral priority sectors and showcase best practice.

8 Investing in physical and digital learning spaces



City Hall will:

As part of the London Recovery Programme's Digital Access mission, work with partners to improve the digital infrastructure of London's adult education services, improving digital connectivity and access to devices for learners.

Encourage more co-location of learning with other activities and services. This will help create multiple opportunities for people in both physical and digital learning spaces, in a way that fits their complex lives and helps address issues of exclusion.

i The Roadmap is based on extensive consultation with skills providers, London's communities and businesses, civil society, and local government. City Hall will continue to work in partnership with these stakeholders to achieve the commitments set out in the Roadmap.

Introduction

In 2019, adult education funding was delegated to the Mayor of London, Sadiq Khan, alongside other Mayoral Combined Authorities across the country. For the first time, local leaders were given the powers and funding to shape adult education to better reflect the needs of their regions. Since the Mayor took on the responsibility for an annual budget of nearly £320m, City Hall has made significant changes to help Londoners (aged 19+) access and benefit from participation in learning.

As a result, thousands of low-earning Londoners, paid below the London Living Wage, have developed their skills, and benefitted from fully funded courses². We have increased the per-learner funding available to providers so they can better support people to progress and achieve their ambitions. And, we have reinvested funds back into adult education, targeting provision to meet the needs of London's employers through programmes including our £32m Good Work for All fund.

2. Inclusive of 19,980 fully funded AEB learners in receipt of low wages in 2019-20 academic year and 19,990 fully funded AEB learners in receipt of low wages in 2020-21 academic year.

3. Adult Education Roadmap consultation report, CooperGibson, October 2021

Our Roadmap comes at a time when skills and adult learning is increasingly being recognised as fundamental to addressing the challenges facing London, the UK, and the world. The Covid-19 pandemic has had a profound impact on our communities and economies, exacerbating existing inequalities and stresses caused by austerity and Brexit. The impacts of the climate and ecological emergencies are also increasingly apparent. In order to meet the Mayor's ambition for London to be a net zero-carbon city by 2030, there is a need to green our economy and increase support for a greener, more resilient city.

In developing this Roadmap, City Hall has worked extensively with skills providers, London's communities and businesses, civil society, and local government. Through engagement and consultation³, we have set out our plans for London's skills and employment system over the Mayoral term. Underpinning these plans is data, research, and evidence. This includes work to identify those Londoners who have been disproportionately impacted by the pandemic and are most in need of adult education, as well as improving our understanding of the barriers they face. This includes disabled Londoners, older and younger Londoners, black or ethnic minority Londoners, women, Londoners who have English as an additional language, those seeking asylum,

Londoners with caring responsibilities – as well as Londoners at the intersections of these different forms of inequality.

Our Roadmap is part of a new way of working that builds on the successes we have already achieved since the delegation of the AEB. It is an approach which sees City Hall working with skills providers, businesses and Londoners in the planning and design of adult education. It takes a dynamic approach to identifying and targeting those most in need of adult education, bringing together insight from data, annual community conversations⁴, peer-led research and other community engagement on an ongoing basis. It embeds skills as part of the wider London Recovery Programme, connected with work across City Hall to drive London's social and economic recovery.

Going forward, as we deliver the ambitions of our Roadmap, we also hope to see a more strategic and less piecemeal approach to further devolution on skills to ensure London is able to build on the delegation of the AEB and the establishment of the Mayoral Academies Programme.

The next sections of the Roadmap set out the actions we will take to ensure adult education in London is **locally relevant, makes an impact and is accessible**; building skills that truly respond to the needs of London's economy and communities.

i A note on skills: We recognise there are several terms used to refer to education and training for adults. The difference between them can be subtle and there are often different connotations for each term. City Hall believes what is important is that all activity that delivers education and training for adults in London works to create a positive impact for Londoners in terms of both economic and social outcomes, including health and wellbeing. The Skills Roadmap aims to support this. In this Roadmap we use the terms skills, skills provision, and adult education interchangeably to refer to a range of training options available to adults aged 19 and over. This covers further education (including that which is not funded by the AEB), lifelong learning and vocational training and adult education.

4. Community conversations involve community organisations and other partners hosting a conversation with their community to gather their views and understand their experiences. Community conversations formed part of the public consultation on the Roadmap.

Locally relevant skills

Locally relevant skills provision means developing a more joined-up skills and employment offer in London that meets the needs of Londoners and the local economy. It takes account of the unique communities, civil society organisations, businesses, and partnerships in a local area. In a city as large and diverse as London, a local area can be a neighbourhood, a collection of boroughs or the capital as a region in its own right. The different actors in London's skills system need to be empowered to collaborate and shape solutions that work for their local area, so that skills provision is better integrated with other services, makes the most of delegation, and reflects and responds to the needs of the capital's communities and economy.

London faces a set of challenges which are different to the rest of the UK. London suffers from high levels of structural inequality, exacerbated by Covid-19; and in London's highly skilled labour market, those without higher level skills (Level 3 and above)⁵ can be trapped in low-paid work. In 2020, over a fifth of the working age population

in London had not obtained a Level 3 qualification, equivalent to at least 1.3 million Londoners.⁶ This not only curbs Londoners' employment prospects; there is a strong relationship between higher skill levels and positive social outcomes across health, wellbeing, and social integration. These wider outcomes will help London support an ageing population⁷ and address growing instances of mental health conditions.

Businesses and employers in London continue to report skills gaps, with factors such as Brexit, the pandemic and the climate emergency bringing new challenges that require tailored, local solutions. Despite job vacancies nearing pre-pandemic levels,⁸ London's unemployment rate is 30% above the national average, and London's hospitality sector lags behind the rest of the UK in bouncing back to pre-pandemic levels. Skills provision in London must address these challenges head on, demonstrating to Londoners, partners and UK government the transformative power of the further and adult education sectors in helping Londoners to access good jobs and to lead happier, healthier lives. Unlocking these benefits will create positive social and wellbeing impacts that can then be felt across the city.

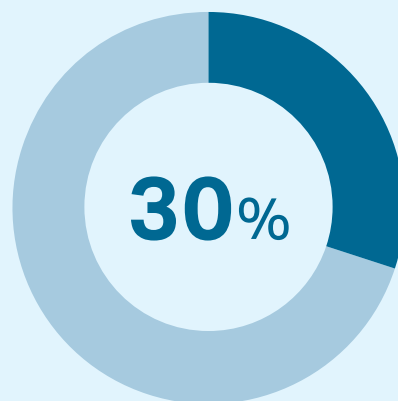
5. Level 3 qualifications can be achieved through both academic and technical courses. They include, and are equivalent to, AS and A-levels.



6. According to the ONS Annual Population Survey, an estimated 1.36 million (21.3%) London residents aged 16-64 had achieved their highest qualification at NVQ level 2 or below in the 12 months to December 2020. A further 439,000 (7.2%) working age Londoners had 'other' qualifications where the level is not known and 60,600 (1.0%) working age Londoners had Trade Apprenticeships (at any level).

7. GLA (2016), The London Plan

8. According to ONS Workforce Jobs, as of June 2021 jobs in 'Accommodation and Food Services' are 11% lower than pre-pandemic (December 2019) levels in London, compared with 7% lower for the UK overall.



London's unemployment rate is 30% above the national average, and London's hospitality sector lags behind the rest of the UK in bouncing back to pre-pandemic levels.

1 Collaboration and partnerships

The needs of communities and employers across the capital are diverse; Londoners all have different learning goals and support needs, and each business faces different skills challenges. Collaboration and partnership between London's civil society, businesses, skills providers, local government, and support services, from employment to health to housing, will mean that adult education can respond more effectively to these needs. This could mean a college working with specialist providers and community organisations to provide outreach and wrap-around support to Londoners who struggle to engage with learning. Or it could mean a training provider engaging businesses to make sure the courses they offer will address businesses' skills gaps and equip learners with the skills they need for employment.

At City Hall, we recognise that we cannot work directly with all of London's skills providers, employers, community groups and support services. We want to see a more integrated skills and employment offer for Londoners, where our providers work with these organisations, big and small, to realise the benefits of collaboration and empower local partners to implement solutions that work for them, their communities and local employers.

Nationally there is a move away from subcontracting; in London, the Mayor is clear that good subcontracting is an important mechanism for collaboration. It supports strong relationships with a range of delivery partners who are experts in meeting the needs of different groups of people, working in particular neighbourhoods, and delivering specialist learning. It also ensures that these partners are fairly resourced for that role.

To increase coordination in the skills system, the Mayor is working with London's boroughs and the Department for Work and Pensions (DWP) in London to establish 'Integration Hubs' as part of a 'No Wrong Door' approach. The hubs will strive to achieve effective collaboration between service organisations, skills providers, and other key referrers into adult education. For Londoners, this means no matter what their starting point or which service they access first, they will be connected to the right type of support at the right time to help them on their journey in life and into work.

"We want to see a more integrated skills and employment offer for Londoners, where our providers work with these organisations, big and small."

City Hall will:

Foster a more integrated skills and employment system, including with other public services and support, by:

- **investing in the setup of Integration Hubs to support the 'No Wrong Door' approach**
- **publishing information about provision we fund to enable provider collaboration, including AEB-funded providers' delivery plans**

The Mayor is providing initial investment into the setup of four new 'No Wrong Door' Integration Hubs to boost coordination and partnership working between skills, employment and other support services, such as careers and health, with delivery led by the sub-regional partnerships (Central London Forward, Local London, South London Partnership and West London Alliance). This initial investment is a starting point; City Hall, the London boroughs and DWP London want to see the 'No Wrong Door' approach launch a new way of working that continues in the long term.

City Hall will also support coordination across public services, sharing new research and toolkits, including recent work on social prescribing. Alongside new research, City Hall will continue to be transparent and open in publishing information and data about current delivery and the future plans of skills providers, including summaries of annual delivery plans prepared by AEB providers. This will showcase delivery across London to facilitate collaboration, avoid duplication and address gaps in provision.

Publish new guidance for providers to stimulate collaboration and partnerships, including through good subcontracting.

This guidance will identify best practice in collaboration and partnerships between skills providers, businesses, community organisations and other key services. It will also set out how we encourage good subcontracting that works for London, supporting both prime and subcontracted partners to deliver skills and training support effectively. This guidance will build on the principles in the [GLA's Corporate Responsible Procurement Policy](#), and will be incorporated as a feature of City Hall's future adult education commissioning approaches.

2 Meeting the needs of businesses and helping Londoners into good jobs

London's business environment is exceptionally dynamic, and this reflects London's place as a global business capital. It is home to specialist, high-skilled sectors and activities, and a diverse employment base with employers of differing sizes and skills needs.

However, the Covid-19 pandemic has had a major impact on London's businesses and labour market. The number of pay-rolled employees in London was still down on pre-pandemic levels in September 2021, while the latest estimate for the unemployment rate was around 30 per cent above the UK average.⁹ There were also still 263,000 London staff on furlough at the end of August 2021, with uncertainty regarding how smoothly furloughed workers would be reabsorbed into employment. Sectors such as hospitality and the creative industries have been particularly hard hit by public health restrictions and immigration changes, which make staffing and recruitment a challenge.¹⁰

Yet as our economy reopens, job vacancies are increasing and were close to pre-pandemic levels in September – presenting opportunities for Londoners to access good work in sectors that are key to London's recovery.¹¹

This includes the transition to becoming a net zero-carbon city, with new research highlighting the prospect of over 500,000 green jobs being created by 2030.¹²

Skills provision in London must respond to these challenges and opportunities, and strengthening partnership working between employers and skills providers will be vital to achieving this. It will help shape the types of courses on offer, meaning courses directly respond to business need and equip Londoners with the skills needed in the workplace. It will mean Londoners can be confident the training they undertake is directly relevant to job opportunities and developing long term careers. It will help Londoners into good jobs at a time when there is a significant disability employment gap and almost one in six Londoners are now claiming Universal Credit, many of whom are in work but trapped in low pay and poor working conditions.

Many providers already have established relationships with employers – from multi-nationals through to local small and medium sized enterprises. However, we know from our engagement with businesses and employers that it can be difficult for them to understand the skills offer in London and to connect with skills providers. A decade of austerity has weakened the ability of London's skills providers to engage with

employers, as resources have rightly been prioritised to support learners. We want to build on providers' business engagement good practice. With delegation of the AEB to the Mayor and a new focus on employer collaboration, City Hall can help to address the challenges faced by businesses head on by boosting collaboration between providers and employers.

City Hall has an excellent track-record in facilitating innovative partnerships with businesses and employers. The London Progression Collaboration, delivered in partnership with the Institute for Public Policy and Research and JP Morgan, has generated £8.4m in levy transfers to smaller businesses to create apprenticeships. Our engagement of employers through the [Mayor's Business Advisory Board](#), the [London Business Hub](#), [Skills for Londoners Business Partnership](#), and other programmes, ensures City Hall can understand the needs of employers and design programmes that can help address their skills challenges. Going beyond apprenticeships, we are working to support closer collaboration between skills providers and businesses through London's AEB and the Mayor's Academies Programme. Going forward, we will also integrate Skills Bootcamps¹³ as a further way for Londoners to get, or improve, industry relevant skills and fast-track to interviews with local employers.

These programmes support skills development in sectors key to London's recovery and address ambitions for the capital to be net zero-carbon by 2030. This begins with a £9.5m investment in new Academy Hubs to support people into jobs in the green, creative, digital, health and hospitality sectors, with support for the social care sector to follow.

"New research highlights the prospect of over 500,000 green jobs being created by 2030."

9. For the three months ending August 2021, the unemployment rate in London was 5.8%, compared with a UK average of 4.5%. London had the highest unemployment rate estimate in the UK for this period.

10. For example, take up of the Coronavirus Job Retention Scheme was relatively high in accommodation & food (18%) and arts and entertainment (13%) at the end of August 2021. UK-wide data from the ONS also suggests that these industries were finding it more difficult than usual to recruit in recent months, partly down to a lack of EU applicants. See: ONS (2021) Hospitality businesses are most likely to be struggling to fill vacancies

11. According to Emsi data, the volume of online jobs postings in London reached 98% of September 2019 levels in September 2021. This compares to 78% of September 2019 levels in September 2020.

12. According to WPI Economics, the total number of green jobs in London (in 11 priority sectors) is projected to increase from 234,000 in 2020 to 505,000 in 2030 in a central scenario. Source: WPI Economics (2021) Green Jobs and Skills in London: cross-London report.

13. Skills Bootcamps offer free, flexible courses of up to 16 weeks. They are available for adults aged 19 or over who are either in work or recently unemployed. Some Skills Bootcamps have additional eligibility criteria.

City Hall will:

Boost collaboration between business and skills providers in London and develop a programme of support to help providers work with employers

City Hall will work with the Mayor's Skills for Londoners Business Partnership and Skills for Londoners Board, which serves as London's Skills Advisory Panel, and London's employer representative bodies to help plan skills provision that meets business need now and in the future. This will involve steering coordination and engagement activity between London's businesses and providers and designing and delivering a support offer for providers to help them better engage London's businesses and employers. We will ask our AEB providers to set out how they are going to respond to business and employer need in their annual delivery plan submission to City Hall. Through the Mayor's Academies Programme and Skills Bootcamps, we will directly fund collaboration between businesses and skills providers to coordinate training and design learning that meets sector skills needs, especially in sectors key to London's recovery from Covid-19.

Regularly share data and information to support skills planning

City Hall will make it easier for skills providers to understand and find timely, granular, local labour market information; and will explore ways to incentivise the use of this information in curriculum planning. We will help showcase the skills offer in London, making it easier for businesses to engage with providers, with regular data releases and reports on what is being delivered through the AEB and by sharing labour market and social analyses, culminating in an annual Local Skills Report. These reports will also include analyses of how adult education is supporting skills delivery in sectors important to London's recovery.

3 Learning that supports progression

Following Covid-19, it is even more important for us to focus on learning that supports progression for all those who take part. Progression means helping Londoners take the next step at key transition points in their lives, such as a new or better job, and better personal health and wellbeing outcomes.

London is different from the rest of the country; given the competitiveness of London's labour market, the higher proportion of people without qualifications are more likely to be unemployed or in low-paid work than in other regions. Londoners therefore need support to gain essential skills at Level 2 and below.¹⁴ Gaining these skills can have a profound and transformative impact on people's lives and the communities they are part of so there is rightly a strong focus on supporting learners at these levels through London's AEB. The Mayor wants to support learners' progression in learning, employment and in their personal and communal lives by ensuring that all Londoners have access to the basic skills they need to progress within education and/or into work.

We also know that Level 3 qualifications are an important springboard, particularly for London's labour market, which is why we have introduced a more inclusive Level 3 offer through London's AEB. This enables any eligible unemployed or low-income Londoner to access Level 3 learning and retrain, even if they have existing qualifications.

We recognise that the journey to a Level 3 qualification takes time, and the resources and commitment it takes for learners and providers to attain and deliver these should not be underestimated. Peer-led research commissioned by City Hall found that Londoners want to see a wider range of flexible routes to progress to higher-level learning; we want to ensure providers are able to make full use of the flexibilities the Mayor has introduced through the AEB to achieve this. City Hall-commissioned research on higher level skills in London has also identified a potential role for bridging provision between Level 3 and Level 4 to support progression. We want to work with adult education providers to establish clear progression routes from AEB-funded provision to Level 4 courses in these areas and beyond.

14. Most qualifications have a difficulty level. The higher the level, the more difficult the qualification is.

City Hall will:

Continue to focus London's AEB on, and highlight the importance of, learning at Levels 2 and below, especially where evidence shows positive social and economic outcomes

Equipping Londoners with essential skills makes it possible for people from all backgrounds to contribute positively to society, connect with others who are different to themselves, improve their economic prospects, and be more informed and active citizens. While there is a move to deliver more higher-level skills provision, this should not come at the expense of learning essential skills. With many Londoners still requiring basic skills, the AEB must continue to have a focus on delivering provision at level 2 and below. To support this, City Hall will provide additional guidance on how to use learner support funding¹⁵ and the flexibilities introduced by the Mayor to the AEB to provide more tailored learning at this level. This will include sharing best practice and guidance for providers on using 10 per cent of their AEB formula-funded allocation for non-formula-funded provision. City Hall will also ensure that new funding to deliver Multiply¹⁶ in London adds value to existing numeracy support funded by the AEB and targets those who might face barriers to accessing existing provision.

Support and strengthen progression to higher level learning from Level 2 and below

We will continue London's successful Level 3 AEB offer and explore ways to enhance this offer in future years, including possible bridging provision from Level 3 to 4 where there is evidence of positive social and economic outcomes and of meeting London's employment needs.

15. Learner support is part of the AEB and is available to provide financial support for individuals with a specific financial hardship preventing them from taking part/continuing in learning. This can cover childcare funding, digital devices for accessing online learning, travel and/or other hardship funding.

16. Multiply will provide all local areas in the United Kingdom with funding to deliver bespoke adult numeracy programmes in their area from April 2022. It is targeted at adults without a GCSE grade C/4 or higher in Maths and employers who want to upskill their workforce.



Making an impact

We want the learning that we fund to transform people's lives. By improving the data collected on London's skills provision, our approaches to commissioning and delivery can be informed by data about the impact of provision. This will help ensure learning leads to positive outcomes for Londoners, helping them in life and work.

Londoners take part in adult learning for many different reasons, and the benefits of learning are well established. As well as equipping Londoners with the skills they need to secure a job and progress in work, adult learning can also deliver social benefits such as improved levels of confidence and wellbeing. Developing skills can also help address wider determinants of health inequality and increase participation in volunteering and other social activities. We want all Londoners who participate to enjoy the benefits of high-quality adult education, and for London's employers to be confident that the system is producing the skills they need.

To maximise the impact of London's AEB, we must ensure we prioritise funding to be spent on provision that yields the most benefits for Londoners. Through the London Learner Survey,¹⁷ we are measuring how learners' lives change after they complete their learning, whether that is improvements in health and wellbeing or entering new employment, and we will use the data collected to understand where to focus City Hall-funded provision.

4 Measuring the social and economic benefits of adult education

Ensuring that provision delivers social and economic benefits for learners has been a long-held ambition in London. Recently proposed national reforms to post-16 education also recognise the importance of outcomes. In London, we have already started laying the groundwork for this through the pioneering London Learner Survey.

The survey was developed in consultation with providers, employers and other stakeholders, and will measure learners' progress against seven priority social and economic impact areas for learning in London.¹⁸ After an initial pilot, the survey was launched at the start of the 2021-22 academic year.

Data on the impact areas will become available in 2023 and enable us to better illustrate the benefits of provision such as entry into jobs. It will also allow us to identify which courses have led to other positive outcomes for learners that are harder to measure, such as improved self-confidence. Survey data will then be brought together with data from other sources¹⁹ to provide a robust assessment of the impact of learning. Where possible, this may include longitudinal analysis to better understand the longer-term impacts of learning.

17. In order to help City Hall understand the effectiveness of AEB, the London Learner Survey will capture the feedback of learners and robustly measure their progress against seven outcome priority areas.

18. These social and economic impact areas include improvements to health and wellbeing; social integration; learner self-efficacy; participation in volunteering; progression into employment; in-work progression; and progression into further education and training.

19. This would include data captured in the Individualised Learner Record (ILR) and we will also explore the possibility of getting access to the Longitudinal Education Outcomes (LEO) data that is currently available at the Secure Research Service (Office for National Statistics). The LEO data links the ILR to other administrative data sources, which might help to further showcase the impact of adult education against key information measuring economic development and other education progression outcomes.

20. Not all AEB-funded learners will complete the London Learner Survey. This means the data collected via the survey will be a sample of learners. It is important that this sample of learners is representative (reflective of all AEB-funded learners as a whole).

City Hall will:

Create a new baseline of social and economic impact data for adult education, publishing the findings from the London Learner Survey in 2023

The survey will capture changes in learner circumstances, after engaging with learning, across seven priority impact areas. The data will be used to understand the impact of City Hall-funded adult education and help to inform future policy.

Through the London Learner Survey, work towards collecting representative²⁰ data across all our funded providers

City Hall will work closely with providers administering the baseline survey, and the organisation commissioned to undertake the follow-up survey, to drive up response rates and ensure that data collected is representative across providers.

Use social and economic impact data to inform future skills policy and delivery in London

Social and economic impact data will be used to ensure provision is aligned with London's priorities and needs. This will include integrating impact areas within provider delivery plans, the Mayor's Academies Programme, and future Mayoral skills and employment programmes.

5 Evaluation and best practice

We know there is excellent work being done in London, the rest of the UK and internationally to deliver positive outcomes through skills provision. We want to build on such examples to maximise the impact for Londoners participating in adult education.

The UK government has proposed merging all adult skills funding streams into a single Skills Fund. The Mayor has called for full autonomy over any such Skills Fund in London. If this is forthcoming, the Mayor (in consultation with key sector stakeholders) will set out how to administer funding most effectively.

With the future allocation of funding in mind, it is therefore important that we understand the approaches which will deliver adult education with the highest impact in London. At the heart of this is a multi-year AEB impact evaluation which, along with the results from other commissioned research, will enable City Hall to build on best practice. This will include engagement with providers, civil society, communities, businesses, and other stakeholders to improve the design and delivery of adult skills in London.

A considered approach to incentivising positive outcomes as part of future programmes is needed to avoid unintended consequences. Job outcome payments, introduced as part of the Mayor's Academies Programme to help support people into jobs, will be reviewed as part of a full evaluation of the programme.

Best practice also means listening to providers, communities, and businesses to understand what works and what needs to be changed. In London this has led to positive changes, made quickly, to improve access to learning from communities that could otherwise be excluded.

An inclusive commissioning approach will also be adopted, reflecting our role as an Anchor Institution in London. This will involve aligning City Hall's commissioning and governance processes with our Corporate Responsible Procurement Policy and industry best practice. Through this approach, we aim to ensure that our commissioning practices are equitable, fair, and sustainable. As part of this, where we can identify issues of structural disadvantage for organisations in the skills system, we will aim to address these.



City Hall will:

Assess the impact of changes introduced since delegation through a multi-year impact evaluation

The AEB Impact Evaluation started in 2020. An annual evaluation report will be produced to establish the extent of success of policy changes introduced by City Hall, and help to inform future policy, lobbying and advocacy. The final AEB Impact Evaluation report, covering the first four years of delegation, will include an impact assessment using data collected through the London Learner Survey.

Build on lessons learned from our commissioned research and evaluations to develop and expand programmes based on best practice

This may include reviewing how previous funding opportunities were developed, promoted, and awarded, integrating best practice from other programmes, and directing more funding towards provision shown to have the greatest impact.

Accessible skills

We want to ensure London's adult education system is even more accessible and connects Londoners with the support they need throughout their lives. Participation in learning can lift people out of poverty and build connections and experiences that enrich lives. Two million Londoners live below the poverty line, more than half of whom are in working families. Many Londoners are stuck in, or moving in and out of, low-income, insecure employment with few chances to progress into better-paid and more stable jobs. Evidence suggests that people with higher-level skills are not only more likely to be in employment but are also likely to earn more in employment. They are also likely to work in higher-level occupations and enjoy greater job security. So upskilling is an important way of tackling in-work poverty.

Often, it is the Londoners who would benefit most from training who are least likely to engage in adult education.²¹ This includes disabled Londoners who we know have been particularly impacted by the pandemic. City Hall has commissioned analysis to better understand which groups of Londoners currently participate in adult education. We will use this on an ongoing basis alongside labour market information, community engagement and peer-led research in communities to help define the groups most in need of adult education.

These groups are often those that faced persistent inequalities prior to the pandemic who have now been further disadvantaged by its impact. They include Londoners with no or lower-level qualifications, Londoners in low-paid work, older (aged 50+) and young Londoners, Londoners from Black, Asian and minority ethnic communities, disabled Londoners, Londoners with English language needs, people seeking asylum, and adults with experience of the criminal justice system. Driving participation in learning for these groups is essential so they can experience the social and economic benefits of learning. This requires targeted programmes and outreach so we can understand and address the indirect costs and other issues that block participation in learning and open up routes to improved health and job prospects.

21. YouGov polling on adult learning commissioned by City Hall in October 2020.

The Mayor also recognises that London’s skills providers are often Anchor Institutions and key organisations in their communities. Despite a decade of underfunding by government, and more recently, the significant impact of the Covid-19 pandemic, they have continued to provide more than just learning, carrying out a wide range of activities that help to make London a better place to live and work. A key part of making adult education more accessible will be supporting providers in this role and helping to create inclusive places of learning.

can also lack awareness of the wrap-around support available to help them, for example with adjustments to make learning inclusive and to cover indirect costs such as transport and childcare. With record numbers of Londoners expected to be unemployed following the end of the furlough scheme, and many looking to reskill or retrain, it is vital that Londoners and key referral partners know what opportunities and support are available. This also includes employers who can find it difficult to navigate the adult learning offer and the available pathways for their workforce.

6 Raising awareness of London’s adult education offer, especially among those who need it most

Londoners told us one of the main barriers to learning that they face is a lack of information about what’s available.^{22,23} There are a lot of adult education opportunities in London, many of which are free, but Londoners have limited awareness of these opportunities and their progression pathways to higher levels of learning. Londoners

Some Londoners need extra support to engage with learning. Structural inequality can mean people come to learning with differing experiences of education. For many people their past experiences have been negative, and they’ve lived through trauma and discrimination. Community organisations play an important role in engaging and supporting these groups, especially those who are digitally excluded. Coordination between providers, support agencies and other referral organisations is also important in making information about provision, and the venues where it’s delivered, accessible.

22. “More than just education: A participatory action research project on adult education in London”, Toynbee Hall, September 2021.

23. Adult Education Roadmap consultation report, CooperGibson, October 2021.



Londoners were also clear that the affordability of provision can be a barrier. The Mayor has taken significant steps to address this by fully funding courses for those earning below the London Living Wage, as well as enabling them to retrain with a fully funded Level 3 course even if they have a prior qualification at this level or above. However, some groups still struggle to access provision; and migrants and refugee communities in London have faced significant barriers which the Mayor is committed to addressing.

2 million

Londoners live below the poverty line, more than half of whom are in working families.



City Hall will:

Deliver a long-term marketing and community outreach programme for adult education in London

This will include a flagship marketing campaign to raise awareness of adult education opportunities and wrap-around support among Londoners and employers. The campaign will also promote training opportunities and careers in key sectors for London's recovery such as the green economy, health and care, hospitality, digital, and creative industries. There will also be a grants programme for small community organisations to target those most in need of adult education to increase their participation in learning, including people who are digitally excluded. City Hall will host a new annual Mayor of London Learner Awards to celebrate the achievements of learners and the adult education sector in London.

Improve understanding of London's adult education offer by partners and employers to boost referrals into adult education and skills provision

Key partners will include the National Career Service, Jobcentre Plus, other support agencies working in health, support for disabled people and for young people, businesses and employers, and community organisations. Through the 'No Wrong Door' approach we will

improve collaboration between these organisations and adult education providers and encourage London's sub-regional partnerships to use their networks, connect directly with community organisations and improve links with careers services. These networks will share resources and toolkits that can improve communication and marketing of adult education entitlements and opportunities, including funding support for childcare, travel, and digital access. They can also build on existing referral routes through Jobcentre Plus and social prescribing, connecting people to learning to help people find work or improve wellbeing.

Improve coordination of English for speakers of other languages (ESOL) and fully fund courses for people seeking asylum

The Mayor is committed to supporting social integration, and English-language proficiency can be a barrier to many Londoners participating in what the city has to offer, accessing services and finding, or progressing in, work. To make ESOL more accessible to those that need it, we want to see improved coordination of ESOL provision, meaning greater collaboration between skills providers, support services, and community organisations to signpost

Londoners to provision and to provide wrap-around support to learners. City Hall will improve ESOL coordination and referrals at a sub-regional level, including through No Wrong Door Integration Hubs. This will include disseminating guidance through the hubs, including on how boroughs can best make use of funding for new arrivals on resettlement schemes such as the Afghan Relocation and Assistance Policy, the Afghan Citizens Resettlement scheme, and the Hong Kong British Nationals Overseas scheme. City Hall will also target Londoners with English language needs through our marketing and community outreach programme and update our webpages to make them multilingual and help signpost Londoners to ESOL provision and resources.

7 The role of adult education providers as Anchor Institutions and good employers in their communities

Adult education providers make an enormous contribution to the communities they serve and are a vital part of London's infrastructure, from the learning they provide through to their role as local employers and through their supply chains. If we want to help those in greatest need to access and fully participate in learning, it is essential that Londoners see themselves represented in the adult education system; and that providers have a skilled workforce that is inclusive and representative of the communities they serve at all levels.

The Mayor is ambitious for further and higher education providers, to lead by example in their local communities, particularly those who are Anchor Institutions. This means being 'good employers' that meet or are working towards the Mayor's Good Work Standard (GWS) and pay a living wage. It also means playing their part in helping London to become a net zero-carbon city by 2030. Further and higher education providers are important drivers of innovation and inclusive, economic growth; and will be at the forefront of delivering the skills and new technologies that will be key to

achieving the Mayor's ambition of reaching net zero-carbon by 2030. We recognise that providers are all starting from different positions and want to support providers on this journey, to demonstrate progress against each of these areas. These expectations will also be embedded into future City Hall grant-award and procurement opportunities.

“The Mayor is ambitious for further and higher education providers, to lead by example in their local communities, particularly those who are Anchor Institutions.”

City Hall will:

Expect City Hall-funded adult education providers to be 'Good Employers' that meet, or are working towards the Mayor's Good Work Standard

City Hall will support providers to make progress towards meeting the GWS, providing dedicated assistance and guidance. The first step on this journey is achieving London Living Wage accreditation.

Expect adult education providers to be inclusive organisations that are representative of the communities they serve and are located within

To support this, City Hall will establish a baseline of the further education workforce in London and identify best practice in building a representative workforce. We will also seek to identify and remove barriers to new providers accessing AEB funding in London and ensure funding opportunities are accessible to a wide range of high-quality providers.

Expect adult education providers to set out their plans for achieving net zero-carbon estates by 2030

All City Hall-funded adult education providers will be asked to have a plan in place by 2024, setting out the

actions they will take to achieve net zero-carbon by 2030. This will include the management of estates and supply chains, as well as a focus on healthy, sustainable, affordable food. We will provide guidance and support on this.

Introduce a quality mark across Mayoral priority sectors and showcase best practice The Mayor's Academies Programme will introduce a quality mark that sets a high bar for skills training in London and that responds to the needs of sectors key to London's recovery. The quality mark will build on the work of the Mayor's Construction Academy²⁴ and will only be awarded to high-quality training providers who meet our assessment criteria. There will be opportunities for quality marked providers to work together to tackle sector wide challenges through network meetings. This will be central to driving high standards for sector-skills provision.

8 Investing in physical and digital learning spaces

Creating an accessible educational offer also means getting learning to the learner. London's adult education providers have made extraordinary progress in adapting their learning offer to be delivered online during the pandemic. This work has been supported by the Mayor's £11m Covid-19 Response Fund which supported additional online learning and improvements in digital infrastructure.

However, we know not everyone is comfortable, able, or even inclined to learn online. That is why it is also important that we support learners to access physical learning environments. We know that Londoners want to see a wider range of venues and spaces used for this purpose.

Londoners travelling to centres of learning bring our streets to life and provide opportunities to meet and connect with new people and places. The impact of embedding learning opportunities in community hubs is well documented. Therefore, we want to encourage learning to take place in spaces such as children's centres and vacant high-street premises. There is also demand for investment in facilities and technologies to deliver skills provision that better meets employers' needs.

24. The Mayor's Construction Academy aims to help more Londoners train in the skills they need to access construction sector vacancies on the capital's housing construction sites.

City Hall will:

Work with partners to improve the digital infrastructure of London's adult education services, improving digital connectivity and access to devices for learners

We will seek to fully understand and share information on the impact of increased remote learning on learners; and will continue to support providers to find innovative ways to deliver online learning to effectively tackle digital exclusion.

Through the Marketing and Community Outreach Programme outlined in section 6, City Hall will pilot different ways of increasing take-up of adult education provision by digitally excluded Londoners (including the Essential Digital Skills Entitlement).

As part of the London Recovery Programme's Digital Access mission, we are working with the London Office of Technology and Innovation, the Mayor's Digital Inclusion Innovation programme will map the scale of digital exclusion across London to improve the targeting of digital inclusion services more effectively, and explore ways of making devices and affordable data plans available to digitally excluded Londoners.

City Hall will support the development of sector-specific training environments and encourage more co-location of learning with other activities and services. This will help create multiple opportunities for people in both physical and digital learning spaces in a way that fits their complex lives and helps address issues of exclusion

Using available capital funds, City Hall will develop a funding programme for investment into priorities such as achieving net zero-carbon estates, sector skills delivery linked to the Mayor's Academies Programme, and creating inclusive learning environments. The extent and scope of the programme will depend on the value of funds available and will be informed by feedback and lessons learned from previous rounds of skills capital funding. Where possible we will look to support access to other sources of capital funding so we can progress each of these priorities.

Conclusion

We recognise that many of the plans set out in the Roadmap require multiple changes that will take time to implement, and we will not necessarily see their impact immediately.

We also recognise that this is a time of great change for the further and adult education sector, with new changes being proposed by the UK government as part of its levelling up agenda.

We have ensured that the changes outlined in the Roadmap align with this levelling up agenda. There are stark inequalities within London, and London's labour market has been hit particularly hard by the pandemic, with disproportionate impacts on certain jobs and workers in the capital, while also deepening social isolation and affecting mental health. The Roadmap will help to address these inequalities and thereby level up London while contributing to the levelling up of the UK.

However, implementation of the Roadmap will rely on further changes from central government to empower London and other leading city and regional governments to establish joined up skills systems that meet the needs of their areas.

We welcome the indication that more funding streams, including Bootcamps and Multiply, will be allocated through the GLA and the Mayoral Combined Authorities. However, we want to see a more strategic and holistic approach to delegated adult skills funding and powers. This means giving London and other areas the powers and funding to establish a more comprehensive, inclusive and joined up adult skills offer than that which can be delivered through the administration of multiple restricted budgets. Further delegation of adult skills funding will further boost London's skills-led recovery, and support people to participate in society through learning, help them into work, and uplift people's health and wellbeing.

City Hall wants this Roadmap to be a marker of where we would like to get to over this Mayoral term. Achieving the ambitions we have set out will ensure we can deliver positive impacts for Londoners and London's businesses, making our communities places of learning that support people in life and work and enabling London to continue playing a pivotal role in supporting a national recovery.



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