

BRIEFING PAPER

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Apprenticeships Policy, England 2015



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Inside:

- 1. An overview of the current apprenticeship system
- 2. Apprenticeships Policy Development
- 3. Targets, budgets and Forecasts
- 4. Useful sources

Contents

Sum	mary Types of apprenticeships Government support for apprenticeships Minimum Standards for Apprenticeships Policy Development	3 3 3 3 3 3 3
1.	An overview of the current apprenticeship system	4
1.1	What is an apprenticeship? Apprenticeship Frameworks	4 4
	Apprenticeship Qualification Levels	4
1.2	How are apprenticeships funded?	4
	Recent policy development: The Apprenticeship levy Previous policies still in force: Training costs	4 5
	Apprenticeship Grant for Employers of 16 to 24 year olds (AGE 16-24)	6
1.3	Minimum Standards for Apprenticeships	7
1.4 1 г	Minimum wage and employee rights	8
1.5	What support is available for employers? Abolition of employer National Insurance contributions for apprentices under 25	8 8
	Apprenticeship Vacancies	8
	Apprenticeship Training Agencies	8
1.6	City Deals What are Traineeships?	9 9
2.	Apprenticeships Policy Development	10
2. 1	Recent Policy Announcements	10
	Commitment to 3 million apprenticeship starts	10
	Protecting the term Apprenticeship	10
2.2	Apprenticeships Levy New Apprenticeship Standards	10 10
2.2	Degree Apprenticeships	11
2.3	Funding Reform	11
3.	Targets, budgets and Forecasts	12
3.1 3.2	Targets Budget	12 12
3.3	Forecasts	12
4.	Useful sources	13
4.1	England	13
4.2 4.3	Scotland Wales	13
4.3 4.4	Northern Ireland	13 13

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Summary

Skills and training are devolved policy areas. This Briefing Paper covers apprenticeships in England. Sources of information on apprenticeships in Scotland, Wales and Northern Ireland are included in Section 4, Useful Sources.

The Government has made a commitment of 3 million new apprenticeships starts in England between 2015 and 2020. Apprenticeships are full-time paid jobs which incorporate on and off the job training. A successful apprentice will receive a nationally recognised qualification on the completion of their contract.

Types of apprenticeships

There are over 200 different types of apprenticeships currently available in England, through existing apprenticeship frameworks. Apprentices can receive qualifications ranging from those equivalent to 5 GCSE passes to those equivalent to a degree.

New employer designed apprenticeship standards are being developed to replace the current apprenticeship frameworks.

Traineeships are available for unemployed people with little work experience who can be prepared for employment or an apprenticeship within six months.

Government support for apprenticeships

The Government contributes towards the training an apprentice depending on the apprentices age. A grant of £1,500 is also available to some small employers taking on an apprentice aged 16 to 24 until December 2015. From April 2016 no employer will pay secondary Class 1 (employer) national insurance contributions for apprentices under 25 earning up to the Upper Earning Limit.

Minimum Standards for Apprenticeships

Recognised apprenticeships are required to meet Government minimum standards, which include a minimum duration of 12 months, employed 30 hours, an English and maths requirement and include off the job training. Apprentices have the same rights as other employees and are entitled to be paid at least the apprentice rate of the national minimum wage.

Policy Development

In the 2015 Queen's Speech the Government set out its intention to create a duty to report on progress to meeting the target of 3 million new apprenticeships by 2020. Public sector bodies will be required to employ apprentices and be set targets to increase apprenticeship numbers. The Welfare Reform and Work Bill includes an obligation for the Government to report each year on the progress made towards meeting this target.

The Government has also announced that it would give apprenticeships the same legal treatment as degrees and protect the term "apprenticeship", in the Enterprise Bill.

In line with recommendations from The Richard Review, new apprenticeship standards are being developed by employer led groups known as "trailblazers". A new funding pilot is being trialled for these standards giving employers greater control over spending on training delivery.

The modalities of the Apprenticeship levy were announced in the Spending Review and Autumn Statement 2015. The levy will be rolled out in April 2017 and paid by 2% of UK employers. It will raise over £3 billion a year by 2019-20, £2.5 billion of which will be spent on apprenticeships in England only. This is the highest investment in real terms ever made for apprenticeships.

1. An overview of the current apprenticeship system

Skills and training are devolved policy areas. This Briefing Paper covers apprenticeships in England. Sources of information on apprenticeships in Scotland, Wales and Northern Ireland are included in Section 4, Useful Sources.

1.1 What is an apprenticeship?

Apprenticeships are full-time paid jobs which incorporate on and off the job training. A successful apprentice will receive a nationally recognised qualification on completion of their contract.

Apprenticeship Frameworks

Under the current system, there are over 200 different types of apprenticeships (known as frameworks) available in thirteen broad sector subject areas.¹

Apprenticeship Qualification Levels

Apprenticeships can be studied at different qualification levels:

- **Intermediate Apprenticeships** lead to Level 2 qualifications, equivalent to 5 GCSE passes.
- Advanced Apprenticeships lead to Level 3 qualifications, equivalent to 2 A-Level passes.
- **Higher and Degree Apprenticeships** lead to Level 4 qualifications and above.²

Traineeships are also available for people who are unemployed and have little work experience but can be prepared for employment or an apprenticeship within six months. Traineeships are discussed further in Section 1.7.

1.2 How are apprenticeships funded?

Recent policy development: The Apprenticeship levy

In the <u>Summer Budget 2015</u>, the Government announced that it would create a new business tax for large employers, the Apprenticeship levy, to fund its flagship '3 million new apprenticeships' policy. The modalities of the levy were announced in the <u>Spending Review and</u> <u>Autumn Statement 2015</u>.

The levy will be introduced in April 2017. The Government predicts that by 2019-20 it will bring in over £3 billion of benefits per year and that £2.5 billion will be spent in England only.³Spending will also be ring-

¹ Apprenticeship Frameworks Online, <u>Frameworks Library</u>

² Gov.uk, <u>Apprenticeships</u>

³ HM Government, *Spending Review and Autumn Statement 2015*, Section 1.33, p.15

fenced – meaning it will be protected within departmental budgets to be spent on apprenticeships only.⁴

The levy is part of the £12 billion of savings to overall Resource Departmental Expenditure Limit spending.⁵ This is the highest real terms investment in apprenticeships ever made.⁶ For comparative purposes, in 2014/15 the Department for Business, Innovation and Skills' total Adult Skills Budget was £2.3 billion, £776.6 million of which were allocated to adult apprenticeships. The same year, the Department for Education spent £703.4 million on apprenticeships for 16-18 year-olds.⁷ By 2019-20 government spending on apprenticeships, including the yearly income from the levy, will be double the level of spending in 2010-11 in cash terms.⁸

The levy will be set at a rate of 0.5% of an employer's gross paybill.⁹ Each employer will receive a £15,000 allowance, meaning that only those paying paybills worth more than £3 million will pay the levy. They will only pay the portion of their paybill that is above this £3 million threshold. The Government estimates that 2% of UK employers will be eligible.¹⁰

All employers, regardless of whether they pay the levy or not, will be able to access government funding for apprenticeships. Those who do pay the levy will receive more in terms of funding than they put in in terms of taxation through a topping-up of their digital accounts.¹¹ Along the lines of the <u>Traiblazer Apprenticeships</u> funding pilot under which for each £1 spent by an employer, the Government contributes $£2^{12}$, the levy is designed for employers to receive more out of the levy than they put in.

Previous policies still in force: Training costs

The Department for Education (DfE) funds training for apprentices aged under 19. The Department for Business Innovation and Skills (BIS) provides the funding for apprentices aged 19 and over. DfE and BIS cover a proportion of the cost of training apprentices, the amount they contribute depends on the age of the apprentice:

- 100% of the training costs for Intermediate and Advanced Apprenticeships if the apprentice is aged 16-18;
- 50% of the training costs if the apprentice is aged 19-23;

⁴ Spending Review 2015, section 1.173, p.46

⁵ Spending Review 2015, Section 1.33, p.15

⁶ Spending Review 2015, Section 1.158, p.44

⁷ Skills Funding Agency, <u>Annual Reports and Accounts 2014 to 2015</u>, pp.65-67

⁸ Spending Review 2015, section 2.71, p.92

⁹ HM Government, <u>Spending Review and Autumn Statement 2015: policy costings</u>, p.9

¹⁰ Spending Review 2015, section 1.173, p.45

¹¹ Digital accounts are online voucher accounts where the Government intends for all employers to be able to see their levy contribution and the digital vouchers that they can use to purchase apprenticeship training. Department for Business, Innovation and Skills, '<u>Apprenticeship Levy, Employer owned apprenticeship training</u>', August 2015, p.13.

¹² Skills Funding Agency, <u>Trailblazer Apprenticeship Funding 2014 to 2015 requirements</u> <u>for Employers</u>, Version 2, p.2

Up to 50% of the training costs if the apprentice is aged 24 and over. 13

If employers choose to deliver additional gualifications as part of an apprenticeship on top of those identified by the relevant Sector Skills Council, ¹⁴ then these gualifications will be paid for by the employer not the government. Employers are free to fund apprenticeships themselves without any support from government.

Employers offering new apprenticeship standards are operating under a new funding model, further discussed in Sections 2.3 and 2.4.

Apprenticeship Grant for Employers of 16 to 24 year olds (AGE 16-24)

The Apprenticeship Grant for Employers of 16 to 24 year olds (AGE 16-24) pays £1,500 to small businesses hiring a young apprentice if the firm has not hired an apprentice before. AGE 16-24 began in February 2012¹⁵ aiming to encourage more small businesses to hire apprentices and encourage more young people into apprenticeships.¹⁶ The grant is available until December 2015. The eligibility criteria are as follows:

- The apprentice must be 16-24 years old when hired.
- The firm must have 50 employees or fewer when they take on the apprentice.
- For a business to be eligible for payment, the employer must not have taken on an apprentice in the last 12 months. An employer can claim up to 5 grants.

Before January 2015, up to 10 grants could be claimed by employers with 1,000 or fewer employees.

151,600 AGE 16-24 payments were made to employers between February 2012 and April 2015.

Devolved Grants

Local alternatives to the national grant are provided in London, Manchester and Sheffield.

- In London a £3,000 grant is available to employers with up to 249 employees. The grant has • been increased through funds from the European Social Fund.¹⁷
- In Manchester up to three $\pm 1,500$ grants are available to employers with fewer than 250 employees. An addition al £1,000 is available if the young person has progressed from a traineeship and £1,000 for Advanced and Higher Apprenticeships. An additional £1,000 is available for employers using a Trailblazer Standard.¹⁸
- In South Yorkshire up to four £2,450 grants are available a year to employers with no more than 100 employees. An additional £450 is available where apprentices recruited at a lower level progress to a Higher Apprenticeship.¹⁹

¹³ Gov.uk, Employ an Apprentice, 4 Jun 2015

¹⁴ For more information on Sector Skills Councils see UKCES on Sector Skills Councils

¹⁵ BIS, Press release: PM: We'll make apprenticeships a gold standard option for

ambitious young people, 7 Feb 2012

¹⁶ Gov.uk, <u>AGE 16-24</u>, 12 May 2015 ¹⁷ Gov.uk, <u>London ESF AGE</u>, 24 Feb 2015

¹⁸ New Economy Manchester, <u>GM AGE – Greater Manchester Apprenticeship Grant fpr</u> Employers, 26 Jun 2015

¹⁹ Skills Made Easy, Grants for Employers Recruiting Apprentices, 29 Jun 2015

1.3 Minimum Standards for Apprenticeships

The Statement on Apprenticeship Quality, published in May 2012, summarises the aspects of apprenticeships subject to minimum standards:²⁰

- **A minimum length of 12 months:** The minimum apprenticeship length is 12 months. Some apprentices aged over 19 may complete an apprenticeship in six months, if they demonstrate prior attainment of certain relevant qualifications.²¹
- **280 hours guided learning:** Guided learning is the time spent developing technical skills, knowledge of theoretical concepts and practical skills on the job whilst being guided. Apprentices must spend at least 280 hours in 'guided learning' in their first year. 100 hours or 30% (whichever is greater) of all guided learning must be delivered off-the-job. Clear and verifiable evidence must be provided of all learning undertaken.²²
- **Employed for 30 hours a week:** Apprentices must be employed for a minimum of 30 hours per week, including time training away from the workplace. If an apprentice's personal circumstances or if the nature of employment in a given sector make it impossible to work these hours, then an absolute minimum of 16 hours a week must be worked. In these exceptional cases, the total duration of the apprenticeship is extended accordingly.²³
- **Training to level 2 in Maths and English:** Apprenticeships must offer training to Level 2 in English and Maths or Functional Skills, if the apprentice does not already have these or equivalent qualifications.²⁴
- **Apprenticeship Agreements:** Apprentices must sign an Apprenticeship Agreement with their employer before the apprenticeship begins. This is a contract stipulating the framework being followed and the skill, trade or occupation the apprentices is working in. It is not a legally binding contract, but without it an apprenticeship completion certificate cannot be issued.
- **Specification of Apprenticeship Standards for England** (SASE): SASE sets out minimum academic requirements that all frameworks must meet.²⁵ This is a technical document written principally to guide organisations designing frameworks. It stipulates minimum qualification levels required of successful apprentices under the vocational, technical and key skills elements of the apprenticeship. It also specifies standards of attainment expected of successful apprentices, including "team working" and "creative thinking".

Further detailed information on the minimum contractual and operational standards required of apprenticeships can be found in the SFA Funding rules for 2015 to 2016.²⁶

²⁰ NAS, <u>Statement on Apprenticeship Quality</u>, 31 May 2012

²¹ BIS, <u>Press release: Tough standards released by Skills Minister to drive up quality</u>, 1 Apr 2012

²² Gov.uk, <u>Specification of Apprenticeship Standards for England</u>, Feb 2015, pp 9

²³ Skills Funding Agency, <u>Funding rules for 2015 to 2016</u>, Mar 2015, pp 68

²⁴ Skills Funding Agency, <u>Funding rules for 2015 to 2016</u>, Mar 2015, pp 58

²⁵ Gov.uk, Specification of Apprenticeship Standards for England, Feb 2015

²⁶ Skills Funding Agency, <u>Funding rules for 2015 to 2016</u>, Mar 2015

1.4 Minimum wage and employee rights

Apprentices aged 16-18 are entitled to the apprentice minimum wage of £2.73 an hour.²⁷ The apprentice minimum wage will increase to £3.30 from 1 October 2015 after the Government reject the Low Pay Commission's recommendation of an increase to £2.80. Apprentices are paid for both their normal working hours and the time they spend training as part of their apprenticeship.²⁸

Apprentices aged 19 and over are also entitled to the apprentice minimum wage in the first 12 months of their apprenticeship. After the first 12 months of their apprenticeship, people aged 19 and over are entitled to the National Minimum Wage.²⁹ National Minimum Wage rates are age dependent and rise from £5.13 an hour for 18 to 20 year olds to £6.50 an hour for people aged 21 and over.³⁰

As apprentices are employees they are entitled to the same employment rights as other employees. This includes holiday entitlement and maternity leave.

1.5 What support is available for employers?

As well as AGE 16-24 (see Section 1.2) other support is also available for employers looking to employ an apprentice, as outlined below:

Abolition of employer National Insurance contributions for apprentices under 25

From April 2016 no employer will pay secondary Class 1 (employer) national insurance contributions for apprentices under 25 earning up to the Upper Earning Limit.³¹

Apprenticeship Vacancies

The Government runs an official job site for apprenticeships in England, <u>Apprenticeship Vacancies</u>, which employers can use. An employer guide to apprenticeship recruitment is also available through <u>Gov.uk</u>.³²

Apprenticeship Training Agencies

Apprenticeship Training Agencies (ATAs) are organisations directly employing apprentices. The business hosting the apprentice operates as the apprentice's day-to-day workplace and manager. ATAs coordinate the apprentice's training and pay associated training costs. The host employer pays a fee based on wage and training costs.³³

ATAs incentivise businesses taking on apprentices by dealing with any additional administration associated with hiring or employing an apprentice. The apprentices will require no more administration than a normal employee, and ATAs will also take on responsibility for National

²⁷ Low Pay Commission, National Minimum Wage Report 2014

²⁸ Gov.uk, Become an apprentice, 13 Mar 2015

²⁹ Written Ministerial Statement, "National Minimum Wage", 21 Jun 2010

³⁰ Gov.uk, National Minimum Wage rates

³¹ Gov.uk, <u>HM Revenue & Customs, National Insurance Contributions: abolition of</u> <u>employer contributions for apprentices under 25</u>, 10 Dec 2014

³² Gov.uk, <u>Apprenticeships</u>, Jun 2015

³³ Gov.uk, <u>Apprenticeship training agencies</u>, 4 Jun 2015

Insurance and tax administration and in some cases performance management, reducing the administrative burden further.

ATAs are able to offer flexible assistance to businesses. If a business wants just part of the administration associated with taking on an apprentice dealt with by an ATA (for example, recruitment), then ATAs can offer this.

City Deals

Many of the Government City Deals include provisions to support employers hiring apprentices, including devolved employer grants. Over the next 20 years it has been estimated that the first wave of deals³⁴ will create 37,000 new apprenticeships. Further information is available from the Library Briefing Paper <u>City Deals</u>.

1.6 What are Traineeships?

Traineeships provide education, training and work experience to young people to help them get an apprenticeship or other job. Traineeships were introduced in August 2013 for people aged 16 to 24, and are primarily target at young people who:

- Have little work experience and are not employed
- Qualified below level 3
- Could be ready for employment or an apprenticeship within six months³⁵

Traineeships last between six weeks and six months and include a work placement, work preparation training and English and maths if required. Traineeships should contain between 100 and 240 hours of work experience.³⁶

³⁴ Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield

³⁵ DfE and BIS, <u>Traineeships Framework for delivery 2015 to 2016</u>, Mar 2015

³⁶ Longer placements if there are clearly identified learner needs.

2. Apprenticeships Policy Development

2.1 Recent Policy Announcements

Commitment to 3 million apprenticeship starts

The Government has set a target of 3 million apprenticeship starts by 2020. The Government announced in the 2015 Queens Speech, that it would create a duty for the Government to report on the progress to meeting the target.³⁷ The Welfare Reform and Work Bill includes an obligation for the Government to report each year on the progress made towards meeting this target.

To help reach the overall target, public sector bodies will be required to employ apprentices and be set targets to increase apprenticeships. These will be included in the upcoming Enterprise Bill. ³⁸

Public procurement of central government contracts with a full life value of £10 million and above and duration of 12 months and above should be used to support skills development and delivery of the apprenticeship commitment, where appropriate.³⁹

Protecting the term Apprenticeship

Apprenticeships will be given the same legal treatment as degrees and the term "apprenticeship" will be protected by law, to prevent it being misused.⁴⁰ The term would be protected in the Enterprise Bill, allowing the Government to take action if it is misused.

Apprenticeships Levy

The details of the Apprenticeship levy were announced in the Spending Review and Autumn Statement 2015. Please see section 1.2 of this briefing paper.

2.2 New Apprenticeship Standards

New apprenticeship standards are being developed by employer groups known as "trailblazers" in line with recommendations from <u>the Richard</u> <u>Review</u>.⁴¹140 trailblazers involving over 1,200 employers are developing new apprenticeship standards. 129 standards have been published as of August 2015, of which 45 are Higher and Degree Apprenticeships. More than 220 new standards are in development.⁴²

Trailblazers are piloting a new funding model where the Government pays ± 2 for every ± 1 the employer invests. Further details of the funding pilot are available in Section 2.3.

³⁷ Cabinet Office, <u>Queen's Speech 2015: Background briefing notes</u>, 27 May 2015

³⁸ BIS Press Release, <u>Government kick-starts plan to reach 3 million apprenticeships</u>, 14 Jun 2015

³⁹ Gov.uk, <u>Procurement Policy Note 14/15</u>, 27 Aug 2015

⁴⁰ Ibid

⁴¹ Gov.uk, Apprenticeship Standards, 23 Mar 2015

⁴² Standards and plans produced by employers and agreed by the Government are available at: <u>www.gov.uk/government/collections/apprenticeship-standards</u>

Degree Apprenticeships

In November 2014 and integrated Degree Apprenticeship model was announced. Employers, universities and professional bodies co-design a new degree to meet full competency for an occupation. When an "offthe-shelf" degree delivers the academic requirement of an apprenticeship it can be complimented with additional training and end point assessment to ensure full competency.

Degree Apprenticeships are part of the Higher Apprenticeship programme, delivered via the new integrated Degree Apprenticeship or existing apprenticeship models. An apprentice will achieve a full bachelor's or master's degree as part of their apprenticeship.

The digital sector is developing the first of these integrated Degree Apprenticeships, with the first starts expected in September 2015.

2.3 Funding Reform

Following recommendations from <u>The Richard Review</u> a new funding pilot is being trialled which gives employers greater control over spending on training delivery. The March 2015 Budget⁴³ announced employers will be given funding control through an Apprenticeship Voucher, which will be developed before full implementation in 2017.

The simplified funding pilot being trialled in 2014/15 and 2015/16 involves:

- For every £1 spent by an employer on training the Government will contribute £2 up to a maximum cap.
- There are five caps, as outlined in the table below, which depend on the apprenticeship being undertaken.
- Additionally, three incentive payments are available to employers for recruiting 16-18 year olds, for small businesses and on the successful completion of the apprenticeship.
- The Government will fully fund qualifications in Maths and English to Level 2.⁴⁴

New Apprenticeship Funding Model (£)

	Cap 1	Cap 2	Cap 3	Cap 4	Cap 5
Core Government Contribution Cap*	2,000	3,000	6,000	8,000	18,000
Additional incentive payments					
Recruiting a16-18 year old	600	900	1,800	2,400	5,400
For a small business (<50)	500	500	900	1,200	2,700
For successful completion	500	500	900	1,200	2,700
Maximum Government contribution	3,600	4,900	9,600	12,800	28,800

* £2 for every £1 from employer

Source: Skills Funding Agency, Trailblazer Apprenticeship Funding 2014 to 2015 Requirements for Employers, Mar 2015

⁴³ HM Treasury, <u>Budget 2015</u>, 18 Mar 2015

⁴⁴ Further information is available from Gov.uk, <u>Future of apprenticeships in England:</u> <u>guidance for trailblazers</u>

3. Targets, budgets and Forecasts

3.1 Targets

As covered in Section 2.1, the Government has set a commitment of 3 million new apprenticeship start by 2020.

3.2 Budget

The table below shows the budget for apprenticeships:

Apprenticeships	budget
-----------------	--------

£ millions - Financial years (1 April - 31 March) - England

Age of apprentice	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15*	2015/16*
16-18 (DfE)	688	751	764	679	728	801	-
19+ (BIS)	384	451	625	756	769	833	770
Total	1,072	1,202	1,389	1,435	1,497	1,634	-

Sources: SFA, Annual report and accounts 2014/15, Jul 2015, p 65
SFA, Annual report and accounts 2013/14, Jun 2014, p 74
Young People's Learning Agency, Funding statement, Dec 2011, p 5
BIS, Skills funding statement 2013-16, Feb 2014, p 26
Education Funding Agency, funding allocation letter from Peter Mucklow, Mar 2013
SFA, Allocations for the Funding Year 2015 to 2016, 26 Feb 2015
* Minimum expected budgets for apprenticeships
2012/13 figure includes £32 million for AGE 16-24
2013/14 figure includes £42 million available as FE loans and £13 million for AGE 16-24
Includes money allocated to the Employer Ownership Programme and traineeships
"-" figures not yet available
2014/15 includes an extra £40 million for Higher Apprenticeships

The BIS apprenticeship budget was set to increase between 2012/13 and 2014/15, despite the total adult skills budget, including apprenticeship, falling from £2.7 billion to £2.3 billion.⁴⁵

3.3 Forecasts

The table shows illustrative forecasts of the number of people undertaking apprenticeships, note this is the total number of people doing apprenticeships, not the number of apprenticeship starts.

Number of funded apprentices by age (thousands) *Academic years (1 August - 31July) - England*

Age of apprentice	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15*
16-18 19+	186 305	203 463	190 617	181 687	186 666	240 681
All ages	491	666	807	869	852	921

Sources: Education Funding Agency, funding allocation letter from Peter Mucklow, Mar 2013 BIS, *Statistical First Release, DS/SFR20*, November 2014, p 26

BIS, *Skills funding statement 2012-15*, December 2012, p 17 Notes: * indicates illustrative forecasts

- these figures are not available Rounded to nearest 1,000

4. Useful sources

4.1 England

House of Commons Library Briefing Paper, <u>Apprenticeship Statistics</u> BIS, <u>FE Data Library: apprenticeships</u> Gov.uk, <u>Find an Apprenticeship</u> Gov.uk, <u>Apprenticeships</u>

4.2 Scotland

Skills Development Scotland, <u>Statistics: Modern Apprenticeships</u> Skills Development Scotland, <u>My World of Work: Modern</u> <u>Apprenticeships</u>

4.3 Wales

Welsh Government, <u>Statistics and Research</u> Welsh Government, <u>Apprenticeships</u>

4.4 Northern Ireland

Department for Employment and Learning, <u>ApprenticeshipsNI statistics</u> nidirect, <u>Apprenticeships</u>

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