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The Rt Hon Kenneth Baker MP
Secretary of State for
Education and Science
Elizabeth House
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BF

Any PV comments by
~~Wednesday~~ Tuesday pm.

16th June 1986

Dear Secretary of State,

**DRAFT WHITE PAPER ON VOCATIONAL EDUCATION AND TRAINING
"PULLING TOGETHER - EDUCATION AND TRAINING".**

Copy
requested
16/6

I attach a draft White Paper on vocational education and training and would be grateful for your agreement that we should make arrangements for its publication early in July. The text is of course conditional on us reaching agreement with E(A) colleagues this week that the TVEI extension can be announced in this White Paper, and on agreement to the establishment of the National Council for Vocational Qualification on which I minuted the Prime Minister on 9 June.

The thrust of the White Paper is to announce the TVEI extension and our decisions on the Review of Vocational Qualifications and to show how the announcements are consistent with, and build on, the important developments in education and training which are taking place. I see the White Paper as setting the tone not just for these announcements but for further policy statements which I hope to make in the Autumn about developments in adult and continuing training - to which I hope that the Education Departments will be able to contribute.

Earlier drafts have been circulated at official level and I hope that this draft reflects a very wide measure of agreement between departments. I think it is on the right lines, although I want personally to look again in the next few days at a number of drafting points. I hope therefore that you and colleagues can let me have any comments by lunchtime on Friday 20 June.

I hope that we can make statements in both Houses on publication, and I will of course want to coordinate publicity arrangements with you and interested colleagues.

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I am copying this letter also to the Prime Minister, the Lord President, the Chancellor of the Duchy, the Chancellor of the Exchequer, the Secretary of State for Trade and Industry, the Secretary of State for Scotland, the Secretary of State for Wales, the Lord Privy Seal, the Chief Secretary to the Treasury, the Chief Whip, and the Leader of the House of Lords.

Yours sincerely.

Iain Mackinnon

IAIN MACKINNON
Private Secretary

[Draft approved by the Secretary of State
and signed in his absence]

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DRAFT WHITE PAPER

PULLING TOGETHER - EDUCATION AND TRAINING

Presented to Parliament by the Secretary of State for Employment and the Secretary of State for Education and Science, supported by the Secretary of State for Scotland, the Secretary of State for Wales, the Secretary of State for Northern Ireland and the Secretary of State for Trade and Industry.

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Department of Employment

16 June 1986

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PULLING TOGETHER - EDUCATION AND TRAINING

Part 1 - Introduction

1.1 We live in a world of determined, well-educated, well trained and strongly motivated competitors. Those competitors have taken more and more of our markets - overseas and here at home as well.

1.2 For the nation and for all its businesses - small or large - survival and success will depend on:

- designing, making and marketing goods and offering services that the customer wants at the right time and at a price he is prepared to pay;
- constantly innovating to improve quality and efficiency;
- continuously maintaining a competitive edge over our competitors, not just today but for the foreseeable future.

1.3 In today's and tomorrow's world, the same machines and equipment can be bought by anybody. Success will go to those (be they firms, communities or nations) whose people can use them to the best advantage. And that requires individual initiative, innovation and competence across the whole spectrum of skill and aptitudes. People - with their knowledge, learning, information, skilled intelligence, innovation and reliable competence - are our most important asset and resource.

1.4 The potential and the creative capacity of each and every member of the population has to be harnessed. Attitudes must change so that people, individually and collectively, acquire the habit of learning, the skills of learning and the desire to learn. The climate must be one in which learning is rewarded and is seen to lead to progress for individuals and companies. And individuals and employers must recognise that it is in their interest to invest more time, effort, and money than they do now.

1.5 The main effort to achieve these changes must come from individuals and employers. But the Government too has a vital role. That

is why it has committed itself to work with others to achieve radical modernisation of our vocational education and training system. Since 1981 great strides have been made eg-

- in launching and developing YTS, which, beginning in 1983, has so far provided more than 1 million school leavers with good quality foundation training on leaving school;
- in the reform of the school curriculum and examinations;
- the Technical and Vocational Education Initiative under which, by September this year, almost 100 education authorities in England, Wales and Scotland will have embarked on one of the most significant broadenings of the school curriculum this century.
- in the beginning of a new partnership between the Manpower Services Commission and the local education authorities of England and Wales to develop work-related non advanced further education so as to meet the needs of a changing labour market and do so more effectively, as is happening with the 16+ Action Plan in Scotland;
- in the development of an Adult Training Strategy, to make people more aware of the vital necessity of continuing to learn throughout working life and to make it much easier for them to do so;
- in the Open Tech Programme which has placed this country amongst the leaders in open and flexible learning (including distance learning);
- in developing in industry and commerce, a heightened awareness of importance of vocational education and training to commercial success, and through collective agreements important developments in the modernisation of traditional vocational education and training patterns.

1.6 But much more needs to be done. Comparisons with where we were a few years ago are irrelevant, as are comparisons with what other British companies and organisations are doing. What counts is comparison with our overseas competitors - and the joint Manpower Services Commission/National Economic Development Office Study "Competence and Competition" shows that key international comparisons are to our disadvantage. The CBI, the TUC and the Government have agreed in the National Economic Development Council that employers in general need (and can now afford) a much greater commitment to training.

1.7 And our competitors know it - they invest heavily in training. And they are pulling away from us and we must overtake them. That needs a sustained effort - from all of us. Our vocational education and training system is not - and never was - the envy of the world. But we must make it so.

1.8 But the reform and modernisation of our vocational education and training system is not - and never will be - a task for Government alone. The task required commitment and leadership from others too.

1.9 This White Paper show how education and training policies, especially for young people, are being developed in a complementary and coherent way and announces:-

- a national extension of the Technical and Vocational Education Initiative (Part 3) beginning in September 1987, which will over time become available in all schools in Great Britain for young people of 14 -18, and relates it to the continuing development of good quality vocational education and training in schools and non-advanced further education and YTS, for all up to age of 18 at least.
- the creation of a new framework of National Vocational Qualifications in England, Wales and Northern Ireland, to be developed and supervised by a new National Council of Vocational Qualifications (Part 5). This will allow people to demonstrate clearly what they can do as well as what

they know; they will be able to progress with ease to learning and acquiring more skills without going back over ground already covered.

1.10 These will be major advances. But reform and modernisation of our vocational education and training system requires commitment and leadership not only from Government, but from others too - including both suppliers and users of training. The objectives must be to ensure:-

- a vocational education and training system in which opportunities and choices at all levels are greater and of better quality than they have been in the past;
- a system which is responsive to labour market needs and encourages the supply of appropriate skills;
- a system in which employers, students and trainees determine, through their role as customers in a well-developed market, what, when, where and how best they can learn;
- a system in which access to vocational education and training starts in the schools, continues on leaving school and then continues throughout a working life;
- a system in which competence and achievement are encouraged, recognised and rewarded by employers and in which unnecessary barriers to progression or to access to education and training are removed;
- a structure of recognised qualifications which are based on competence and match the needs of modern employment
- good quality, reliable, and highly professional suppliers of vocational education and training which are known to be such and can profit from the maintenance of quality and

from meeting customer needs;

- a system in which value for money (whether that money is the employer's, the individual's the taxpayer's or the ratepayers) is clearly demonstrated;
- a system which employers and employees understand, respect, and use to the full with a major increase in their investment in training.

1.11 This White Paper concentrates on the application of these objectives to vocational education and training for young people, although the proposed reform of the vocational qualification system will have considerable benefits for older people as well. The objectives are equally relevant to continuing and adult training and education and the Government will keep them very much in mind in further developing its policies in these areas.

1.12 As a country, we have much to gain from achieving these objectives. A start has been made. Early progress has been good. But we must maintain this progress to achieve a coherent vocational education and training system which serves the interests of all - wherever they live, irrespective of income, gender or race. The Government is pulling together its education and training policies: now we must all pull together to reap the benefits.

DEVELOPMENTS IN FULL-TIME EDUCATION

The under 16s

2.1 Our work force needs to be as well educated, and well-trained as that of our competitors. Children go to school so that they can develop their talents, become responsible citizens and be prepared for work - for others or on their own account. The schools - and, for some, the colleges and universities - have the task of laying the foundations for effective learning and training throughout life. They need to do that vital task well.

2.2 The Government's education policies aim to give to every pupil and student a capability which makes them versatile and sufficiently adaptable for the technological challenges of employment. Initial education has to be broad and balanced. Young people in England and Wales specialise earlier than is normal abroad. This trend has gone too far. The Government's policy (set out in the White paper "Better Schools" (Cmnd 9469) in April last year) is that up to age 16 all pupils should be acquiring a broad competence, not only in the skills of communication and numeracy but also in science and technology, design, foreign languages, and others necessary in a successful modern society.

2.3 A broad competence is not just a matter of knowledge, skills and understanding, it is also about doing. This means that positive attitudes⁴ to life and work are vital. On leaving school or college young people ought to have the right motivation and be eager to learn, to show initiative and enterprise, to work hard and to achieve. Motivation is as essential in preparing for work as it is at work. Motivation and higher standards go together. That is why Government policy for schools now emphasises practical learning, so that their learning means something to the pupils and they see how they can apply it now and when they grow up. Practical work is not just for the less able. In the Government's view, pupils of all abilities need to be taught to apply what they learn to what has to be done outside the classroom and in the real world of work.

2.4 Nothing motivates pupils more than a challenge which is within their grasp. The job of the schools is to stretch every pupil in this way. That is possible only if teaching takes account of differences in ability and aptitude. A central aim of present curriculum reform is to motivate pupils by adjusting the challenge so that no one is bored because the work is too easy and no one disheartened because it is too hard.

2.5 To reform the curriculum in all these ways is not the policy of the Government alone. All the partners in the education system - the education authorities, the voluntary bodies and the teachers, as well as parents and employers - want to make a reality of these reforms. More real resources are now being employed per pupil than ever before. But much can be done to use present resources to better effect: the standards achieved by comparable schools with comparable resources vary widely. It is realistic to aim to make every school as good as the best comparable one. The improvement in standards will benefit everyone, and give a new start to the nation's training effort.

2.6 The reform of the school curriculum will be reinforced by a reform of the examinations normally taken at around age 16. The General Certificate of Secondary Education (GCSE), for which courses start this autumn in England and Wales, will be fairer, more stimulating and more challenging. It will test competence in practical skills as well as in knowing the subject - for example the ability to communicate orally in English and foreign languages and to apply scientific theory to solving practical problems. It will give candidates more opportunity to show what they know, understand and can do and will reward them only if they show it. Employers will have a better idea of what a successful candidate knows and can do. Candidates will be more stretched before they can get good grades. Standards of achievement will be raised. The introduction of the Standard Grade in Scotland is intended to achieve the same effect.

2.7 Schools develop positive personal qualities and

attitudes in young people which are not tested by examinations. These attributes will be recognised and encouraged by records of achievement, now being developed. The records are planned to be available to every school leaver in England and Wales by 1990.

2.8 Better schools require better teaching. No part of our national training effort is more important than the training of school teachers. Together with its education partners the Government is improving the selection of entrants to the profession, and the quality of courses; and is promoting better professional up-dating and development through the in-service training of serving teachers. Its policies are designed to raise teaching quality and teacher motivation through better management of the teacher force, with higher rewards for those whose professional effectiveness contributes most to standards in our schools.

2.9 For young people, their 16th year is a milestone, but it should be seen as a point on a continuing road rather than the end of a journey. It ends the period of compulsory schooling during which they need to follow a broad curriculum to keep open the many career options available to people of all abilities. Beyond 16, learning goals become more specific and study and training more specialised. But this change of gear should not be abrupt. Post-16 learning should build smoothly and constructively on what was learnt before. In the last two years of the compulsory period, the programme of all pupils should begin to have, for example through work experience, something of the flavour of what they will experience after 16. And these changes should be part of a 5-16 curriculum which is continuous, broad and balanced throughout, providing a sound foundation for more specialised choices. The special contribution which the Technical and Vocational Initiative is making to this bridging process, and the Government's plans for its extension, are described in part 3.

Coherence in vocational education and training

2.10 The reform of the school curriculum, the introduction of the GCSE and the expansion and development of the TVEI will increase the

confidence, motivation and achievements of young people at the end of the compulsory period of education. The aim is to secure a change of attitude towards learning, and the achievement it makes possible, as well as an improvement in the standards of competence, so that more young people see the value of entering the labour market with the best qualifications they are able to achieve. All such qualifications will need to be practical and relevant to employment. The degree of specialisation will depend on the aptitudes and aspirations of the individual. The introduction of 2 year YTS will transform the structure of vocational education and training and will be the preferred route for many of those who have traditionally left school for employment. It will also provide an appropriate alternative route to qualifications for some who would previously have remained full-time at school or college. At the same time it is highly desirable to increase participation in full-time courses. Unless school sixth-forms and further education colleges are able to attract a higher proportion of the age group, international comparisons suggest that it is unlikely that we shall be fully effective in tackling the problem of an under-trained and under-educated work force. What is manifestly not desirable is for young people to leave school or college and take jobs in which there are no opportunities for further education and training.

2.11 In order to increase participation of 16-19 year olds in full-time courses of education and training it is necessary to improve the effectiveness and efficiency of what is provided. A number of curriculum reforms are already in train, with a view to creating a sound framework of courses and qualifications. The principles of breadth, balance, relevance and differentiation will continue to apply. For example, all vocational courses need to allow students to move on to a range of related but different areas of employment. But these principles require fresh interpretation as learning goals become more specialised. The curriculum of A level students in England and Wales will be broadened through:

- the introduction of the AS level courses in 1987, which will offer the possibility of new combinations of contrasting or complementary subjects

- a more balanced approach to the teaching of A level syllabuses, with more prominence given to practical applications and an investigative approach at the expense of factual knowledge.

2.12 The introduction of the Certificate of Pre-Vocational Education (CPVE) will provide a broad-based 'basic vocational year' for those not aiming at A level studies but who wish to keep their options open before committing themselves to training for a particular occupation. It is already being successfully offered in full-time education and could also (if the YTS Certification Board agrees) become an important route within YTS - a possibility which has been the subject of a limited but successful pilot programme and which is to be more extensively piloted in the next year. The new National Vocational Qualification, described in part 5 below, will indicate achievement in a balanced programme of education and training covering the three essential elements of preparation for competence in any field of employment: skills; knowledge and understanding; and practical applications.

2.13 Many students following A level courses enter employment directly after completion of those courses; and some students pursue courses leading to qualifications such as those offered by the Business and Technician Education Council and then enter higher education, and the Government would like to see more following this route. So decisions at 16+ should not be irrevocable: bridges and ladders between the various routes will need to be built. Both the extension of TVEI and 2 year YTS should result in many more young people achieving vocational qualifications, and the same or similar qualifications may often be obtained through both these and other routes. The Government's objective, which it hopes is shared by all, is for people to progress to the limit of their creativity and potential and, for this to happen, relevant credits secured through one route must be capable of being used to progress in another. This objective is best pursued jointly by the National Council for Vocational Qualifications and the Secondary Examinations Council. Their work in this important area will be carried

out in consultation with the MSC and others concerned and will provide a focus for action.

Developments in Scotland

2.14 The principles outlined in the preceding paragraphs apply equally in Scotland. There however the structure of examinations has traditionally been very different and in particular the pattern of courses leading to the Higher Grade of the Scottish Certificate of Education has avoided specialisation on too narrow a range of subjects. For 14-16s the new Standard Grade courses, for the time being to be offered in parallel with Ordinary Grades, will offer a wide range of relevant and broadening educational experiences for pupils of all abilities, based on the curricular framework developed in the Munn Report. TVEI will reinforce that framework; and certification of technical and vocational courses is available through both Standard Grade and the SCOTVEC National Certificate. At 16-18, Higher Grade and Certificate of Sixth Year Studies courses are being revised to reflect the changes at Standard Grade and in particular to emphasise the acquisition of skills and the understanding and application of knowledge rather than factual knowledge for its own sake.

2.15 At the non-advanced further education level in Scotland, the 16+ Action Plan has led to the rapid development and success of the SCOTVEC National Certificate and has provided a framework for flexible and coherent provision for the age group. The Action Plan has introduced an innovative approach to the provision of non-advanced further education in the form of modular courses. The new system provides increased flexibility for students and makes available new opportunities for adults with retraining needs. Study can be undertaken on a part-time or full-time basis in further education colleges, secondary schools or as part of a 2 year YTS. Consultation with industry and commerce has been a continuing feature of the development and implementation phases of the programme to ensure that the modular provision meets the needs of industry and commerce. The Action Plan has

extended and strengthened the links between industry, schools and further education to ensure that young people are better prepared to meet the demands of working life. The Government has also encouraged the Scottish Examination Board and the Scottish Vocational Education Council to co-operate closely, and is concerned that a clear understanding of the equivalences between the SCE and the National Certificate can be developed so that there can be effective credit transfer between them.

Value for money

2.16 The newly emerging pattern of courses and qualifications provides a framework within which education authorities can plan the deployment of resources to give the best possible service to young people in their area and to prospective employers in the local community and beyond. Effective planning of the range of courses which the education system has developed to meet the needs of young people aged 16-19 will have at least the following characteristics. It will be undertaken by the local education authority in consultation with the governing bodies of institutions. It will take account of the views and experience of teaching staff and of employers. It will aim for greater coherence in the deployment of resources between schools and further education colleges. It will seek to ensure that prospective customers for post-16 courses (both students and employers) are fully informed about what is on offer and about the bridges and ladders between different routes to qualifications, and that young people and their parents receive clear and impartial advice so that they can make a wise initial choice. Last but not least, effective planning must take account of the rapid fall in numbers in the 16-19 age group and the need to increase efficiency, quality and value for money in order to finance improvements in quality. Some education authorities are already making good progress towards satisfying these criteria and the Government has taken the steps set out in paras 2.17 to 2.21 below to ensure that they are universally adopted and achieved.

Development plans for work-related non-advanced further education (NAFE)

2.17 As a first step, local education authorities in England and Wales agreed in 1985 to prepare and submit to the MSC development plans and annual programmes for work-related NAFE. All authorities have prepared their first plan, and early indications are that this annual exercise will considerably strengthen the effective planning and management of NAFE. It will be subject to regular review by the Government and the local authority associations, the first of which will take place this summer.

2.18 The tests of success will include evidence of increased responsiveness to the local labour market, improvements in the collection and application of essential management information (including such measures of performance as job placements and customer satisfaction) and evidence of a more reliable flow of labour market information to colleges through the intervention of the MSC and a more systematic approach to marketing. The need for better marketing was one of the themes of the College Employers Links Project of the Department of Education ^{and} Science and will be more widely disseminated through the Responsive College project managed by the Further Education Staff College for the MSC. All these initiatives have the makings of a powerful partnership between the providers and the customers of work-related NAFE, taking advantage of the close links which the MSC has with both local education authorities and employers.

Surplus school places and efficiency in NAFE

2.19 The Government and education authorities recognise the importance of securing the best value for the money for post-16 education and training. The Department of Education and Science has recently completed a joint study with the local authority associations of the scope for removing surplus school places (a comparable study is taking place in Wales). New targets for the removal by 1991 of half the primary surplus and three in five of the secondary surplus are reflected in the Government's expenditure plans.

2.20 The Department of Education and Science is conducting a joint study with the local authority associations of the scope for greater efficiency in non-advanced further education, with a view to

agreeing national targets for the staff student ratio; to promoting better management by local education authorities using agreed performance indicators; and to disseminating practical advice.

Guidance on local authority reviews of provision for the 16-19 age group

2.21 The Secretary of State for Education and Science (has recently issued/intends shortly to issue) draft guidance to local education authorities on the planning and organisation of provision for pupils and students up to the age of 19. The draft circular calls attention to the need to improve standards and make schools and colleges more cost-effective at a time of sharply falling age groups. The 16-19 year old population will fall by one-third during the next decade and is expected to remain well below the 1983 peak for the rest of this century. Against this background, and the overlap between the type of course which can be taken in schools and in further education, local education authorities are being invited to undertake a review of all 16-19 provision in their area as a basis for decisions on the best distribution of courses. The Secretary of State for Education and Science has no preferred solution for the outcome of such a review. The appropriate pattern of organisation for improving educational quality in the most cost-effective way will differ from one location to another. The common factor is the need to draw up coherent plans for work-related NAFE and the effective provision for pupils below the age of 16 and for adults in institutions which also offer education and training for young people.

Careers education and guidance

2.22 Young people need timely and effective careers education (information about the world of work) and educational and vocational guidance to help them choose a career and make a successful transition into further education, training or employment. This is particularly true when new initiatives such as those described in this White Paper are unfamiliar to them and their parents. At each stage in their transition they should have access to guidance on the choices available to them, on how these relate to their developing abilities and

personalities, and the relationship of all these factors to the world of work.

2.23 Local authorities provide this help in a number of ways:

- by the information on education, training and employment opportunities held in schools, colleges and Careers Offices
- by schools themselves, where teachers, in liaison with Careers officers, may provide programmes of careers education, sometimes integrated with personal and social development education, or with the broad curriculum
- by the Careers Service, whose Careers Officers may work with careers teachers in schools or colleges to provide individual educational and vocational guidance to students, and to arrange access to the next step, whether further education, training or work.

In Scotland, the guidance system in schools has a similar approach.

2.24 While the contribution of each professional group is important in its own right and must be of good quality, it is also important to ensure that provision is well organised and effective. For that reason the Government believes every authority should formulate a policy for educational and vocational guidance and careers education within its area, as some already do. The policy should set out the roles and responsibilities of each professional group and arrangements for ensuring co-operation. And there must be a management system to ensure effective delivery.

2.25 It would not be appropriate for central government to specify a common pattern. Nonetheless, central government can ensure that each authority establishes and maintains a policy and makes available advice on good practice. The Secretaries of State for Employment, Education and Science, and Wales therefore intend to consult educational interests, employers and others about the publication of

guidance to local education authorities in England and Wales. A similar process has begun in Scotland with the publication by the Consultative Committee on the Curriculum of "More Than Feelings of Concern" embodying wide-ranging advice which has been circulated to the Scottish education authorities.

THE EXTENSION OF THE TECHNICAL AND VOCATIONAL EDUCATION INITIATIVE
(TVEI)

The pilots

3.1 Vocational education and training after the age of 16 must build smoothly, easily and constructively on what has been learned before. The quality and effectiveness of this bridging process is being raised by TVEI. The main purpose of the Initiative has been to improve the provision of technical and vocational education for 14 to 18 year olds in a way which will widen and enrich the curriculum and prepare young people better for the world of work. The Initiative, which is administered by the MSC in close association with the Education Departments, has re-inforced moves towards the development of a broader and more relevant curriculum and closer collaboration between education and industry. It has therefore enabled many schools to take advantage of a variety of projects sponsored by the Education Departments and the Department of Trade and Industry, including British Schools Technology, School Curriculum Industry Partnership, Micros in Schools, Mini-Enterprise in Schools and the Microelectronics Education Support Unit.

3.2 The main purpose of the Initiative was to explore and test ways of organising and managing the education of 14-18 year olds across the ability range. The Government recognised that it was difficult for the management and educational lessons learned in one authority to be transferred to another directly and this is why the Initiative has been progressively extended. Each education authority has been invited to design a scheme within the broad framework of the national aims and criteria of the Initiative and within its own education strategy and priorities.

3.3 The Initiative has operated on a pilot basis. Fourteen projects were launched in September 1983; a further 48 in September 1984; and a further 12 in September 1985. There are now 74 projects in 73 authorities. If all the proposals originally submitted by education authorities for a further round of projects in 1986 are accepted, there will eventually be 103 projects in 98 education authorities.

3.4

The aims of TVEI have been:

- to attract more young people to seek the qualifications and skills which will be of direct value to them at work and to secure that more young people achieve these qualifications and skills
- to secure that young people are better equipped to enter the world of employment which will await them
- to enable young people to acquire a more direct appreciation of the practical applications of the qualifications for which they are working
- to enable young people to become accustomed to using their skills and knowledge to solve the real world problems they will meet at work
- to develop initiative, motivation and enterprise as well as problem solving skills and other aspects of personal development
- to construct an earlier bridge from education to work by giving young people the opportunity to have direct contact and training and planned worked experience with a number of local employers
- to secure close collaboration between education authorities and industry, commerce and the public services so that the curriculum has the confidence of employers.

3.5

The response from the large number of authorities concerned reflects the wide support the Initiative has received. It has released the energies, potential and commitment of many institutions, teachers and young people themselves. The pilot projects are providing invaluable experience in identifying the most effective ways in which the education of 14-18 year olds can be made more relevant

to the demands of employment and adult life.

3.6 As a result of the TVEI pilots, the curriculum is being broadened; new opportunities, choices and possibilities are being opened up for young people; and teachers involved are responding enthusiastically, while the new programmes and courses are proving popular with students. The Initiative has moreover been developed in a way which is fully consistent with the Government's policies for the school curriculum both in England and Wales and in Scotland; and the Education Departments are closely involved with the MSC in the approval process.

The national extension

3.7 It is essential to keep up the momentum. The Government has therefore decided to extend the TVEI pilots into a national scheme. The objective will be to give all young people aged 14-18 in all maintained schools and colleges access to a wider curriculum based on the lessons learned from the pilot TVEI projects. Such opportunities will be open to young people in the age group in every maintained secondary school throughout Great Britain and the school curricular and college courses will be broadened and enriched through a wide range of technical, vocational and practical programmes.

3.8 The extension will be phased. It will begin in the autumn term 1987. Proposals from authorities will be considered for support once they have been operating TVEI pilot projects for at least 3 years and the proposals will be expected to cover a five year period. The MSC will administer the extension, working closely with the Education Departments and HM Inspectorate. As at the pilot stage, each development project will be managed by the education authority concerned.

3.9 The extension will operate as follows:

- each education authority will be offered a period of 3 years in which to start the extension of its TVEI pilot, beginning with the fourth year from when its pilot began and a period

of 3 years after the start of its extension in which to bring in all its relevant schools and colleges

- for each authority the development phase may last between 5 and 8 years
- all authorities will receive details of the scheme and those which are eligible at that stage will be invited to submit development proposals (there will be a deadline for submission each year, and the number of projects starting each year will depend on the resources available)
- proposals will form the basis of negotiation with the MSC, in association with the Education Departments and HM Inspectorate
- the agreement with each education authority will be specific on the objectives and expected outcomes of each project and on the curriculum changes and enrichments to be introduced in the schools and colleges involved
- joint working between groups of schools and between schools and colleges will be strongly encouraged
- education authorities will need to satisfy the MSC that their arrangements for monitoring, managing, developing and evaluating their projects are satisfactory. Two specific requirements here will be that each scheme should have a full-time co-ordinator or director and that sufficient management capacity should exist to ensure the cohesive and cost effective development of new programmes.

3.10 It is the Government's wish that every education authority should take part in this significant new development and, in order to secure this, the Government will be inviting those 18 authorities not yet involved in TVEI to participate, initially on the basis of a contribution from Government ^{up to} of/£1 million to cover a

preparatory stage of 3 years, to be followed by full involvement.

3.11 Both the Government and the MSC have always made it plain to authorities that TVEI proposals must be of good quality. This positive requirement will remain. Support will not be given unless the proposals are of good quality.

3.12 The programme mounted under the national extension will not be restricted to a fixed cohort or group of young people. Individual authorities will be free to offer the new programmes to all students in the age group.

3.13 The MSC will need to make arrangements for monitoring the extension; for advising on project development; and for evaluating the extension. Each year, the progress of each authority's extension project will be the subject of a joint review between that authority and the MSC. The MSC will need to be satisfied that the project is being delivered effectively and in accordance with its contract with the authority concerned.

3.14 In the extension of TVEI, it will be important to ensure a sufficient supply of qualified and competent teachers in certain subjects, notably mathematics, physics, technology and business studies. The present shortage of teachers in these subjects (and particularly in mathematics, physics and technology) is discussed in a separate paper being issued by the Department of Education and Science. That paper outlines initiatives being taken by the Government as well as measures which others are being invited to consider.

3.15 The extension of TVEI will call for more extensive and systematic in-service training. TVEI has already highlighted the need for more subject specific training in areas where there is already pressure on the supply of suitably qualified teachers; and more general training in such areas as the management and implementation of the necessary range of teaching, learning, assessment and guidance techniques. The Government has therefore taken steps to increase relevant training through the scheme of TVEI-related in-service training (TRIST), for which £20 million has been provided for in 1986-87.

3.16 The present TRIST scheme will be replaced in 1987 (subject to enabling legislation) by the new scheme of grants to local authorities in England and Wales for in-service training described in "Better Schools". This scheme will ensure that the resources available for in-service training are spent on a systematic programme of training designed to meet needs of the greatest national and local priority. The arrangements in Scotland will also reflect the higher priority for in-service training which TVEI will command.

3.17 The first objective must be to make the best possible use of existing teaching resources and to support teachers with the best possible learning materials as well as with intensive in-service training. Existing education authority resources vary widely. Many authorities will need to strengthen their support services, particularly in areas of applied science and technology where specialist knowledge and equipment is not readily available. The MSC plans to encourage education authorities to collaborate in establishing a limited number of regional groups which will provide authorities, and schools and colleges within them, with joint support activities for TVEI projects. The MSC hope that 10 such regional groups will be established by spring 1987.

3.18 In addition, in submitting proposals for a TVEI extension project, the MSC will be encouraging education authorities to develop comprehensive provision for the introduction of technology into all participating schools, building on, wherever possible, the support provided by the British Schools Technology programme and the Science and Technology Regional Organisation network (the services of both of which are already available to the large majority of education authorities). In developing TVEI in this way, the MSC will also be making a contribution to the wider movement towards increased links between education and industry.

3.19 In administering the TVEI pilots, the Commission has been advised by its National Steering Group, which includes representatives of interested organisations from local and central government, industry and education. At local level, each TVEI project has been steered by a committee of representatives of all the interested groups, including industry and commerce. Similar arrangements will apply for the extension.

3.20 It is of vital importance to ensure that the curricular aspects of ^{the} TVEI extension are, from the outset, consistent with other strands of Government policy. This is clearly in the interests of every education authority, since each authority will be asked to make proposals designed to have effect within all secondary schools for which it is responsible.

3.21 A statement of curricular criteria has been drawn up by the Government based on the relevant passages of "Better Schools" and for Scotland of the Munn Report and the 16+ Action Plan. It has been prepared on the basis that the aim of the extension of TVEI is, within overall programmes of suitable breadth and balance, to promote relevance and the practical application of knowledge, skills and understanding. The statement represents curriculum objectives to which each authority's development plan should be directed, and will be sent to authorities when extension proposals are invited.

3.22 The Government has set aside £900 million over the 10 years or so of this development as its commitment, through the MSC, of additional funding for education authorities. The upper limit of what each individual education authority will be able to receive from the MSC will be related to the size of the student population in the 14-18 age group in that authority. It will also depend on the nature of its proposals - and in particular whether the proposals are judged to be cost effective and good value for money.

3.23 This additional funding will supplement what education authorities are already committing, or planning to commit, to the development of the curriculum. No specific additional contribution from education authorities will be required but it will be open to them, for example, to refocus existing resources in support of these developments, to make more cost-effective use of existing resources, and to seek support from the local community including in particular industry and commerce, the strengthening of links with whom is one of the key aims of the Initiative.

3.24 The Government is funding the extension because it recognises the fact that for each authority there will be additional

costs attaching to curriculum changes and improvements relating to TVEI and there will be additional costs for staff, equipment, running costs and in-service training and teacher development. It will be for each authority to propose what proportion of Government support it wishes to allocate to each of these and how that support will be divided between the provision of central resources and individual schools and other institutions.

3.25 The Government is making a substantial financial commitment to enable the national extension of TVEI. The extension will build on the progress made by the pilots. It will strengthen the partnership between the MSC, the Education Departments and education authorities. And it will bring about the achievement of the Government's objective that all young people in schools should have the opportunity of following a more relevant and practical curriculum leading to the achievement of recognised standards of competence and qualifications.

DEVELOPMENTS IN YOUTH TRAINING

4.1 Full-time education and training is a well-established route to vocational qualifications. It will continue to play a prominent part in the new framework of National Vocational Qualifications. The reforms and innovations in the school curriculum (including the national extension of TVEI), the examinations system and the planning, management and marketing of post-16 provision will widen choice, making learning in school and college more relevant to the needs of the modern world and, in particular, the needs of employers. They will engage and motivate young people. They will tackle head on the criticism that the school curriculum has been too academic and too little concerned with practical applications of knowledge. The Government hopes that many more young people will elect to stay on in full-time education until the age of 18 and taking advantage of these new opportunities.

4.2 But many will continue to leave school or college at age 16 or 17. For them there is now a second broad highway - the 2 year YTS. The Government has already announced that this programme of high quality training for skills will be a permanent feature of the vocational education and training system.

4.3 The 2 year YTS has now been launched by the MSC. In 1986/87 there will be nearly 460,000 training places available for young people who have left school or college. This is the highest number ever - and it spans a broader spectrum of employment than ever before. Much of what the programme is providing is new to important sectors of employment. High standards are being set from the outset. Sector training organisations and individual providers are being given every encouragement and assistance to design schemes of training which meet the highest standards and to secure them. A new tradition is being created - a "traineeship" for the 1990s and beyond. Valuable support towards the cost of the programme is being provided by the European Social Fund.

4.4 The objective is to provide a foundation of broad-based vocational education and training and planned work experience which will give every young person taking part the opportunity to obtain a

vocational qualification relating to competence in the workplace or to obtain a credit towards such a qualification. That qualification will be supported by a personal record of achievement for each young trainee.

This will record achievement in:

- competence in a job and/or a range of occupational skills
- competence in a range of transferable core skills: numeracy, communication, problem solving, practical skills, computer skills and information technology
- the ability to transfer skills and knowledge to new situations
- personal effectiveness.

4.5 Every training proposal submitted to the MSC must include the following:

- a training plan covering a 2 year period of training, showing the incidence of off-the-job training and work experience, together with information on the providers of each
- the qualifications goals
- a minimum period of off-the-job training: at least 20 weeks in the 2 year period with an expectation that at least 13 of these weeks will be in the first year
- systems for recording and reviewing achievement and progress of young trainees
- a commitment to provide the official YTS certificate to every trainee when he or she leaves the programme, together with an individual record of achievement
- details of arrangements for training in computer / and skills

information technology (many young people in training will have both hands-on experience and training off-the-job).

4.6 The Government's aim is to provide high quality training for all young people taking part and to ensure that those undertaking it can be confident in its quality. Accordingly, every young person in training will have a training agreement. The training agreement sets out the nature and objectives of the training to be undertaken, together with a programme for that training. It provides for the training to be carried out by competent instructors and supervisors and ensures that the young person is properly protected so far as safety and health at work are concerned. It ensures that the young trainee is clear about his or her remuneration, holiday entitlement, grievance procedures and access to guidance or help. And it explains the need for the trainee to follow the agreed programme, to attend at the due times and to maintain responsible standards of behaviour.

4.7 Every young trainee receives a weekly allowance, from which there are no deductions for tax or national insurance. The allowance is £27.30 in the first year of training and £35 in the second year. The aim is, in time, to relate progression from the lower to the higher level of allowance to the achievement of the young person while in training.

4.8 The new 2 year YTS is designed for 16 and 17 year old school and college leavers, whether they are employed or unemployed. 16 year old leavers are eligible for 2 years' training and 17 year old leavers for one year's training. There are special arrangements concerning eligibility and duration of training for disabled young people and some other special groups. YTS already carries an undertaking by the Government that all 16 year old school leavers who remain unemployed will be offered a suitable place by Christmas of the year they left school, and this undertaking has been substantially met in each of the first 3 years of YTS, as a result of the efforts of training providers, the MSC and the Careers Service. When announcing the 2 year programme last year, the Government said that the new programme would begin with a continuation of the existing guarantee of a

one year place to all unemployed 16 year old leavers. The Government has now reviewed the position and, after taking into account the positive response of employers and other providers (already all the places needed for 2 year YTS this year have been offered to the MSC), has decided to extend its guarantee by undertaking that all 16 year old school leavers who remain without a job after leaving school will be offered a suitable 2 year place by Christmas of the year they leave school. This will begin this year. It remains the Government's target to extend further its guarantee later to cover the provision of a one year place for all unemployed 17 year old leavers.

4.9 From the beginning, the greatest attention is being paid to the quality, design and content of the training programme. From 1 April 1988 no organisation will be able to continue to provide training under YTS unless it has secured the status of an Approved Training Organisation. These organisations will have to satisfy important criteria, whose purpose is to ensure high calibre and competent training throughout the programme. The criteria are that the organisation has:

- the ability to devise a 2 year programme of training in accordance with the YTS design framework
- previous satisfactory experience in training
- sufficient resources, particularly of staff, to enable the training offered to be satisfactorily delivered
- clear policies and practices covering the selection, briefing and development of adults involved in its YTS scheme
- suitable and safe premises and equipment
- regular, systematic and correct assessments of trainee performance and achievements
- effective means of keeping its training programmes under review

- a positive commitment to equal opportunities regardless of sex, race, physical or mental disability
- a positive commitment to health and safety
- financial resources to enable it to carry out its obligations.

4.10 These criteria set quite new standards for the provision of training in this country. They are intended to achieve a quality in the training opportunities available to young school leavers which is the equal of anything found in our competitors overseas.

4.11 To assist in meeting this aim, the MSC is now establishing a new Training Standards Advisory Service. It will monitor performance; it will sample training programmes to ensure that the quality of the training process is being sustained; it will assist in the spreading of information and best practice; and it will assist in the process of awarding Approved Training Organisation status. It will closely coordinate its work with HMI. Its independence and ability to report as it finds will be protected.

4.12 Criteria for content and design of the 2 year YTS have already been laid down. Much work is already in hand in devising training standards in sectors of industry and commerce. Over the last few months, the MSC has published 8 illustrative schemes, drawn up in consultation with the sectors concerned, which outline the possible elements of a 2 year training programme. They cover:

- clerical, administrative and office service occupations
- the distribution industry, retail and wholesale
- agriculture and horticulture
- the community and health care industry

- the hairdressing craft
- carpentry and joinery
- the hotel and catering industry
- the leisure industry.

And, in addition, draft standards have been issued for 17 construction occupations, for 9 engineering skill areas and for the knitting and lace and hose industries.

4.13 The Government regards as particularly important the aim that every YTS trainee should have the opportunity to gain a recognised qualification or a credit towards one. It welcomes therefore the establishment of the YTS Certification Board, whose nature and work is described in part 5. The Board will need to take account of all the developments on qualifications referred to in this White Paper.

4.14 High quality vocational education and training is therefore now becoming available to all school and college leavers under 18. The systematic, work-related training which was available in the past only to a minority of young people (mainly men) through apprenticeships will in future be available to all of them. And the old approach of training to perform only an immediate and limited job will be replaced by training for in-depth competence suited to whatever sector or occupational groups the young trainee may enter.

4.15 The Government has been impressed by the commitment of all concerned to make 2 year YTS a success. Introducing the programme has not been without difficulty for some providers and the Government recognises, in particular, the problems of transition. But success and achievement lie within our grasp and the Government intends fully to honour its commitment to the programme's success.

PART 5

REFORMING THE STRUCTURE OF VOCATIONAL QUALIFICATIONS

5.1 Qualifications and high standards are not luxuries - they are necessities, central to securing a workforce, and individuals within it, recognised as competent and adaptable. Our economic performance and individual job satisfaction both depend on maintaining and improving standards of performance. This applies from the board room to the shop floor; and at the hotel reception desk as much as in the workshop and it applies as much to adults training and retraining as to young people starting off. But standards need to be defined and achievement of them recognised in a way which is widely understood. That is the role of the vocational qualifications system - which must test and record not just knowledge and understanding but also skills and competence in applying such knowledge. And it must do so in a way which encourages individuals to build on qualifications and to fulfil their potential and stimulates employers to give full recognition for qualifications earned, and therefore standards achieved. That is why the Government regards the reform of the present haphazard pattern of vocational qualifications in England and Wales as being vital, and why it has decided to act immediately to implement the main recommendations of the Review of Vocational Qualifications.

The Review of Vocational Qualifications

5.2 A year ago, the Government established a Review of Vocational Qualifications in England and Wales under the chairmanship of Mr H G De Ville, CBE. The Group included representatives of employers, employees, examining and validating bodies, other training and education interests and some of the professions. The Group's terms of reference were:

- to recommend a structure of vocational qualifications in England and Wales which
 - . is relevant to the needs of people with a wide range of abilities
 - . is comprehensible to users
 - . is easy of access

- . recognises competence and capability in the application of knowledge and skill
- . provides opportunities for progression, including progression to higher education and professional qualifications
- . allows for the certification of education, training and work experience within an integrated programme

- and to design a timetabled programme to achieve this which has the support of employers, examining and validating bodies and others concerned.

5.3 The Review Group has now reported* unanimously after extensive consultation in England and Wales. From these consultations and the work of the Group five major priorities emerged:

- more better qualified people are needed;
- action must be taken to reduce the confusion of the present qualifications system
- we need to bridge the unhelpful divide between the so called "academic and the so called "vocational" qualification
- vocational qualifications need to relate more directly and clearly to competence required (and acquired) in work
- we should try to build on what is good in present practice.

5.4 The report recognised important strengths which should be

*Review of Vocational Qualifications in England and Wales, a report by the Working Group - Published by HMSO May 1986

preserved and built on but highlights major weaknesses which must be rectified. They include:

- no clear and readily understood pattern of provision
- considerable overlap and duplication
- gaps in provision
- many barriers to access to qualifications and inadequate arrangements for progression and transfer of credit
- assessment methods which are biased towards the testing of knowledge rather than skill or competence
- insufficient recognition of learning gained outside formal education and training

Because of these defects there is limited take up of vocational qualifications. The 1984 Labour Force Survey showed that more than 40% of the workforce at all levels had no recognised qualification in the range from Certificate of Secondary Education (CSE) and O level to HND and degree level.

5.5 In its interim report, which the Government fully endorsed, the Group set out objectives for an improved system of vocational qualifications. These were that:

- the main objective should be to develop a clear, coherent and comprehensive system of vocational qualifications, based on the assessment of competence directly relevant to the needs of employment and the needs of the individual

- the more specific objective should be to develop a system which is comprehensible, relevant, credible, accessible and cost effective.

5.6 To achieve these objectives the Group in its final report recommended that

- vocational qualifications in England and Wales should be brought within a new national framework to be called the National Vocational Qualification (NVQ)
- a new National Council for Vocational Qualification (NCVQ) should be set up to implement change, to develop the framework of national qualifications and to ensure standards to competence are set.

5.7 The Government accepts these recommendations and urgent action to implement them is now in hand for England and Wales, and for Northern Ireland which the Secretary of State for Northern Ireland has now decided should be embraced by the Council's responsibilities. The Review Group's remit did not apply to Scotland and for the time being the framework and the Council will not apply there because of the significant progress which had already been made there on the comprehensive reform of vocational qualifications under the 16+ Action Plan. The Government recognise however, the need to secure mutual recognition of equivalent vocational qualifications obtained under the different certification and assessment arrangements which would apply in Scotland and the rest of the United Kingdom, and there will be close working relationships between the NCVQ and Scottish interests. The Secretary of State for Scotland will consider in 2 or 3 years time whether there should be any formal change in the relationship between the NCVQ and Scotland.

The new national framework

5.8 The Government accepts the recommendation that the new national framework should be called the National Vocational Qualification (NVQ) and that this framework should be designed to incorporate and embrace levels of

awards up to and including the higher levels of professional qualifications.

5.9 The Review Group suggested that the first four levels of the NVQ should be based on the following descriptions of standards of achievement:-

Level I

Occupational competence in performing a range of tasks under supervision

Level II

Occupational competence in performing a wider, more demanding range of tasks with limited supervision

Level III

Occupational competence required for satisfactory responsible performance in a defined occupation or range of jobs

Level IV

Competence to design and specify defined tasks, products and processes and to accept responsibility for the work of others.

5.10 The report recognises that the concept of levels across the whole span of vocational qualifications will be complex and difficult to work out in practice, and that these definitions may need refining, but the Government accepts them as a basis for further consultation and action.

Professional qualifications

5.11 It will also be necessary to reflect that in some professions competence will be needed at degree level and above. The Review Group acknowledged that it had not had time to consider or make precise recommendations beyond Level IV but thought that this structure might include one or more levels, to include the higher levels of professional qualifications. Only a few professional bodies could be directly represented on the Review Group and indeed part of the problem is that there are some 250 professional bodies which examine and award qualifications at varying levels. The Government therefore believes that

the National Council should be entitled to expect the full cooperation and commitment of professional bodies in getting all appropriate qualifications (ie those below degree level) and part qualifications into levels I-IV of the National Vocational Qualification framework by the time it is established in 1991. The Government will ask the National Council to open early discussions with the professional bodies to achieve that.

5.12 The Government is aware that there has been some initial anxiety about the extension of the framework above Level IV and the way in which the Council's activities might relate to the responsibilities of bodies concerned with entry to professions at degree level or above. However, in the Government's view it is essential that the National Vocational Qualification levels should be progressive and should enable the individual to proceed to, and progress in, professional qualification of all kinds. This will clearly take time and the Government will invite the new National Council to consult the appropriate professional and other bodies, on how higher levels of professional qualifications can best be articulated with the proposed NVQ framework, and to report back to the Government on its proposals in the light of the consultations.

Timetable for levels I-IV

5.13 The initial priority must be to secure and put in place levels I-IV to cover the range of achievement from the Certificate of Pre-Vocational Education (CPVE) and YTS up to and including Higher National awards and equivalents, including appropriate awards of the professional bodies. The Review Group believed that urgent action is necessary, and recommended that the aim should be to have the new framework fully operational for levels I-IV by 1991. The Government fully endorses this aim. It is essential that rapid progress is made if we are to make our arrangements for work-related learning as effective as those of our overseas competitors - The Government hopes that the design criteria will be agreed by the Council and the first accreditations (see ^{para 5.35} below) completed, by the summer of 1987.

A new National Council for Vocational Qualifications

5.14 There are so many interests involved in rationalising the

present structure that we need an engine of change independent of existing interests. The Government has therefore accepted the recommendation to establish a new National Council for Vocational Qualifications (NCVQ). Its task will be to implement, or to secure action to implement, the framework of National Vocational Qualifications (NCVQ)

5.15 Within these general responsibilities the Government is setting the National Council nine specific tasks. They are to

- 1 identify and bring about the changes necessary to achieve the specification and implementation of standards of occupational competence to meet the needs of the full range of employment, including the needs of the self-employed
- 2 design, monitor and adapt as necessary the new framework for National Vocational Qualifications;
- 3 secure the implementation of that framework by accrediting the provision of approved certifying bodies
- 4 secure comprehensive provision of vocational qualifications by the certifying bodies
- 5 secure arrangements for quality assurance
- 6 maintain effective liaison with those bodies having responsibilities for qualifications which give entry to, and progression within and from, the system of vocational qualifications into higher education and the higher levels of professional body qualifications
- 7 collect, analyse and make available information on

vocational qualifications and secure the operations of an effective, comprehensive and dependable data base

8 undertake or arrange to be undertaken research and development where necessary to discharge these functions, and

9 promote the interests of vocational education and training and, in particular, of vocational qualifications and to disseminate good practice.

5.16 The National Council will not itself be an examining or a validating body. It will, however, develop policy for the system as a whole, negotiate to achieve the stated objectives from the system and accredit qualifications of bodies offering awards within the national framework. It will work very closely with standard setting and certifying bodies - and they will need to work with the National Council. Qualifications approved for the NVQ will receive the insignia and endorsement of the National Council.

5.17 Thus existing bodies will continue to issue their own qualifications and if they meet NVQ standards they will be endorsed by the Council confirming that they are deemed to be a qualification meeting its requirements including giving proper recognition to skills and competence as well as knowledge and understanding, and taking account of experience and competence in the workplace. The NCVQ will assign the qualification to the appropriate level. Accreditation will be for a maximum of 5 years, and it is likely that as the system gets under way initial accreditation may be for little more than a year or two, to allow for changes in emphasis as the NVQ framework develops.

Chairmanship and Members of the Council

5.18 The Chairman and members of the National Council will be appointed initially for a 3 year period, with the possibility of re-appointment for further terms. The Chairman will not be someone directly involved in the certification of vocational education and

training. The members of the Council will be appointed on a personal basis, in the light of their knowledge and the needs of employers and employees and of vocational education and training practice. They will include employers, trade unionists, providers of education and training and those with direct experience of the work of the major certifying bodies.

Ministerial arrangements

5.19 There will, be a continuing Government concern with the influence of the Council's work upon education, training and employment policy and there will be an initial Government contribution to its funding. The Council will be sponsored jointly by the Secretaries of State for Employment, for Education and Science, for Northern Ireland and for Wales. The Secretary of State for Employment will have the lead responsibility for day to day financial and administrative matters and for issues spanning the functions of all the Secretaries of State involved, with whom he will work in close consultation. The Council will also maintain close links with the Education Departments of England and Wales and Northern Ireland and the Ministers concerned will deal direct with it on matters within their responsibilities. The Council and the MSC will also work closely together. The Secretary of State for Scotland will keep in close touch with the work of the Council (see ^{para} 5.7 above) and the Council will maintain close liaison with Scottish vocational education and training interests.

Administrative and financial arrangements

5.20 The NCVQ will be appointed by the Autumn. It will be set up under the Companies Acts as a company limited by guarantee. The Review Group estimated that it would have a staff of 65-70 and a basic annual budget in the initial years of some £3m. It suggested that there should be initial Government pump priming funding for up to 5 years, but increasingly the Council would be funded by charges levied for its services, principally on those bodies where qualifications were recognised for incorporation in the NVQ framework. The Government accepts this broad approach subject to detailed approval of staffing and funding proposals and the NCVQ aiming to become self sufficient for normal running costs by the beginning of 1990/91, in which year the full NVQ framework on levels I to IV should be becoming operational.

Standard setting

5.21 Arrangements for standard setting and assessment also need improvement. The first task must be to develop dependable arrangements for specifying standards of competence across all occupations. And the second must be to ensure that vocational qualifications incorporate those standards. Present arrangements are not satisfactory for these purposes and important changes are needed.

5.22 The Government will look to the National Council working closely with the MSC and industry interests concerned, and in association with education interests, to establish a clear focus for national action to secure the specification of standards of competence by effective and appropriate industry bodies. Comprehensive coverage of industry and commerce and of every occupational grouping must be the objective.

5.23 Machinery to do this is not yet well developed across all sectors of employment. The Government will expect statutory and non-statutory industry training organisations to draw up a timetabled plan of action to secure that, in each sector for which they are responsible:

- procedures exist by which the sector's skill requirements and training needs can be securely defined and periodically reviewed
- arrangements are made for setting and maintenance of standards, and for progression between standards
- arrangements exist for assessing and crediting learning achievements
- relevant vocational education and training provision is kept up to date
- adequate systems for, and access to, vocational education are in place.

5.24 In pursuing these matters, the NCVQ and the MSC will need to pay particular attention to three priorities:

- that there is comprehensive coverage across all employment sectors
- that occupational needs are met when these relate

to more than one industry sector

- that arrangements are made to deal effectively with newly emerging occupations and industries.

5.25 The Government is therefore asking the Manpower Services Commission to take the lead in stimulating industry training organisations to draw up their individual action plans, and is asking the Commission to report back on progress to Ministers and to the Council not later than April 1987.

5.26 The Government will expect the National Council also to ensure that qualifications are more informative and especially that they indicate the competence of the individual. It is therefore essential to ensure a workable and effective system for credit recognition and transfer and for practical assessments of competence. A priority here is developing and securing a system to enable people to gain credit for performance in skills and competence tests carried out in industry.

Skills testing

5.27 Skills testing is only one aspect of the assurance of competence, but it is an important one, for which existing opportunities in some sectors are limited; and the Government would like to see skills testing facilities within easy reach and readily accessible. This does not necessarily mean more bricks and mortar or more institutions; what is needed is a network involving existing work places, the Skillcentres, colleges of further education, group training organisations and Industry Training Board or Industrial Training Organisation centres. The Review Group recommended that access to skills testing facilities should be more readily available than at present, and that the NCVQ should prepare proposals for, and secure the implementation of, a substantial extension of skills testing facilities. The Government is in principle sympathetic to the case for such an extension which it believes should be self financing, reflecting the willingness of the market to pay for skills testing services. It will therefore invite the NCVQ to consult widely and report back to the Government on how self financing skills testing may be extended consistent with the Council's plan for the development of the NVQ framework.

Links between NVQ and YTS

5.28 Linkages and progression will be prime concerns for the new National Council. Most immediately, there must be a clear and close

linkage and integration of the many qualifications and credits which can be obtained under the under the two year YTS.

5.29 Following the interim report of the Review of Vocational Qualifications, the Manpower Services Commission established a YTS Certification Board which includes employers and training providers from the City and Guilds of London Institute, the Business and Technician Education Council, the Royal Society of Arts and the Scottish Vocational Education Council. At present this Board serves - and for a while will continue to serve - 5 important purposes:

- coherence in the development of standard setting and ensuring adequate assessment arrangements for YTS trainees
- facilitating negotiation of credit transfers and recognition of qualifications obtained through YTS for progression within and from YTS
- ensuring comprehensive coverage for YTS trainees by region, occupational sector and level of achievement
- establishing recognition for vocational qualifications relevant to the needs of YTS
- acting as a focus for all national examining bodies in Great Britain.

5.30 The Manpower Services Commission will need to review with the National Council and the Scottish interests the future of this Board. There is a strong case for subsuming the Board within the National Council from an early date, but it is unclear for how long a separate focus for YTS will remain desirable. It is clear, however, that, from the outset, assessments within YTS should come within the general framework of the National Vocational Qualifications and the counterpart National Certificate in Scotland.

Links between NCVQ and education

5.31 A second important linkage for the National Council will be with the Secondary Examinations Council in England and Wales. It will be essential to establish linkages and progression between the new framework and the new GCSE and A levels - an issue which may increasingly arise with YTS as well as within full-time education. The new National Vocational Qualification framework should also take account of the Certificate of Pre-Vocational Education (CPVE) development. Appropriate combinations of CPVE preparatory modules might equate with, or contribute to, Level I of the National Vocational Qualification and could constitute an important route to attainment at that level, with full or part-time education or within YTS.

5.32 Finally, there is the question of progression to higher education and higher level professional qualifications. It is important that, as the vocational education and training system is developed, appropriate recognition should be given to vocational qualifications for entry to, and progression within, higher education and higher level professional qualifications. Unnecessary barriers to entry should be removed. Routes of progression and the standards of achievement in professional qualifications should be clearly stated. And the learning needs of adults should be recognised and met.

5.33 The Government therefore believes that, from the outset, there should be recognition of the National Vocational Qualification at appropriate levels in entry procedures and regulations for degree courses and for entry to professions (see ^{paras} 5.11 and 5.12 above).

Timetable and promotion

5.34 The National Council has a major task. If it is to make swift progress of the kind that is needed it must have a clear timetable and what it is doing must be underpinned by the collection, analysis and dissemination of authoritative information.

5.35 The National Council will be appointed and operational by the autumn of 1986. It should seek to agree and promulgate design criteria for the National Vocational Qualification early in 1987. It should complete

its first accreditations not later than the Summer of that year. And we look to the National Council to have the first four levels of the new framework fully in place by 1991.

5.36 We hope, given the unanimity of the report of the Review of Vocational Qualifications and the wide range of interests represented on it, that it will be possible for the National Council to secure these objectives by voluntary means with the cooperation of established interests. But the Government will not hesitate to act should it appear that legislation is necessary to make the new NVQ framework effective.

5.37 There is a clear need for a national data base of vocational qualifications to assist the National Council in its task of designing, monitoring and adapting the new framework and to help users understand that system. And access to that data base needs to be as widely available as possible. The aim should be to establish the data base within a year of establishment of the National Council.

5.38 Finally, the National Council needs to tell all - individuals, employers, providers alike - what it is doing and why. We therefore expect the National Council to undertake at an appropriate time a major promotional campaign to generate awareness and understanding of the National Vocational Qualification and the benefits to individual, employers and country alike of increasing vocational education, training and competence.

Conclusion

5.39 The National Council and the NVQ are about improving qualifications and standards: standards of performance, of reliability and of quality. It is these which will make the critical difference to the design of British products and services, their delivery, after sales service and maintenance, customer relations and marketing and, not least, management. In the past we have paid too little attention to standards and our expectations have been too low. We need to raise minimum standards all round and pursue and expect success and demonstrated achievement.

5.40 That will help everyone. Employers will know what individuals can do. Trainees will have something for which to strive. We shall cut out time spent going back over ground already traversed. We shall open up routes forward which were not open before. Above all we shall come to value quality and excellence, take pride in achievement and realise that the process of learning is life long and that there are ladders of opportunity open to everyone at every point in life.

DEVELOPMENTS IN NORTHERN IRELAND

6.1 The aims and objectives stated in this White Paper apply in principle in Northern Ireland as they do to the rest of the United Kingdom. The action in part 5 concerning the new structure of vocational qualifications applies directly to Northern Ireland, and account will be taken in the administration of the new structure of any adjustments which may be necessary to cater for the particular institutional and organisational arrangements which exist there. As already stated, the Secretary of State for Northern Ireland will be a sponsor of the National Council for Vocational Qualifications.

6.2. However, while Northern Ireland subscribes to a national structure of qualifications, it has traditionally operated distinctive educational and youth training systems. For that reason, curricular and youth training developments will be pursued in the context of those local systems.

6.3. For those in full-time education in Northern Ireland, there are a number of initiatives in curriculum and assessment which parallel, link or subsume those developments planned for the rest of the United Kingdom. In particular the aims, criteria and principles of TVEI are compatible with those of the 11-16 Curriculum Review and Development Programme in Northern Ireland. There is therefore already in place a framework for change and development in schools within which TVEI principles can be considered by schools and adapted to suit local circumstances. The uptake of good practice identified within TVEI could be promoted effectively in the context of the whole curriculum.

6.4. Since its launch in 1982 the Youth Training Programme in Northern Ireland has offered two years of training to minimum age school leavers. It is managed and delivered by an effective partnership of the Departments of Economic Development and Education which ensures a well-integrated and balanced provision designed to assist young people to make the transition from school to adult working life.

6.5. It is the intention to build on this firm foundation of

vocational preparation provided under the Youth Training Programme and to concentrate on:

- the enhancement of quality, including staff development
- the promotion of the concept of open routes and clear progression
- the delivery of relevant training linked to opportunities to work for nationally recognised qualifications
- the expansion of training provision, particularly in the second year of the Programme, to enable the Government's objectives in regard to guarantees (to which reference is made in part 4 of this White Paper) to be delivered in Northern Ireland.

6.6. Work is already in hand in Northern Ireland to lay the foundations for a greater coherence in the whole range of vocational education and training programmes for those aged 14 to 18. On the basis that better integration and progression can be achieved from such foundations and by full participation in the national development of a new vocational qualifications system, Northern Ireland should be able to build a more buoyant economy through the development of its young people into the skilled and flexible workforce so necessary for the future.

SUMMING UP

7.1 In "A New Training Initiative: A Programme for Action" published in 1981 the Government endorsed the Manpower Services Commission's New Training Initiative with three major national objectives for achievement in the decade. It also announced the setting aside of resources for a new Youth Training Scheme, the development of the Open Tech Programme, the setting of a target date for the completion of the modernisation and development of apprenticeship and other long term training programmes and the development of new approaches to secure more vocationally relevant provision in full-time education and closer links between education and training services and industry in localities.

7.2 In "Training for Jobs" published in 1984 the Government recorded significant developments in vocational education in schools, including its Technical and Vocational Education Initiative. At the same time the Government announced its Adult Training Strategy and significant new arrangements concerning vocational education in the further education sector.

7.3 In "Better Schools" published last year the Government set out its policies for improving the contribution of schools in England and Wales to the preparation of young people for working life.

7.4 In "Education and Training for Young People" also published last year the Government announced the development of YTS as a permanent feature of the vocational education and training system, offering two years of high quality training for school leavers leading to recognised qualifications. It also announced the establishment of the Review of Vocational Qualifications.

7.5 In this White Paper, the Government has carried forward the development of the vocational education and training system. In particular it has announced:

- significant developments in full-time education aimed at raising standards at all levels of ability, giving all young people a broad competence and improving effectiveness and efficiency
- the extension nationally of the lessons and opportunities learned in the pilot Technical and Vocational Education Initiative projects and the commitment of a total of £900m to education authorities for this purpose
- the ways in which the 2 year YTS is being developed as a high quality programme
- the introduction, by 1991, of a new framework of National Vocational Qualifications in England, Wales and Northern Ireland to embrace all existing vocational qualifications
- the establishment later this year of a National Council for Vocational Qualifications to act as a focus for development of the NVQ framework.

7.6 These developments show the increasing interrelationship between education and training policies to which the Government is committed. The success of these policies will require a sustained effort by all concerned. There is no magic wand that can be waved to transform the situation overnight. The Government does not claim that there is. But if we all aim for the objectives set out in this White Paper and pull together to achieve them we shall begin to earn the dividend which investment in learning will bring. There are few areas of national life more important to the future of our economy, our society, our people and our families.