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From the Minister without Portfolio
The Rt Hon Lord Young of Graffham

Andrew Turnbull, Esq.,
10 Downing Street,
London, S.W.1.

2nd April, 1985

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Dear Andrew

EDUCATION AND TRAINING FOR YOUNG PEOPLE

I enclose a copy of the White Paper "Education and Training for Young People". This will be published at 4.30 p.m. tomorrow following statements in both Houses and I should be grateful if you would regard the attached copy as embargoed until that time. Copies of the Confidential Final Revise of the document have been sent separately at official level to Departments represented on MISC 107.

I am copying this letter, with a copy of the White Paper, to the Private Secretaries to members of the Cabinet and to Sir Robert Armstrong.

Yours ever
Leigh

Leigh Lewis
Private Secretary

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From the Minister without Portfolio
The Rt Hon Lord Young of Graffham

TF has seen

cc NO

The Rt. Hon. Tom King M.P.,
Secretary of State,
Department of Employment,
Caxton House,
Tothill Street,
London, S.W.1.

27th March, 1985

Tom King

EDUCATION AND TRAINING FOR YOUNG PEOPLE

I am grateful for the comments which you and others offered on the draft White Paper on education and training for 14 to 18 year olds. You will see that these are fairly fully reflected in the attached text which has now gone to the printer. In one or two instances where colleagues' views or suggestions conflicted, I have had to make a judgement as to how these might best be reflected. Unless I hear to the contrary within the very near future, I shall assume that you and others are content.

I am copying this letter and the White Paper text to E(A) colleagues, Norman Fowler and Sir Robert Armstrong.

Yours,

Lord Young

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**EDUCATION AND TRAINING FOR
YOUNG PEOPLE**

Presented to Parliament by
the Secretary of State for Education and Science,
the Secretary of State for Scotland,
the Secretary of State for Wales,
the Secretary of State for Trade and Industry,
the Secretary of State for Employment
and the Minister without Portfolio
by Command of Her Majesty

~~March~~ 1985

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EDUCATION AND TRAINING FOR YOUNG PEOPLE

DRAFT WHITE PAPER

1 Many young people leaving school today will not retire until the second third of the next century. If the present rate of change is maintained they will be working in a world unimaginable to us. Above all else they must be given both a firm foundation and a flexible approach to their working lives. Upon this depends our future prosperity and growth for our lasting resource is the skill and adaptability of our people. This White Paper outlines the new Government initiatives on the work-related education and training of young people between the ages of 14 and 18.

2 The recent report "Competence and Competition" commissioned by the Manpower Services Commission (MSC) and the National Economic Development Council pointed to the strong correlation between the greater investment in vocational education and training of our major competitors and their superior economic performance. The report underlines the Government's view that vocational education and training are not marginal activities, but are central to our economic growth and prosperity. The report recommended that "public expenditure on (education and training) should be maintained while expenditure by employers and individuals is increased".

3 The Government's White Paper on a "New Training Initiative" in 1981 (Cmnd 8455) set out our national training objectives. These are:

- (i) modernisation of training in occupational skills with particular emphasis on training to agreed standards of skills appropriate to the jobs available;
- (ii) better preparation in schools and colleges for working life and better arrangements for the transition from full time education to work;
- (iii) wider opportunities for adults to acquire and improve their skills.

Securing these objectives is essential if we are to exploit the new technologies and create more jobs.

4 The Government's White Paper "Training for Jobs" published in January 1984 (Cmnd 9135) summarised progress. Since then the MSC and others have taken further action in developing provision for young people and in widening training opportunities for adults. "Better Schools" (Cmnd 9469) sets out the Government's policies for improving the contribution of schools in England and Wales to the preparation of young people for working life.

Developments in full-time education

5 There have been developments of major significance within the education system. "Better Schools" describes the measures taken by the Government, together with its partners in the education service, on the curriculum, examinations and teaching quality in England and Wales. All these are designed to develop in pupils and students, at all levels of ability, the positive personal qualities which will provide the necessary broad, balanced and practical foundation for vocational specialisation and for training in a technological society.

6 Among the measures to improve the system of examinations and assessment is the introduction of the Certificate of Pre-Vocational Education (CPVE) which will provide courses of general education with a strong vocational bias for young people who choose to stay on in full-time education for one year after the compulsory period. The CPVE, which is described in paragraphs 112-115 of Cmnd 9469 has been developed for use in FE colleges as well as schools. The new GCSE examinations will place more emphasis on practical competence and problem-solving approaches.

7 There is in the non-advanced sector of further education (NAFE) a constant flow of new courses, some nationally and others more locally available; and adjustments are made to the pattern of vocational

qualifications as judged apt by the examining and validating bodies on which employers are represented. Further impetus towards the evolution of courses in NAFE will come from the involvement of the MSC through the new arrangements in paragraphs 43 to 53 of "Training for Jobs" and by improvements in the system of vocational qualifications which the Government intends to secure through the measures described in paragraph 40 below.

8 Links between schools and industry are being established and reinforced. A range of projects has been developed, including the Micros in Schools Scheme, the Microelectronics Education Programme and British School Technology, aimed at providing a more relevant education. The Government has also supported and encouraged various forms of cooperation between schools and local businesses designed to promote enterprise and to enhance pupils' understanding of wealth creation.

9 In Scotland two major development programmes are in progress:-

- . all courses for 14-16 year olds in schools are being revised to incorporate a much greater emphasis on problem-solving and on the use of practical and oral skills in the application of knowledge. Each young person will have a series of well-defined goals. Achievement by pupils of all abilities will be tested

against nationally-defined levels of performance and recorded on the new Standard grade of the Scottish Certificate of Education;

- . the revision on a modular basis of all non-advanced further education qualifications is nearing completion. A flexible system of modular programmes now exists for general vocational preparation and for more specialised purposes, suitable for young people, whether at school or college full or part time or in the YTS, and for adults requiring training or retraining. Competence and attainment are validated to national standards and modules successfully completed are recorded on the new National Certificate awarded by the Scottish Vocational Education Council. Considerable progress has been made towards full recognition of the National Certificate by employers and other examining bodies. It is widely used in Scotland for YTS trainees as well as for school and college students, and it secures progression onto higher levels of education or more specialised training.

Technical and Vocational Education Initiative

10 In late 1982, the Government announced the Technical and Vocational Education Initiative (TVEI). Its main purpose is to stimulate 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 TVEI has powerfully re-inforced moves towards the development of a more relevant curriculum and closer collaboration between education and industry.

11 The initiative is administered through the MSC. 62 projects (57 in England and Wales and 5 in Scotland) have already commenced. In October 1984 those Local Education Authorities and Education Authorities which were not then participating were invited to submit bids and, of these 19 have so far submitted firm proposals for 1985. The indications are that a similar number are interested in starting in 1986. Thus, by 1986, the great majority of Education Authorities will be taking part in the Initiative.

12 There is now emerging a nationwide TVEI network of projects within the education system. Within broad national criteria, Education Authorities determine the curriculum locally so as to enable local needs to be met effectively. This network is important as an instrument for change within the educational system. Each project starts with a broad programme, including technical and vocational elements, which becomes progressively more specialised. Subjects range from agriculture and catering to computer studies, office technology and design technology. Each project is open equally to boys and girls, and to young people of all abilities. Each project leads young people to seek the qualifications and skills which will be of value to them at work. Each is involving industry in a number of ways, and in

every case industry is formally participating in the development of the project.

13 These new developments are attractive to young people and parents. Many TVEI projects have been oversubscribed. There is substantial curriculum development in all TVEI projects. And a major effort has been made with in-service training and retraining of teachers and tutors.

Developments in youth training

14 So far as young people are concerned, the most significant training development since the Second World War took place with the launching of the Youth Training Scheme (YTS) in April 1983. The Scheme has been a success, not least because of the support of employers, trade unions, the education service and many others.

15 The achievements of the YTS are already considerable:-

- . over 700,000 young school leavers have entered the Scheme since its start and this figure will rise to over a million by early next year;
- . 4,000 managing agents - many of them private sector employers or groups of employers - and 1,500 sponsors of non-employer based schemes ("Mode B") have come forward to provide some 400,000 approved places;

- . a high proportion of places - currently 70 per cent - are reaching the "quality standards laid down;
- . more than 60% of youngsters leaving the Scheme are moving into jobs;
- . more than 160 Information Technology Centres (ITeCs) have been established; when complete later this year, the network will provide places for some 6,000 young people;

16 More significantly, the YTS has:

- . provided structured, work-based training including a minimum of 13 weeks off-the-job which was a new feature for many school leavers;
- . introduced training to many sectors of employment where no such opportunities existed before;
- . encouraged a significant move away from time-based training patterns towards flexible and individually-tailored training;
- . emphasised the contribution of education and training to young people's personal development;

- . provided a major advance in the competence of trainers - over 100,000 scheme staff and first line supervisors will, by the end of this year, have passed through the the 55 accredited training centres.

17 Work continues to improve the Scheme further. The great majority of those schemes and opportunities which do not currently meet the minimum criteria will do so by the end of the year. Better methods to chart training performance and achievement are being developed. The YTS certificate is being improved with recognition for achievement in mind. Work is in hand to enable trainees to secure credit towards the award of CPVE. Quality standards are being raised.

International Comparisons and the Case for Change

18 Yet, for all these developments, much still remains to be done.

19 Of all the leading industrial countries it is only in Britain that the majority of 16 year olds seek to enter the labour market direct from school. In the United States the great majority of young people stay on in high school to get their high school diploma. In Japan, some 95% of all young people remain in full time education until the age of 19 or 20 at which point they enter into a systematic vocational training programme provided by the employer as they enter the world of work. In West Germany, some 60% of all young people leaving lower secondary school enter upon an "apprenticeship"

largely paid for by employers and lasting on average 3 years. At the age of 18 or 19 they emerge as qualified workers with recognised qualifications.

20 In this country apprenticeship has traditionally provided the main source of occupational skill training - certainly in manual occupations. In recent years, however, apprenticeships have failed to provide an adequate response to our emerging skill needs. In many instances rigidities have discouraged entry and linked skilled status to time-serving rather than competence. Partly as a result of this and partly as a result of recession, the number of apprentices recruited has dropped sharply so that only some 40,000 were recruited last year. And apprenticeship was never established in certain important sectors of employment.

21 The results of our lagging so far behind our competitors are very serious:

- . British employers have to recruit from a population which at age 18 and over includes a higher proportion of people with no formal qualifications or with very limited vocational occupational or academic attainments;
- . young people in the United Kingdom are not provided with as good a foundation for the continuing education

and training in adult life which must be an increasingly important feature of modern economies.

22 In short, unless we move further ahead the United Kingdom still has relatively little prospect of creating the highly skilled and innovative workforce required to meet the employment needs of the existing and new technologies. Nor shall we as a nation enhance our capacity for independent wealth creation through the development and application of new ideas and new enterprise.

23 Three features stand out when we compare the situation in this country with that to be found in countries which are our keenest competitors:

- . employers in all our major competitor countries are making a significantly larger contribution to vocational education and training than has been the case in the UK;

- . in virtually all our competitor countries young people are treated as learners at least until the age of 18. This is reflected in their status (instead of a contract of employment there is often a contract of training), in the nature of their remuneration and in the level of that remuneration;

- compared with our competitors, the UK is spending a relatively large sum of public money in an attempt to deal with youth unemployment, a problem that many of our competitors do not have or have in much less acute form because of their better developed education and training provision.

The Government View

24 The Government believes that the time is now right to offer new opportunities for vocational education and training to young people up to the age of 18. The objective is clear: to produce by age 18 a very much larger flow than at present of qualified young workers capable of meeting the skill requirements of a modern economy either directly or after some further training. In particular, the Government believes it to be right that we should set ourselves the target that all young people should enter the labour market with a qualification, either general or work-related, relevant to employment.

25 To that end, the Government now proposes 3 related initiatives:

- development of initiatives already in hand within full time education.

- . development of the YTS to provide a two year training scheme leading to recognised qualifications for 16 year old leavers;
- . establishing a working group to review vocational qualifications in England and Wales;

Development of Existing Initiatives in Full-time Education

26 Many young people will of course remain in full-time education until the age of 18 (and beyond) to achieve the general, technical or vocational qualifications appropriate to their needs. Others will move from full-time education to the new Youth Training Scheme. It is therefore important that developments in full-time education should be compatible with the new Scheme and that the two should proceed on a complementary basis so that for example, credit can be given in the Scheme for qualifications received in full-time education.

27 For this reason, the Government is considering the wider application of the lessons of the Technical and Vocational Initiative. The existing pilot schemes are laying a foundation which we must build on. The Government's objective is that all young people in school should have the opportunity of following a more relevant and practical curriculum leading to the achievement of recognised standards of competence and qualification.

28 Meanwhile, there is an urgent need to increase the numbers of teachers equipped to disseminate the successful elements of the TVEI and thus reinforce the Government's broad objectives for the school curriculum. Accordingly the Government has decided that sums of £5 million from existing resources in 1985/86 and £20 million of additional money in 1986/87 should be allocated to support TVEI related in-service training throughout Great Britain pending the introduction of the new scheme of funding for in-service training in England and Wales described in "Better Schools". The interim scheme will be administered by the MSC who will report on its operation to Education and Employment Ministers. Longer term arrangements for Scotland are under consideration.

Extension of the YTS

29 The Secretary of State for Employment has invited the MSC to carry out consultations with employers, trade unions, local authorities and others concerned and to report back to him by the end of June 1985 on the content, funding and administration of an expanded and developed YTS which would:

- (i) aim to produce better qualified young entrants to the labour market;

- (ii) offer 2 year programmes to 16 year old school leavers and one year programmes to 17 year old leavers and

would give increased opportunities for vocational training leading to recognised qualifications;

(iii) be primarily employer-based. Those young people who entered provision of the kind currently found in Mode B of the YTS would normally move to employer-based provision within 12 months;

(iv) begin on 1 April 1986. There would initially be a continuation of the existing YTS guarantee of an offer of a one year place to all unemployed 16 year olds. The MSC has been asked to advise on the most practicable arrangements which could be made for providing a second year of training for as many as possible of those 16 year old leavers who will be entering the YTS in 1985/86.

(v) aim to provide as many places as possible for other 16 and 17 year olds within the resources available with the target of guaranteeing in due course an offer of a 2 year place for all unemployed 16 year olds and a one year place for all unemployed 17 year olds.

30 The new scheme will differ from the existing YTS in that its objective will be that all trainees should have the opportunity to seek recognised vocational qualifications. This will give trainees the opportunity to acquire a wide range of skills, including those needed by industry and

commerce to adapt to the new technologies. The training will need to be planned to make best use of the time trainees spend on the scheme, and to take account of their options for subsequent employment and training.

31 The Government intends the new scheme to become a permanent feature of vocational education and training provision in this country. As the scheme expands, unemployment among young people under 18 should become a thing of the past. The Government has decided that the Young Workers Scheme will close for applications at the end of March 1986 when the new scheme will be introduced so that resources to help the under 18s should be concentrated on encouraging employment linked to good quality training. The Government will be keeping under review the Community Industry Scheme, which provides temporary job opportunities for personally and socially disadvantaged young people in the 16-19 year old age group.

32 Vocational education and training - particularly vocational education and training of young people - are not an overhead but an investment. Many employers already recognise that the skills of their employees and potential employees are their most valuable assets, requiring long-term and sustained investment in training and retraining, and take pride in providing and upgrading skills. The Government welcomes recent indications from the Confederation of British

Industry that these attitudes are beginning to be more widely shared.

33 Accordingly, the Government expects employers to make a fair contribution towards the costs of the new scheme. They have a great deal to gain from it: an assured supply of qualified young workers; a more versatile, more readily adaptable, more highly motivated and therefore more productive young workforce; better utilisation of skills and more cost-effective expenditure on training.

34 For its part, in establishing the new scheme, the Government is prepared to make available additional resources of £125 million in 1986/87 and £300 million in 1987/88, subject to a satisfactory outcome of the consultations which MSC will be undertaking. Added to the present provision for the YTS this means that money available to the scheme from the Exchequer will total £925 million in 1986/87 and £1100 million in 1987/88.

A Review of Vocational Qualifications

35 We have a comprehensive, complex system for the certification and assessment of vocational knowledge and skills. Broadly, there are three parts to the system:

- . the educational, validating and examining bodies, amongst which are the Business and Technician Education Council, the City and Guilds of London Institute, the

Royal Society of Arts, the Scottish Technical Education Council and the Scottish Business Education Council (soon to be united into the Scottish Vocational Education Council) and the Regional Examining Bodies;

- . the professional examining bodies, including old established and chartered bodies and newer, non-chartered bodies;

- . other standard setting bodies and arrangements for certifying competence in vocational skills eg the Industry Training Boards, or statutory testing facilities as, for example, for HGV drivers.

36 There are many good features in present arrangements: credibility and acceptance by employers in a number of sectors; the stability of the system; a considerable diversity of courses available. But there are also marked weaknesses which are becoming more serious as the pace of change increases and as the demand grows for the mobility of skills.

37 Notwithstanding the provision by some examining and certifying bodies of arrangements for testing knowledge and skills without prescription of time or learning methods, the system as it stands does not generally provide adequate opportunity for:

- . individual achievement certified by one body or part, of the system to be recognised by other parties or parts of the system;
- . testing of skills and competence as well as knowledge and understanding;
- . recognition of learning achieved outside formal education and training situations;
- . flexible patterns of attendance and learning;

38 In particular, present arrangements need to be improved to give greater recognition to the ability to apply knowledge and understanding, and to secure opportunities for progression. The present system - diverse and extensive as it is - is neither comprehensive nor coherent. It is well regarded and well used but it is not well understood. It is market oriented but could be more responsive and flexible. A system in which existing arrangements are better integrated will help both young people and adults.

39 The Government is therefore now inviting the MSC to establish, with the Departments concerned, a working group to include representatives of employers, employees, examining bodies and local authorities to review the structure of vocational qualifications in England and Wales. Its terms of reference will be:

To recommend a structure of vocational qualifications 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.

The review is expected to concentrate initially on improving the structure of qualifications to meet the needs of the extended Youth Training Scheme. The review will not extend to Scotland because the comprehensive reform of vocational qualifications described in paragraph 13(b) is already well advanced there. It will however be the Government's aim to secure mutual recognition of equivalent vocational

qualifications obtained under the different assessment and certification systems in England and Wales and Scotland.

40 The review will need to consider criteria for an effective system of qualifications and to use those criteria as a basis for assessing existing arrangements. This will need to be conducted from 3 points of view: that of the employer customer; that of the provider (particularly the college); and that of the student. Such an approach is intended to point up issues and in particular omissions and gaps.

41 The Group will be asked to complete its work within a year. It will also be asked to prepare an interim report for the Government by the end of September this year. The Government will wish to see the interim report include a statement which can be agreed with the main validating and standard setting bodies and endorsed by the Government, of objectives to be achieved in seeking major reforms of the examination and certification systems for vocational education and training.

A coherent approach to work-related education and training

42 The Government has already taken action, on a scale unparalleled by its predecessors, to:

- . give priority to developing technical and vocational education as an essential element in our full-time

education system, both through the TVEI and its wider curriculum policies;

- . develop a system of initial training within the YTS, linking off-the-job training and further education with work experience for both unemployed and employed school leavers;
- . develop an adult training strategy directed more closely to meeting national and local employment needs.

43 These further initiatives powerfully re-inforce the Government's commitment to the pursuit of the New Training Initiative objectives. They form part of a coherent approach to the development of vocational education and training - an approach which will help to put us on terms with our competitors overseas which has 7 main thrusts:

- (i) developing the information base: on supply of and demand for skills and knowledge, and on opportunities and access to them;
- (ii) improving the educational foundations: to enable individuals to develop and demonstrate the personal skills, competence, knowledge and understanding needed for working life;

- (iii) ensuring that further and higher education and professional institutions are geared to today's needs: to ensure the supply of technicians, technologists and the key professions and a system of qualifications which is accessible, allows for progression, can be understood by employers and provides credit for achievement, including experience;

- (iv) developing adult education and training both full- and part-time: to ensure that individuals may have the opportunity to add to, extend or update skills and knowledge in response to technical change or change in labour markets;

- (v) encouraging responsiveness: so as to ensure that the interests of employers and other consumers are to the forefront of the concerns of the providers;

- (vi) securing competence of teachers, further education lecturers, trainers and tutors who can stimulate and develop new approaches to learning: especially important here are the development of new methods and teaching approaches and the use of the new technologies;

- (vii) providing advice and guidance: which must be accessible to individuals and employers alike.

44 The development of our vocational education and training policies on these lines offers great advantages to all concerned but will also require much of them.

45 Improving competence and professionalism are vital if employers are to compete more successfully and to win back markets that have been lost. But they require a new attitude to investment in training; a willingness to do more for more people; and a readiness to make the resources of the workplace available for learning and work experience, especially for young people.

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46 These new approaches offer a better start in working life for all young people and greatly increased opportunities for careers progress of adults. They also involve acceptance by all concerned that those undertaking the training may not be able to command the full wages paid to more experienced workers. Some traditional approaches and values will need to be modified or abandoned, new techniques adopted, and fuller use made of resources.

47 The Government is committed to a sustained effort to improve vocational education and training for young people over a considerable period. It believes it to be essential to economic success and to social well-being in this country. It is fully committed. It looks now for that full commitment from others too.