Open Agenda

Overview & Scrutiny Committee

Monday 14 November 2016
7.00 pm
Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Membership
Councillor Gavin Edwards (Chair)
Councillor Rosie Shimell (Vice-Chair)
Councillor Anood Al-Samerai
Councillor Jasmine Ali
Councillor Catherine Dale
Councillor Paul Fleming
Councillor Tom Flynn
Councillor Rebecca Lury
Councillor Eleanor Kerslake
Councillor Michael Situ
Councillor Maria Linforth-Hall
Councillor Kieron Williams
Martin Brecknell
Lynette Murphy-O'Dwyer

Reserves
Councillor James Barber
Councillor Karl Eastham
Councillor Jon Hartley
Councillor Ben Johnson
Councillor Sunny Lambe
Councillor David Noakes
Councillor Leo Pollak
Councillor Martin Seaton
Councillor Cleo Soanes

INFORMATION FOR MEMBERS OF THE PUBLIC

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Contact Shelley Burke on 020 7525 7344 or email: Shelley.burke@southwark.gov.uk

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Members of the committee are summoned to attend this meeting

Eleanor Kelly
Chief Executive
Date: 4 November 2016

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Item No.	Title	Page No.

Overview & Scrutiny Committee

Monday 14 November 2016
7.00 pm
Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Order of Business

Item No.	Title	Page No.
1.	**APOLOGIES**	
	PART A - OPEN BUSINESS	
2.	**NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT** In special circumstances, an item of business may be added to an agenda within five clear working days of the meeting.	
3.	**DISCLOSURE OF INTERESTS AND DISPENSATIONS** Members to declare any interests and dispensations in respect of any item of business to be considered at this meeting.	
4.	**MINUTES**	1 - 3
5.	**CABINET MEMBER INTERVIEW FOR BUSINESS, EMPLOYMENT AND CULTURE - COUNCILLOR JOHNSON SITU**	4 - 5
6.	**FURTHER EDUCATION**	6 - 200
7.	**NEW HOMES**	201 - 253
8.	**UPDATE - PEAK TIME TRAVEL**	
	DISCUSSION OF ANY OTHER OPEN ITEMS AS NOTIFIED AT THE START OF THE MEETING.	
	PART B - CLOSED BUSINESS	
	DISCUSSION OF ANY CLOSED ITEMS AS NOTIFIED AT THE START	

Item No.	Title	Page No.

OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.

Date: 4 November 2016

Agenda Item 4

Overview & Scrutiny Committee

MINUTES of the OPEN section of the Overview & Scrutiny Committee held on Monday 10 October 2016 at 7.00 pm at Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

PRESENT:
Councillor Gavin Edwards (Chair)
Councillor Rosie Shimell
Councillor Anood Al-Samerai
Councillor Jasmine Ali
Councillor Paul Fleming
Councillor Tom Flynn
Councillor Michael Situ
Councillor Maria Linforth-Hall
Councillor Kieron Williams

OTHER MEMBERS PRESENT: Councillor Mark Williams

OFFICER SUPPORT:
Doreen Forrester-Brown - Director of Law & Democracy
Norman Coombe - Head of Corporate Team
Jon Gorst - Head of Regeneration & Development Team (Legal Services)
Neil Kirby – Head of Regeneration (South)
Simon Bevan - Director of Planning
Shelley Burke – Head of Overview & Scrutiny
Julie Timbrell – Scrutiny Project Manger

1. APOLOGIES

1.1 Apologies for absence were received from Councillors Kerslake and Lury

2. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

2.1 There were none

3. DISCLOSURE OF INTERESTS AND DISPENSATIONS

3.1 There were no disclosures of interests or dispensations.

VIDEO - OPENING THE MEETING

https://bambuser.com/v/6489929

4. AYLESBURY REGENERATION DELIVERY - CALL IN

The committee debated the call-in, hearing representations from leaseholders and questioning the cabinet member and council officers.

The committee resolved that the decision was not referred back to the cabinet

VIDEO - AYLESBURY REGENERATION DELIVERY - CALL IN

https://bambuser.com/v/6489936

https://bambuser.com/v/6489946

https://bambuser.com/v/6489972

5. PEAK TIME TRAVEL

The committee received a briefing report from Simon Bevan, Director of Planning

VIDEO - PEAK TIME TRAVEL

https://bambuser.com/v/6489982

6. SCRUTINY REVIEW REPORT ON SEXUAL HEALTH

The sub-committee's report was agreed. Cllrs Edwards/Fleming to follow up on Terrence Higgins Trust concern about HIV service reduction

VIDEO - SCRUTINY REVIEW REPORT ON SEXUAL HEALTH

https://bambuser.com/v/6490001

7. WORKPLAN

The committee agreed to add some spotlight sessions on regeneration schemes to OSC's programme. Subject to that amendment, the work plans were agreed

VIDEO - WORKPLAN

https://bambuser.com/v/6490004

Meeting ended at 11 p.m.

CHAIR:

DATED:

The cabinet member will have particular responsibility for:

· economic development and employment;

· business improvement districts;

· the council's relationship with Jobcentre Plus;

· employment and enterprise support;

· better business space;

· Fairtrade;

· promoting fair pay and the London Living Wage;

· business engagement;

· Southwark Business Forum

· adult learning, post-18 further education and training;

· libraries;

· events;

· civic issues;

· working with organisations in the borough's thriving culture communities;

· increasing access to arts and culture including for vulnerable groups;

· 18 year old employment, education and training guarantee with the cabinet member for children and schools;

· Southwark Arts Scholars.

The cabinet member will work with the deputy cabinet member for cultural strategy.

Agenda Item 6

Scoping Discussion Note	Scrutiny Review of Further Education (FE) in Southwark (cross-reference to area review of FE in central London)
Date	14 November 2016

Introduction

As part of the 2016-18 Scrutiny work programme, the Overview and Scrutiny Committee (OSC) will undertake a review of FE in Southwark. The review will cross-reference to the area-based review of FE being undertaken by the Department of Education (DfE) on a national scale, of which Southwark forms part of the central London sub-region. The DfE review is expected to conclude and report its recommendations in November 2016, which aligns with the scoping discussion by OSC planned for 14 November 2016. The scrutiny review of FE is expected to conclude by March/April 2017.

Background / context

Further education represents an important pathway for many young adult (and older) learners from school and into employment, especially those seeking technical and vocational routes into work. However, for too long our post-16 further education provision in the borough has been below the standard we expect, especially so given the job and business opportunities that continue to be available in Southwark as a central London borough.

Lewisham Southwark College, the local FE college, was assessed as 'inadequate' by Ofsted twice in the space of eighteen months between 2013 and 2015 and although the most recent Ofsted in 2016 rated the college as 'requires improvement', key challenges remain. Without the appropriate steps put in place there is a risk that still too many residents will be left behind from what is on offer locally in terms of FE provision.

In stark contrast to FE, Southwark's schools are now performing at their best rate in a generation, with nine in ten rated 'good' or 'outstanding' by Ofsted. Furthermore, through our employment work the council have supported over 2,500 people into work (many of whom face barriers to finding work). In 2015/16, Southwark Council helped create 412 apprenticeships in the borough, the best performance in London. As part of the council plan refresh to May 2018 we are committed to 'support a high quality FE and skills offer in the borough'. We are also updating our economic well-being strategy, for presentation to cabinet in December 2016, with a quality FE and skills offer a key aspect of strategy implementation.

The need to build skills for future generations is a key focus in government and with the London Mayor too. An area based review of skills for central London has been set up by DfE. The review has been set up to respond to the twin challenges of a much reduced resource base for the FE sector and how to build a skills offer that helps drive local economic growth and meets the needs of future learners and employers. The review will report in November 2016 and set out recommendations for the FE and adult learning sector to respond to over the medium term. The council is committed to constructively responding to that review.

However, the council can only influence FE provision and delivery. Ultimately, colleges are independent institutions, with separate governance and decision making arrangements, and whilst they should take account of stakeholder priorities how they plan, manage and resource activity is ultimately for each college to determine as they see best.

Purpose of the scrutiny review / intended outcomes

The scrutiny review of FE is timely given the background issues set out above. Intended outcomes will be determined through the scoping exercise and associated evidence gathering stage of the review.

Key sources of information

There are a number of national, regional and local information sources that may be useful in informing the scoping exercise.

The government published the *Post-16 Skills Plan* in July 2016, mapping planned reforms to the technical education offer nationally between 2016 and 2022. This plan was informed by a review from the *Independent Panel on Technical Education* (chaired by Lord Sainsbury), which made wide-ranging recommendations for systemic reform.

On 27 October 2016 the government introduced a *Technical and Further Education Bill*. A ministerial statement[1] from Justine Greening MP indicates that, in addition to the streamlining reforms mapped out in the *Post-16 Skills Plan*, the Bill addresses protections for students and the financial instability of the FE market.

The *Lewisham, Lambeth and Southwark Skills Analysis (2013/14)* provides detail on the local context. The research, carried out by CESI, was part of submission to develop the pilot community budget project 'pathways to employment', supporting those furthest from the labour market back into work.

A summary of these reports follows. Full documents have been attached as appendices where available.

The *Area Based Review of FE and Skills* – setting vision, purpose, policy ideas and general discussion – is due to be published later in November. The review will set out the FE and skills landscape in central London, presenting recommendations and wider conclusions for consideration.

The most recent Ofsted report for Lewisham Southwark College is also attached as an appendix. More detailed data setting out performance outcomes for learners, including destination data, are held by the college but can be requested.

There are some common themes to note when reviewing existing literature:

- FE and skills provision is highly complex with thousands of qualifications delivered through a competitive market process which drives down quality
- Learners, parents/carers and educators understandably struggle to navigate this offer, which appears all the more complex when viewed alongside a well-established and relatively simple academic route
- The existing network of colleges and training providers is not financially sustainable

Report of the Independent Panel on Technical Education, April 2016

[1] https://www.parliament.uk/business/publications/written-questions-answers-statements/written-statement/Commons/2016-10-27/HCWS223/

The panel was established by the Minister of Skills and tasked to advise on actions to improve the quality of technical education in England. This included simplifying the complex system of skills support with the aim of creating a system that meets the needs for the 21st century. The review was commissioned in light of persistent poor performance in skills at a national level[2]. The panel was chaired by Lord Sainsbury and was commended by many in the education sector when published. The review considered best practice in the UK and other international education systems.

The report identifies some key challenges in the current landscape and presents recommendations for a way forward. Key challenges included:

- Existing qualifications do not bear sufficient relation to occupations or to employer requirements
- The volume of qualifications on offer (over 13,000 technical qualifications including more that 33 in plumbing alone) drives down quality and makes it impossible for learners to take informed and effective decisions about what route is best for them
- There is a market-based approach to qualifications which has reduced quality, particularly in level 2/3 qualifications

The report recommends a fundamental shift in the structure of the technical education offer. It proposed that two modes of delivery should be adopted: employment based (most commonly delivered through apprenticeships) and college based (most commonly two years full time classroom based study). These modes should be delivered through 15 routes which are connected to occupations and which span both employment- and college-based training.

The objective is to produce a skills system that effectively prepares learners for work by offering a coherent framework of qualifications at level 2/3 and 4/5 (and beyond). The report suggests that the technical option should be clearly delineated from the academic route, while retaining the option for learners to transition between the two routes as they progress.

The delivery of provision should also be diversified to accommodate learners of any age, i.e., adults returning to training may require a different approach to learning than school leavers.

Key recommendations:

- Streamline the technical offer to 15 routes for skilled occupations where there is *substantial requirement for technical knowledge and practical skills* (and remove occupations without this requirement from the programme)
- Expand the scope of the Institute for Apprenticeships to include all technical education
- Every college based route should begin with a two year programme suitable for 16-18 year olds based around a common core, also aligned to apprenticeships
- Offer 'bridging provision' to enable individuals to transition between technical and academic routes
- Ensure provision is diversified to accommodate learners of any age, i.e., adults returning to training may require a different approach to learning that school leavers

[2] The UK is 22 out of 23 OECD nations for intermediate professional and technical skills, projected to drop to 28 by 2020 (*OECD Skills Outlook 2013: First Results from the Survey of Adult Skills*, OECD, 2013). It is also in the bottom four OECD nations for literacy and numeracy skills among 16-24 year olds (*UK Skill Levels and International Competitiveness, 2013*, Bosworth 2014).

- Refine the approach to qualification regulation to address quality issues at all levels
- Offer of a 'transition year' for all those not yet ready to adopt a technical route, including learners with additional needs
- Refine careers education to ensure learners are aware of the technical route
- Reform funding to ensure only colleges and training providers meeting clear criteria are eligible for funding

Post-16 skills plan

The *Post-16 Skills Plan* sets out the vision for a reformed technical education system that works alongside the well-established academic route to address the skills need to the UK. It is based on the Sainsbury review (see above) and adopts all the recommendations made, within financial constraints.

In addition to other key issues identified by the Sainsbury review, the report highlights a persistant deficit in apprenticeship opportunities and a lack of technical education at higher levels to meet futures skills demand.

The plan also commits to focus on key skills areas with high levels of need in the short-term, to ensure provision responds to employer needs.

The plan adopts almost all of the recommendations made by the panel, including:

- Streamlining technical education to just 15 occupation-based routes, grouping occupations where there are shared technical and skills requirements
- Introducing a two-year programme at the beginning of all routes, centred around a common core of learning
- Reforming qualification regulations generally, and specifically limiting qualifications for these two-year programmes to just one-per programme, delivered by licence following a competitive process
- Offering transition years and bridging provision to help learners join and transfer on/off technical routes
- Reforming careers education to ensure everyone knows the options available to them

The plan also sets out four guiding principles by which these reforms will be shaped:

1. Employers must play a leading role
2. Technical education needs to be fulfilling, aspirational, clearly explained and attractive – to everyone, regardless of their gender, race, disability, sexual orientation, sexual identity or any other factor beyond their control
3. We need to ensure that many more people can go on to meet the national standards set by employers
4. We need close integration between college-based and employment-based technical education

Lewisham, Lambeth and Southwark Skills Analysis (2013/14).

The report was produced by the three boroughs as part of a submission to develop a pilot community budget project 'pathways to employment', supporting those furthest from the labour market back into work. The report includes key information on the local labour market, notably a proportion of economically inactive residents with long term health conditions higher than the London average. The report highlights that disadvantage groups are disproportionately underperforming when compared to London averages too, particularly minority ethnic groups, older people and people with disabilities.

The report notes that those without a job in the three boroughs are more likely to have no qualifications than London as a whole, especially Lewisham and Southwark. Compounding the disadvantage that this represents represents, we also note that there is an increasing focus on sectors that require higher-level skills. That being said, these sectors also provoke an increase in hospitality sector developments and, of course, require lower-skilled service roles.

There is a mixed picture in terms of competition:pay across London, with some wages falling and others rising according to labour force supply. We will have a clearer picture of how this information applies to Southwark on completion of the *Area Skills Review*. It is generally accepted that there is an information-delay which results in learners acquiring qualifications which do not best position them for the labour market at the point of entry. A number of online tools are available to support young-people with decision making but it is not clear what the take-up of these tools by schools is as yet.

Some issues on the ground are also highlighted. Learners acquire qualifications which provide them with a range of useful soft skills. For example, a hairdressing course provides skills in budgeting and financial management plus rich development in customer services but employers may not identify that. Alternatively, learners may qualify in a profession with good employment prospects but low rates of pay and elect to enter another field on qualifying.

In summary, there is growth locally of high-skilled jobs and, with it, a supply of entry-level and low-skilled vacancies. What may emerge is something of a gap in bridging roles and qualifications to enable low-skill residents to access the high-skilled opportunities. The demand for skills is changing at a rapid pace. It will be increasingly important to track training against future labour force demand to ensure residents are best-positioned to access opportunity in a market which has access to a global supply of workers. It may also be important to effectively communicate career pipelines to ensure younger residents do not make future career decision based on low rates of entry-level pay.

Key conclusions

The UK has some clear challenges around skills to address in the short and medium term. Plans to address some of the issues of complexity and poor-quality in the technical education offer nationally are in place. How effectively these solutions satisfy need at the local level with depend, to some extent, on the quality of information decision makers have. Effective communication of intelligence has a key role to play in skills provision, planning and delivery. We will have a better understanding of how this may play out at a sub-regional and local level when the *Area Skills Review* is published.

Methodology for review

Desk-research, semi-structured interviews and open panel discussions may be useful to inform a final report detailing any findings and recommendations.

The area-based review will provide useful data and information to be considered before a scope for the report is set, both in terms of areas for more detailed/ localised consideration and possible areas of particular interest for Southwark. The review is focused on local FE provision and as such the role/ functions of Lewisham Southwark College will be key. The review may also wish to consider useful information concerning where sub-regional matters may be of interest, acknowledging that learners and employers do not operate within a 'set' geographical boundary to access training and employment.

Summary of Reports for Item 6 – Further Education

Report of the Independent Panel on Technical Education (April 2016)
Independent review of technical education in England. The review provides a broad assessment of the challenges within the current system (principally quality, complexity and financial sustainability) and makes recommendations to government.

Post-16 Skills Plan (July 2016)
Government plan in response to the Panel's report. There is agreement on the challenges identified and all recommendations were accepted (within financial constraints). The Plan sets out a way forward and will be supported by a new bill introduced in October 2016.

Lewisham, Lambeth and Southwark Skills Analysis (CESI report)
Presentation mapping labour markets trends, challenges and progress across the three boroughs.

Together these documents paint a clear picture of the labour market position now, and likely changes to FE and technical education in the medium term. Developing a good understanding of short- and medium skills demand locally will help root our application of these documents in Southwark and across the three boroughs.

FE&S report

Lewisham Southwark College

General further education college

Inspection dates	10–13 May 2016
Overall effectiveness	**Requires improvement**
Effectiveness of leadership and management	Requires improvement
Quality of teaching, learning and assessment	Requires improvement
Personal development, behaviour and welfare	Requires improvement
Outcomes for learners	Requires improvement
16 to 19 study programmes	Requires improvement
Adult learning programmes	Requires improvement
Apprenticeships	Require improvement
Provision for learners with high needs	Good
Overall effectiveness at previous inspection	Inadequate

Summary of key findings

This is a provider that requires improvement

- Too few students and apprentices achieve their qualifications and the rate has not improved significantly for three years.
- Teachers' feedback on learners' work does not enable them to improve the quality of their work; teachers do not set learners specific and clear targets for improvement as a result of assessment outcomes.
- Not enough students move on to higher levels of qualifications or make good progress with developing skills and knowledge quickly on their courses.
- Standards of students' and apprentices' written and practical work are not consistently high.
- Too few students achieve qualifications in English and mathematics.
- Students' attendance and punctuality at lessons are not yet high enough.
- Managers do not collect and evaluate key data such as the destinations of their learners on completion of their courses, or the progress learners make from their starting points.

The provider has the following strengths

- The positive impact that new leaders and managers have had on raising the standards of teaching and the expectations teachers have of their learners.
- Provision for students in receipt of high-needs funding.
- The willingness of teaching staff to embrace change, and their commitment and enthusiasm for improvement.
- Personal support for learners who need help to overcome personal and social barriers to learning.
- The support that employers give to their apprentices in their workplaces.
- Teachers' focus on preparing students for the world of work.

Full report

Information about the provider

- Lewisham Southwark College was formed in August 2012 following the merger of Lewisham College and Southwark College. A large proportion of learners are adults on part-time courses, particularly courses in English and mathematics at level 2 and below. A majority of learners aged 16 to 18 are following study programmes at level 1, with smaller numbers on vocational study programmes at levels 2 and 3. The college has approximately 458 apprentices. Transport links in Inner London are good and many learners travel to, and from, Southwark and Lewisham for their education.
- At the age of 16, the proportion of pupils in Southwark achieving five GCSEs at grades A* to C is high. In Lewisham, the proportion is the lowest in Inner London. Both boroughs have a high proportion of disadvantaged learners and learners whose first language is not English. A low proportion of 16- to 18-year-olds are not in education, employment or training in both boroughs. Both Southwark and Lewisham have a large number of areas of multiple deprivation, with eight wards in each borough in the 10% most deprived in the country. A slightly higher proportion of people in Lewisham and Southwark are in employment than the London average. Workers in Southwark have a higher average income than those in Lewisham and the rest of London. Residents of both boroughs have relatively higher qualifications than those in other parts of London.

What does the provider need to do to improve further?

- Improve teaching, learning and assessment by ensuring that:
  - teachers and assessors have high aspirations for their learners, including good attendance at lessons, and enable them to fulfil their potential, especially the most able
  - teachers and assessors deploy a wide range of teaching strategies appropriately to ensure all learners make rapid progress in lessons, in working towards their qualifications and in developing their skills and knowledge
  - teachers and assessors plan learning that builds on the findings of assessment, so that learners know what they need to do to improve and are supported to do so
  - teachers and assessors provide learners with clear and specific feedback on their assessed work that enables them to improve their skills, knowledge and understanding
  - tutors and assessors set and agree with learners specific and challenging targets for improvement that they review within agreed timescales.
- Improve the quality of teaching, learning and assessment of English and mathematics so that:
  - following assessment of their abilities at the start of their course, students and apprentices studying for qualifications in these subjects are taught the skills and knowledge they require
  - vocational teachers successfully help learners develop the English and mathematical skills relevant for their vocational subject.
- Improve the collection and evaluation of key data, such as information on learners' destinations and the progress they make from their starting points, to use as the basis for specific and measurable actions for improvement by teachers and managers.
- Ensure that senior leaders identify accurately and intervene swiftly to improve underperforming subjects, courses or staff.

Inspection judgements

Effectiveness of leadership and management requires improvement

- After two successive inspections when the college's overall effectiveness was judged inadequate, the highly capable new senior leadership team has secured the college's capacity to improve further.
- They have improved the quality of provision, outcomes for learners and the college's financial health, but, as leaders readily understand, and as confirmed by inspectors, they still have much to do to achieve their objective of providing outstanding education and training for learners.
- Outcomes for learners and teaching, learning and assessment are not yet good and key aspects for the improvement of teaching and learning identified at the previous inspection, such as suitable challenge in lessons for all learners, continue to require attention. Learners' attendance is not yet sufficiently improved.
- Increasingly rigorous and comprehensive quality assurance and quality improvement arrangements, supported by new policies and procedures to secure rapid change, are having a positive impact on the progress current learners are making and the quality of teaching, learning and assessment, but at the relatively early stage of their development they are not yet ensuring consistently good, or better, performance.
- As well as their effective focus on quality improvement, governors and senior managers have successfully tackled significant financial issues to achieve financial sustainability. Good progress has been made with the implementation of the financial recovery plan. Senior managers have skilfully managed very significant and necessary budget reductions, embracing the loss of less productive teachers and reducing the payroll by some 20%. They have also paid good attention to ensuring that the college's estate is fit for purpose, including the development of excellent new £41 million facilities for the Southwark campus.
- Since the previous inspection, governors have appointed a new, and highly experienced, principal and senior leadership team, and approved a 'root and branch' reorganisation, to ensure a simplified management structure and improved lines of communication. The new team of knowledgeable and talented heads of department are supported well by senior leaders; they are using their new responsibilities and accountability well to improve teaching and learning.
- The well-conceived new management arrangements underpin governors' and senior managers' determination to introduce a culture of higher expectations, where learners, and their learning, are at the centre of the college's work, and where their progress and achievement are paramount. Teachers have responded positively to this. They feel valued and increasingly understand, as their highest priority, their individual responsibilities and accountability in meeting the needs and interests of learners. Staff morale is now largely good, having recovered from low levels.
- Governors and managers now have a realistic view of the college's performance and of what they need to do to improve further. Their self-assessment of the college's strengths and areas for development, and associated quality improvement planning, has improved since the previous inspection and is increasingly secure.
- Managers manage teachers' performance effectively to help improve teaching and learning; they carry out very good developmental work with teachers who are underperforming. Staff training is plentiful and highly responsive to institutional and individual needs.
- The principal and senior leaders have properly focused much attention on rebuilding effective partnerships between the college and its local communities, as these were judged inadequate at the previous inspection. Good progress is being made with the two local boroughs. In Lewisham, some very good potential joint initiatives are developing, including with the Lewisham adult learning service. Links with schools in Lewisham are good. Managers are paying significant attention to fostering links with employers, including as part of the college's work to further develop apprenticeships.
- Managers have carried out excellent work to ensure the relevance of the college's curriculum to its learners and local communities this year. Good market research and the use of labour market intelligence by senior and middle managers have resulted in a curriculum closely matched to local needs. Managers work effectively with employers to offer apprenticeships that meet their needs and those of the local community. Study programmes are suitably managed. Managers have ensured an appropriate strategy and arrangements to help learners develop their English and mathematical skills which are starting to have an impact.
- Leaders and managers ensure that the promotion of equality is central to the work of this very diverse college. Learners and staff treat each other with respect and tolerance. Staff skilfully integrate themes of equality and diversity within a wide range of aspects of college life, including work to help learners

prepare for their future lives in modern Britain and to understand fundamental British values. Managers and staff understand the performance of different groups of learners and take action to address poor outcomes for any particular group.

- **The governance of the provider**
  - The largely new governing body has played a significant role in moving the college forward from its inadequate position. Governors work closely with senior managers to ensure that the college's recovery plans are on target for timely completion. They are supportive of managers, but at the same time have high expectations of what they want managers to do, in the best interests of learners.
  - Governors have an appropriately detailed knowledge of the college and its work. Their good working relationships with managers and other staff allow them, for example, to visit parts of the college readily to view course activities and to talk with staff and learners.
  - Governors extensively consider the role of the college within its local communities and have clearly determined their priorities for the college. Most recently, in relation to the current review of provision in London, they have identified preferred options for the future of the college, based upon robust debate and sound evidence.
  - The work of the governors' quality board is particularly thorough. They receive high-quality reports and data analyses to help them in their work. Both governors and managers value the many opportunities which managers have to attend governors' meetings and to discuss their work and progress towards improvement targets.
- **The arrangements for safeguarding are effective**
  - As at the previous inspection, statutory obligations are well met and training for staff is comprehensive and up to date. Staff are clear about their responsibilities and to whom they should report issues. Governors understand their safeguarding responsibilities well.
  - Managers have set safeguarding very securely within the college's good arrangements for the support of learners. In this context, learners are successfully encouraged to raise any issues with staff so that all concerns, including those that may be safeguarding issues, are properly dealt with.
  - Managers maintain very good links with external safeguarding bodies, working in close partnership, both to seek advice and to address issues.
  - The college's recruitment checks are particularly thorough. Their comprehensiveness embraces many aspects of good practice not required by statute or regulation.
  - Leaders and managers have built well on their earlier work to implement the 'Prevent' duty; they ensure that the college complies with the duty, as part of its overall arrangements for safeguarding. In close partnership with expert external agencies, they work well to identify the threats of radicalisation and to tackle these. Learners have a good understanding of the dangers of radicalisation and extremism, in the context of their work and life at college, and contribute to preparing materials to be used for wider college training.

Quality of teaching, learning and assessment requires improvement

- Managers have responded well to the challenge of improving the inadequate teaching, learning and assessment identified at the previous inspection. Fewer students endure low-quality teaching, learning and assessment and the teaching of English and mathematics has improved. Teachers mostly plan their lessons well, having developed a good understanding of the skills and knowledge their students need to acquire. They are supported well by managers to become better teachers through a carefully developed programme of professional development that is closely linked to thorough and reflective evaluations of their teaching. However, the variations in the quality of teaching, learning and assessment that were identified at the previous inspection have not reduced quickly enough.
- Weak teaching is characterised by teachers lacking ambition for their students. On these courses, students make slow progress in lessons because teachers set work that is too easy, particularly for most-able students. Over time, students on these courses are not challenged to develop and practise their skills quickly enough. As a result, too many students are not producing work of a high enough standard. While the support from managers and coaches is improving the quality of teaching, in too many subjects long-standing weaknesses in teaching persist, and a small number of teachers have yet to master and deploy an effective range of teaching strategies.
- The standard of students' work meets awarding body requirements; however, too few students,

particularly those aged 16 to 18, produce work that exceeds minimum standards. At level 3, students who start courses with relatively low levels of prior achievement are the most likely to achieve at a minimum standard; as a result, only a small proportion of these students secure a place at, and progress to, university. In some vocational areas such as hospitality, computing, floristry, plastering and dry lining, teachers ensure students produce work of a high standard, planning their courses carefully and focusing consistently on the skills demanded by industry. In the best examples, such as professional cookery, level 3 computing and health and social care, teachers accelerate the progress of the most able students through their courses and rapidly move them on to more difficult tasks.

- Staff ensure that students and apprentices know what work they need to produce in order to complete their qualification and mostly monitor their progress well. However, their use of the outcomes of assessment to inform their planning of lessons and the quality of their feedback to students on how they can achieve higher standards require improvement.
- Since the previous inspection, teachers in vocational subjects have continued to improve their development of students' and apprentices' English and mathematical skills, as a result of well-planned professional development. Although the majority of students now develop some competence in the specialist use of English and mathematics in their subjects, too many teachers are not developing the full range of skills students need, for example correct pronunciation by some adult students and well-written responses to practice examination questions by 16- to 18-year-old students.
- Teachers identify gaps in apprentices' and 16- to 18-year-old students' English and mathematical skills well when they start their courses, and use this to plan their teaching and support. However, the quality of teaching in discrete English and mathematics lessons varies considerably. Managers have successfully increased the number of specialist teachers in both subjects and have invested heavily in training and resources. As a result, much of the teaching is helping students to improve. However, too many lessons in these subjects are still not planned well enough to develop students' skills, and too many apprentices do not start these subjects early enough in their apprenticeships.
- A high proportion of students starting a course need considerable support in overcoming difficulties which affect their access to education, often caused by personal circumstances or low levels of English skills. Staff provide effective personal support, as well as support for students requiring additional help with their studies. Students who need to improve their English make progress, but too often do not achieve the competence in written or spoken English that would enable them to achieve their main qualifications at a higher level.
- The college community is made up of people from a wide range of cultures and backgrounds. Staff are very aware of the challenges brought by this diversity and are persistent in promoting fundamental British values of tolerance and respect by setting high standards for behaviour around the college. As a result, students feel safe in the college; a very high proportion behave well although a small number of lessons are interrupted by low-level disruption caused by students using mobile phones or chatting.
- Teachers use web-based technologies well to provide students with a wide range of relevant and interesting learning opportunities; a very high proportion of students use these. In many subjects, such as English, health and social care, English for speakers of other languages (ESOL) and apprenticeships in technical theatre, students make good use of technology to study outside of lessons. Many teachers set effective assessment tasks, and provide instruction and feedback, through web-based technology. Staff use external funding and partnerships well to develop some innovative web-based learning resources and assessment tools that enrich the courses.

Personal development, behaviour and welfare require improvement

- Students' attendance and punctuality to lessons, although improving, are too low, especially for lessons leading to English and mathematics qualifications. Their attendance varies considerably in different subjects, with students studying performing arts and those on supported learning courses attending at a higher rate. Staff are using different methods well to encourage students to improve their attendance, where it is not yet good enough. Those students who arrive punctually value the higher expectations their teachers have about attendance, as latecomers and absentees cause disruption to their learning.
- In vocational lessons and in the workplace, younger students and apprentices make better progress with their mathematical skills than with their English skills. Teachers and employers ensure that students and apprentices become confident with the specialist application of mathematics, for example calculating preparation and cooking times for menus, or producing scale drawings for theatre floor plans and lighting

plots accurately. Highways maintenance apprentices are able to adjust levels and angles of kerbstones quickly and competently with minimal training, to ensure they meet legal requirements.

- As a result of the training they have had at the college, through induction and tutorial activities, students are aware of the dangers of extremism and radicalisation and they know how to keep themselves safe from these dangers and from the dangers posed by the internet. Students are safe at college and they know what to do should they experience bulling or harassment. Staff deal with the very limited number of incidents of bullying and harassment effectively. Students' behaviour at college is good. They treat their environment, staff and other students with respect. However, in a few lessons, students take advantage of opportunities for off-task behaviour and low-level disruption.
- Students and apprentices benefit from high-quality careers guidance from their teachers and assessors. These staff use their extensive industry and commercial experience very well to help students and apprentices make informed decisions about their next steps in education, training or employment. They act as very good role models for their students. As a consequence, a high proportion of students and apprentices, for whom progression information is available, move on to employment or further training.
- Students who attend a high proportion of their lessons enjoy them, develop good attitudes to learning and develop their practical skills and their skills for work well. They produce written work of a standard that reflects the level of their course and develop a wide range of practical skills that are relevant to their subject and chosen career. For example, floristry students provide displays for the House of Commons and construction students carry out dry lining to a high standard on construction sites. Students develop their practical skills and their skills for work further through completing external work experience placements, although not all students for whom this would be appropriate have yet completed a suitable placement or have plans to do so.
- Students and apprentices develop a good understanding of how to work safely in a wide range of practical subjects. As a consequence, they are able to use tools and equipment safely and confidently, and select and use appropriate personal protective equipment. Construction and highway maintenance apprentices complete detailed risk assessments independently for the sites on which they work, enabling them to be aware of any potential dangers while working.
- Students benefit from a wide range of additional activities, which include sport, cultural, health and well-being and community activities. These activities help them to develop a greater awareness of the communities in which they live and work, and the standards employers expect in the workplace. Many of these activities reinforce and enhance the skills and knowledge they have developed on their courses. For example, aviation hospitality students visit Heathrow airport to use aircraft cabin training facilities to practise evacuation procedures, and catering and travel and tourism students produce award-winning food and hospitality at college events.
- In the best lessons, teachers successfully develop students' understanding of diversity and the world in which they live and work. For example, in a level 2 business lesson, students from a diverse range of backgrounds shared their experiences of interacting professionally within different cultures and countries. They applied this highly successfully to the use of 'text speak' and 'street speak' compared with professional language in the workplace.

Outcomes for learners require improvement

- Students and apprentices are making better progress towards achieving their qualifications than in previous years, but not enough teachers yet have the high aspirations and ambitions needed for their students to achieve high grades, exceed their target grades or make exceptional progress.
- Managers expect far more students to achieve their vocational qualifications this year, due to the new systems and monitoring strategies they have introduced. It is too early to judge fully whether these initiatives will have the intended impact, but they have been positively embraced by teachers. Students of all levels are now making at least the expected progress in most learning sessions and they are able to demonstrate progress over time in terms of their skills and knowledge.
- In previous years, too few students at all levels achieved their qualifications, especially those aged 16 to 18. A higher proportion of adult students achieved their qualifications, when compared to younger students, but this proportion remains too low and it has not increased significantly in the past three years. At levels 2 and 3, a very small minority of students achieve merit or distinction grades in vocational qualifications. Managers do not systematically measure or evaluate the progress students make from their starting points.

- A high proportion of students in receipt of high-needs funding achieve their vocational qualifications. They also make very good progress towards independence through the achievement of specific personal learning and behaviour goals. However, the proportion who achieve qualifications in English and mathematics is not yet high enough.
- Although improving, too few apprentices achieve their qualifications within the planned timescale. A higher proportion go on to achieve their qualification outside the planned timescale, but a significant minority are either not successful or take far too long to complete all of the elements of their qualification. Catering, construction and plumbing apprentices are more successful than their peers in subjects such as hospitality, care and sport.
- While improving, the proportion of students who achieve qualifications in English and mathematics is not yet high enough, especially for functional skills qualifications at levels 1 and 2. Students on qualifications below level 1 are more successful in achieving these qualifications.
- Not enough students at levels 1 and 2 move on to courses at the next level on completion of their courses. A small proportion of students on level 3 courses secure places at university; students studying courses in performing arts and business are more successful than their peers in other subjects in achieving places at university. A high proportion of apprentices who achieve their qualification move on to relevant employment or to the next level apprenticeship. However, too few of the apprentices who have not achieved all of the elements of their qualification secure employment, promotion or start a new course.
- Managers do not yet have a sufficiently complete set of data on the destinations of students and apprentices to enable them to make judgements about the progression of their learners after leaving college, and thus to evaluate the effectiveness of the curriculum in meeting local and regional skills needs.

Types of provision

16 to 19 study programmes require improvement

- The college provides study programmes in a wide range of subjects. The largest areas are ESOL, construction, information and communication technology (ICT) and performing arts. Currently about 1,700 students are on 16 to 19 study programmes, which account for around a quarter of the college's provision. The proportion of students who achieve their qualifications has improved slightly over the past three years, but remains low. Very few level 2 and 3 students on vocational qualifications achieve merit and distinction grades.
- Managers plan individualised study programmes that meet all the principles of 16 to 19 provision and build on students' prior attainment, providing progression to the next level. However, a significant minority of students do not progress to the next level and return to college in successive years to repeat the same level of course.
- Teachers do not monitor students' achievement of their long-term goals consistently. As a result, students' targets are often limited to relatively short-term actions, which are insufficiently focused on students' future aspirations or the progress they need to make towards achieving their qualifications.
- Most students who have not yet achieved GCSE grades A* to C in English or mathematics are enrolled on courses at appropriate levels. Managers have recently introduced several strategies to improve mathematics and English lessons, including the use of online and classroom learning in combination, as well as progress monitoring using online diagnostic software. The majority of teachers plan and teach their lessons well and link the work to the students' interests and their vocational subjects. However, in a significant minority of mathematics and English lessons, teachers do not plan and teach well enough to provide an appropriate range of activities for students and, as a result, too few students improve their skills and achieve these qualifications.
- Students for whom work experience would not be appropriate complete classroom-based lessons to improve their skills for work and equip them for a placement in the future. A significant proportion of students do benefit from work experience placements with employers, and teachers in several subjects have developed particularly strong links with local employers and organisations. However too many students do not take part in work experience, which limits their preparation for future employment.
- Teachers provide students with high-quality personalised information, advice and guidance to help them progress to further study or employment in their subject areas. For example, in an entry-level ESOL lesson, students are encouraged and supported to discuss their career aspirations, by reference to a

visual 'progression ladder'. In a level 2 ICT lesson, the teacher inspired confidence and self-belief in students by reflecting positively on their recent examination successes and their subsequent future opportunities. Tutors do not yet replicate this inspirational approach in tutorials, which currently focus primarily on attendance and discipline.

- Teachers support students effectively to develop their English and mathematical skills in their vocational lessons. They focus on the correct use of English in lessons and the correction of spelling and grammar in assessed work. Where the opportunity arises, teachers encourage students to develop their mathematical skills. For example, level 2 travel and tourism students created a personalised customer invoice for a cruise, including a range of costs.
- All students benefit from opportunities to develop their skills for employment, for example through assignment briefs developed in liaison with employers. They also benefit from visits to local businesses, participating in competitions, volunteering and charity work, and listening to guest speakers from a range of industries. Particularly effective enrichment exists in performing arts, where students benefit from well-developed industry links with organisations such as Rambert, Laban Dance Centre, London School of Contemporary Dance and the National Theatre.

Adult learning programmes require improvement

- About 4,900 adult students study at the college, representing about two thirds of the provision. They study at three college sites and local children's centres in the boroughs of Lewisham and Southwark. Provision is a mixture of part- and full-time courses and ranges from pre-entry to level 3. English and mathematics, ESOL, ICT and health and social care form the majority of courses. In addition, Jobcentre Plus has referred 1,800 students this year, to attend short employability programmes.
- Students participate well in learning activities and most work to the standard that is expected of them. However, in a significant minority of lessons, students do not yet have sufficient opportunity to achieve their full potential. Teachers' questioning to extend students' understanding is not consistently good across all lessons, for example to check students' understanding of the underpinning principles of mathematics and accountancy.
- Teachers' feedback on students' written work and assignments is too variable in its quality and usefulness. The majority of teachers provide clear feedback which enables students to develop skills such as writing paragraphs. However, in too many cases, students get feedback which is of limited use, for example just ticks in the text. While a minority of teachers use feedback expertly to extend students' skills and understanding, too many teachers focus just on task completion and compliance with the requirements of the awarding body.
- Teachers give good oral feedback in lessons on students' practical skills development. For example, a teacher on a fashion course guided her students expertly on setting out and adjusting clothes patterns. However, teachers' feedback on students' spoken language is poor, especially for students who do not speak English as their first language. For example, access-to-nursing students whose English is hard to understand do not get the feedback they need to improve their diction and pronunciation.
- Teachers' integration of English and mathematical skills into vocational lessons requires improvement. A minority of teachers focus well on aspects of English, such as spelling and grammar. They develop the students' understanding of the use of formal language at the higher levels well. However, this good practice is inconsistent. Teachers are less adept at integrating effective opportunities into their lessons to develop students' mathematical skills.
- Learning activities meet the interests of students well. Teachers are particularly skilled at encouraging students to work and learn together and to evaluate their own and each other's work. For example, in a mathematics lesson, students worked through tasks, checked answers and explained working methods to each other.
- Students on vocational courses such as construction, travel and tourism and floristry benefit from their teachers' subject expertise and current industry experience. Teachers use their good coaching skills well to place learning in a vocational context and create good opportunities for students to develop a wide range of work-related skills.
- Teachers' focus on developing students' skills for work is good across the adult provision. Floristry students run a 'pop-up' shop, which develops their technical skills, budgeting and customer service. Travel and tourism students learn practical ticketing skills which are essential in the aviation industry. The courses offered reflect local labour market demands well for workers in construction, health and social care, and travel and tourism.

- Those who are ready for work experience have access to relevant opportunities in the workplace. Students have appropriate tasters to find out if their chosen area of work is right for them. For example, a foreign-born receptionist has a three-week placement at the college to see how she can transfer her skills. Students on pre-access courses do voluntary work, for example as first-aiders, to prepare them for paramedic training.
- Teachers' use of learning support workers is effective. Teachers and learning assistants work together to provide well-targeted support to students who are deaf or have dyslexia. As a result, these students have good opportunities to learn and achieve their qualifications.
- Teachers work effectively to improve students' understanding of diversity. They use relevant examples well in social work, health and business courses to explore British values and their impact in the workplace.

Apprenticeships require improvement

- The college offers a range of apprenticeships in business administration, customer service, ICT, project management, creative and cultural industries, hospitality and catering, and construction trades in south-east and north-west London. Some 120 higher apprentices, 155 advanced apprentices and 183 intermediate apprentices are currently in training and these form a small proportion of the college provision overall.
- Leaders' and managers' actions to improve the quality of teaching, learning and assessment on apprenticeships are increasing the proportion of apprentices who achieve their qualifications. Current apprentices are now making the progress expected of them relative to their starting points. However, although the proportion of apprentices completing their qualifications on time is rising, it remains low. Too few apprentices progress to higher-level apprenticeships.
- Assessors' setting of learning targets for apprentices is not consistently effective, because they are not specific about what apprentices need to do to improve. Targets lack completion dates so apprentices are not able to plan their learning and gather evidence in a timely manner. As a consequence, apprentices are not well prepared for assessments and this slows the progress they make.
- Assessors' marking of apprentices' work does not consistently indicate to apprentices the next steps they need to take in order to improve the quality of their work, and assessors are not demanding enough of the most-able apprentices to encourage them to produce a higher standard of written work. Assessors do not routinely correct apprentices' poor spelling, punctuation and grammatical errors, in order to promote professional standards; consequently, apprentices' confidence in being able to write fluently does not improve sufficiently, and nor does the standard of their written work.
- Assessors do not plan routinely for functional skills qualifications to be taught early enough in apprentices' training. These essential skills, necessary to progress in learning, are developed too late in their training, and this slows the progress apprentices are able to make.
- Apprentices develop well a wide range of workplace skills that are valued by employers. For example, customer service apprentices are able to provide reliable services, such as telephone and email support to customers, that deal quickly with queries or any concerns they may have. Hospitality supervision apprentices are skilled at planning team meetings, managing staff rotas and holding training sessions with food and beverage teams. Most apprentices who complete their training remain in employment.
- Assessors are enthusiastic, experienced practitioners with current occupational knowledge, and act as positive role models for students. They coach apprentices well and develop their competence and skills for work effectively. For example, a community arts apprentice was able to plan an exciting and interesting children's event at the local theatre, making sure that parents and children with restricted mobility and sensory impairment were able to participate fully in the event.
- Assessors provide accurate oral feedback and guidance to apprentices on how they can improve their performance. Their skilful questioning helps assessors to have a clear idea of the level of apprentices' understanding; they then use more searching questions to make apprentices think and develop their problem-solving skills further.
- Apprentices apply their mathematical skills well at work because they have developed these skills well as a result of good on-the-job training. For example, customer service apprentices are able to calculate customers' water usage bills accurately from average daily consumption levels. The majority of apprentices are able to write clear accounts of the work they do, correctly using the technical terms of their industries.

- Before they start training, assessors work closely with employers and apprentices to ensure that the apprenticeship qualification is closely matched to the needs of the employer and the starting point of their apprentice. Apprentices benefit from frequent assessor visits and regular contact between visits. They use the electronic portfolio to send work to assessors and to get prompt feedback on their work. Assessors work well with employers to provide effective support to apprentices who need extra help, such as extra time at work to prepare for examinations.

Provision for learners with high needs is good

- The college has 219 students aged 16 to 24 in receipt of high-needs funding with learning difficulties and/or disabilities and/or medical conditions, based on the Lewisham and Deptford campuses. Twenty-nine of these students are supported on mainstream programmes across the college.
- Managers and staff have high expectations for students and place a very strong emphasis on students becoming as independent as they are able, so they can make informed choices about their futures. They provide a rich variety of learning experiences which widen students' horizons and raise their aspirations well. Students become increasingly confident and adept at making choices within their well-designed learning programmes and wider aspects of their lives.
- Students and their parents and carers receive very good information, advice and guidance. Students' needs are thoroughly and comprehensively assessed in close partnership with schools, local authorities, social services and other specialist agencies. As a result, students have carefully tailored, challenging programmes.
- Teachers are highly skilled and bring their specialist expertise in a wide range of subjects, such as performing arts, business, catering and retail, to bear in planning exciting, relevant and interesting lessons which students greatly enjoy. They use learning support workers very effectively so that individuals are strongly challenged to participate as fully as they are able. One group of students rehearsed their performance of 'Animal Farm' with individual targets around improving the expression of emotions, listening for cues from others or clearer diction. Students make good progress in developing their communication skills, concentration and confidence.
- Learning support workers are very well trained. They provide very effective support, carefully noting the small steps students make in developing their skills and confidence. They provide students with very constructive feedback and encouragement. Teachers and support staff work collaboratively on mainstream programmes, ensuring students are well integrated into course groups. Other students benefit from individual attention which motivates them to work hard and make good progress in developing their personal skill priorities.
- Students have very clear, simple targets for improvement which are relevant to them as individuals and which they understand. Staff carefully monitor, review and record their progress and skills development well on a regular basis. Staff use simplified sign language and other visual prompts well so students are fully involved and understand what they must do to improve.
- Students benefit from effective, individual tutorials, where they have sensitive support and guidance in coping with personal issues and in addressing worries and frustrations with difficulties in communication. Tutors manage their difficulties well in partnership with specialist agencies, including speech and language therapists, psychologists and social workers who support students' greatest needs. Students feel safe, look forward to college and develop a wider social network.
- Students develop a good understanding of their local area and build their skills and confidence by interacting in the wider community. They benefit from regular trips to places of interest which students choose. The majority of students are independent travellers and a further 12 students met their personal targets and gained enough skills and confidence to travel independently this academic year. One group chose to visit the Imperial War Museum; they planned and costed their travel route and refreshments. They practised and applied their evaluative skills in discussing their experiences on their return.
- Teachers weave essential number, money management and basic English skills effectively into all the learning programmes. Students use information learning technologies routinely and develop good study skills as they work as part of a team and take responsibility for collecting resources and organising and presenting their own work. In an art class, students reviewed the collage work of an American artist online and then sourced their own material to create their own high standards of work. They then photographed, printed, framed, labelled and priced their work for sale within the college. Staff were skilled at ensuring students made their own choices and decisions with well-timed prompts and

encouragement. Students used English, mathematical and technological skills as integral parts of the process. They improved their work-readiness skills and concentration well as they completed the project.

- Not all teachers use assessment information about students' specific skills gaps well enough to ensure that all students with the ability to do so gain qualifications in English and mathematics.
- Opportunities for work experience and planned progression to employment, for the minority of students for whom this is a realistic goal, are not well developed. Placements are limited and students do not receive good enough coaching or on-the-job training. Managers have recognised the need for improvements and are currently developing a work project with Lewisham council. Learning support workers are being trained as job coaches. However, these measures will not have a sufficiently positive impact on current students.

Provider details

Type of provider	General further education college
Age range of learners	16+
Approximate number of all learners over the previous full contract year	6,647
Principal/CEO	Carole Kitching
Website address	www.lesoco.ac.uk

Provider information at the time of the inspection

Main course or learning programme level	**Level 1 or below**		**Level 2**		**Level 3**		**Level 4 and above**	
Total number of learners (excluding apprenticeships)	16-18	19+	16-18	19+	16-18	19+	16-18	19+
	539	2,615	679	1,550	482	524	0	258

Number of apprentices by apprenticeship level and age	**Intermediate**		**Advanced**		**Higher**	
	16-18	19+	16-18	19+	16-18	19+
	51	132	13	142	0	120

Number of traineeships	16-19	19+	Total
	0	0	0

Number of learners aged 14-16	None
Funding received from	Education Funding Agency and Skills Funding Agency
At the time of inspection the provider contracts with the following main subcontractors:	■ Pentland Assessment Centres Limited ■ Quest Training (South East) Limited

Information about this inspection

Inspection team

Richard Pemble, lead inspector	Her Majesty's Inspector
Steve Tucker	Her Majesty's Inspector
David Martin	Her Majesty's Inspector
Victor Reid	Her Majesty's Inspector
Maggie Garai	Ofsted Inspector
Steve Nelson	Ofsted Inspector
Tricia Pugsley	Ofsted Inspector
Clare Russell	Ofsted Inspector
Philida Schellekens	Ofsted Inspector
Lisa Smith	Ofsted Inspector

The above team was assisted by the vice-principal for curriculum, teaching and learning, as nominee. Inspectors took account of the provider's most recent self-assessment report and development plans, and the previous inspection report. Inspectors used group and individual interviews, telephone calls and online questionnaires to gather the views of students and employers; these views are reflected within the report. They observed learning sessions, assessments and progress reviews. The inspection took into account all relevant provision at the provider.

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Report of the Independent Panel on Technical Education

April 2016

The Independent Panel on Technical Education

The Independent Panel on Technical Education was established by the Minister for Skills, on behalf of the Secretaries of State for Education and for Business, Innovation and Skills, in November 2015. It was tasked with advising ministers on actions to improve the quality of technical education in England and, in particular, to simplify the currently over-complex system and ensure the new system provides the skills most needed for the 21st century.

The Panel was chaired by David Sainsbury and its members were:

- Simon Blagden (Non-executive Chairman, Fujitsu UK)
- Bev Robinson (Principal & Chief Executive, Blackpool and The Fylde College)
- Steven West (Vice-Chancellor & President, University of the West of England, Bristol)
- Alison Wolf (Sir Roy Griffiths Professor of Public Sector Management, King's College London)

Contents

Table of figures

Foreword

It is over a hundred years since the first report was produced which highlighted the failures of technical education in the UK, and since the Second World War there have been very many attempts to reform the system. These have all been unsuccessful because they tinkered with technical education, and failed to learn from the successful systems in other countries.

As a result we have today a serious shortage of technicians in industry at a time when over 400,000 16-24 year olds are unemployed. It is hard to believe that none of these young people have the ability and motivation to train as technicians if given good opportunities to do so.

If one looks at successful education systems elsewhere in the world it is clear that a central feature of them is a well-understood national system of qualifications that works in the marketplace. Young people will only work hard to get a qualification, and value it highly when they get it, if employers when recruiting give priority to individuals who possess it.

In our report we have, therefore, set out the four key features of such a labour market-orientated system of technical education, and what the Government needs to do to put such a system in place:

(i) While Government has to design the overall system, industry experts must lay down the knowledge and skills, and methods of assessment, for each qualification.

(ii) The system should provide young people with clear educational routes which lead to employment in specific occupations, and must be sufficiently clear and simple that career advisers can easily explain to young people what options they have. Currently there are 13,000 qualifications, many of them of little value, available to 16-18 year olds and this makes career guidance extremely difficult.

(iii) Short, flexible bridging provisions should be developed to enable individuals who come to believe they have made the wrong decision to move between the academic and technical education options in either direction, and to support adults returning to study.

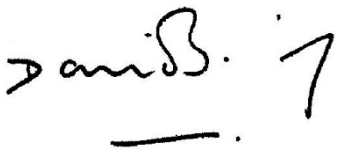
(iv) Individuals who are not ready to access a technical education route at age 16 (or older if their education has been delayed) should be offered a flexible transition year tailored to their prior attainment and aspirations.

We believe that the development of such a national system of qualifications, together with the introduction of the new apprenticeship levy, provides a unique opportunity to equip the UK with a world-class system of technical education whose costs are fairly shared among employers and the state.

But it will only work if industry takes ownership of the content and standards of technical education, and makes certain that companies adhere to them. It is also essential that the Government makes certain that the educational infrastructure exists to provide a world-class system of technical education, including high-quality teaching and access to industry-standard facilities and equipment. A reason why our system of technical education has not been of high quality or respected in the past is that it has not been properly funded.

We believe that the introduction of the system of technical education we have proposed, together with the widespread availability of comprehensive career guidance, should make it possible to produce the technical workforce that the country desperately needs, and significantly increase our national productivity. But it will not be successful if it is not effectively implemented and supported over more than one parliament.

I would like to express my gratitude to a number of people who have contributed to this report. Above all I am immensely indebted to the Panel members, each of whom brought their expert knowledge, experience, passion and good humour to our meetings and the task of preparing this report. I would also like to pay tribute to the professionalism of the secretariat, drawn from officials at DfE, BIS and my Gatsby Foundation, and thank the hundreds of employers, professional institutions, college staff and students, and other individuals who gave their time to attend stakeholder events and meetings around the country.



DAVID SAINSBURY

Executive summary

Our Panel was established in November 2015 by the Minister for Skills, Nick Boles MP, on behalf of the Secretaries of State for Education and for Business, Innovation and Skills and with strong endorsement from the Prime Minister. We were asked to advise ministers on measures which could improve technical education in England. Since November we have considered best practice in this country and across international systems and consulted hundreds of employers, providers and young people.

Clearly there are serious problems with the existing system. In particular, it is over-complex and fails to provide the skills most needed for the 21st century. By 2020, the UK is set to fall to 28th out of 33 OECD countries in terms of developing intermediate skills, and the size of the post-secondary technical education sector in England is extremely small by international standards. This adversely affects our productivity, where we lag behind competitors like Germany and France by as much as 36 percentage points.

Unless we take urgent action we will be left even further behind. This is not just an economic imperative, but a social one: we need to offer everyone the chance of a lifetime of sustained employment and the opportunity to progress to the highest skills levels. The current system fails on this count as well. Currently over 13,000 qualifications are available for 16-18 year olds, yet these often hold little value for either individuals or employers, although that may not be obvious until too late. At higher levels, too, technical education qualifications have too often become divorced from the occupations they should be preparing individuals for because there have been no, or only weak, requirements that they meet such needs.

Our recommendations call for a fundamental shift. This is a chance to systematically reform technical education for the long term: ensuring individuals can develop the technical knowledge and skills that industry needs through their education and training.

Technical education within the education and training system

The first step is framing and setting up technical education in the right way within the wider education and training system. It needs to work for individuals and employers and it needs to fit coherently with other forms of provision.

The majority of individuals starting on a college-based technical education route will be young people aged 16-18. **We recommend the Government develops a coherent technical education option which develops the technical knowledge and skills required to enter skilled employment, which leads from levels 2/3 to levels 4/5 and beyond, and which is highly valued because it works in the marketplace.**

The technical option should be recognised as having two modes of learning: employment-based (typically an apprenticeship) and college-based:

(i) Employment-based – this is most commonly delivered via an apprenticeship, usually at level 2 or level 3, and includes a combination of on-the-job learning of skills (in the workplace) and at least 20% off-the-job learning of knowledge (in a college or private training provider).

(ii) College-based – this is typically a two-year, full-time study programme which should include work placements appropriate to the technical education route and individual student.

While it is necessary for Government to design the overall national system of technical education, employer-designed standards must be put at its heart to ensure it works in the marketplace. A single, common framework of standards should cover both apprenticeships and college-based provision. These standards must be designed to deliver the knowledge, skills and behaviours required to perform successfully in specific occupations, not the narrower job role-focused needs of individual employers.

This technical option – pursued through either mode of learning – needs to be clearly delineated from the academic option, as they are designed for different purposes. But, at the same time, movement between the two must be possible: routes should not cut off movement to undergraduate study at university, and young people who follow A levels may choose to move directly into skilled employment. **We recommend the Government incentivises the development of short, flexible bridging provision to enable individuals to move, in either direction, between the academic and technical education options and to support adults returning to study.**

The system must work for adults as well as young people. Many of the principles that make the system work well for young people will apply, and adults with the necessary prerequisite knowledge and skills should be presented with the same choices as young people. Adults already in skilled employment who want to pursue a new career or progress higher in their chosen career will want to ensure they can join a technical education route at the highest possible point. Adults who have achieved at level 2 (GCSEs or equivalent), but not significantly higher, will be looking to enter technical education at effectively the same point as a typical 16 year old. In all these cases, standards need to be the same, but support and provision should be appropriately tailored and differentiated.

A system of technical education routes

Both employment- and college-based learning need to be closely integrated. Across both options, it is vital that young people and adults have clarity about which programmes to follow in order to target particular careers. **We recommend that a common framework of 15 routes is established which encompasses all employment-based and college-based technical education at levels 2 to 5.** We are proposing routes defined through analysis of labour market information regarding the size and nature of

occupations grouped together to reflect shared requirements for occupationally-related skills and knowledge. The proposed routes are set out in Chapter 3.

We recommend that the 15 technical education routes provide training for skilled occupations where there is a substantial requirement for technical knowledge and practical skills. We are clear that occupations which require little or no technical knowledge and skill fall outside the scope of technical education.

Governance and standards

A key aim is that, as far as possible, an individual following a college-based technical education route will be able to develop the same or equivalent technical knowledge, skills and behaviours as someone on a comparable apprenticeship. In achieving that aim, it will be important for a common framework of standards to rest with a single organisation to ensure close integration across college-based and employment-based technical education.

We recommend that the remit of the Institute for Apprenticeships is developed and expanded to encompass all of technical education at levels 2 to 5. The Institute should be responsible for assuring standards and bringing relevant experts together to agree the technical knowledge, practical skills and behaviours to be acquired in each route for both apprenticeships and college-based provision. This will allow the Institute to maintain a single, common framework of technical education standards, qualifications and quality assurance.

We welcome the Government's intention to establish the Institute for Apprenticeships as a body with a large degree of autonomy. However, it is important that government should remain responsible for managing the design of the overall national system. **We recommend that, while it is right for the Institute for Apprenticeships to be delegated wide-ranging autonomy across its operational brief, responsibility for key strategic decisions must be reserved for the Secretary of State. Crucially these decisions must include those relating to the shape of the overall national system of technical education (such as adding new or removing existing routes, or changing the title of a route) if we are to ensure the new system remains coherent and stable over time.**

We want to give employers a much stronger role in setting standards and specifying the knowledge, skills and behaviours an individual needs in order to perform well in an occupation. Specifying the standards for college-based provision within each technical education route is not a role for officials in central government but for professionals working in, or with expert knowledge of, the relevant occupations, supported by experienced education professionals.

We recommend the Institute for Apprenticeships convenes panels of professionals to advise on the knowledge, skills and behaviours to be acquired for the standards

in each route and on suitable assessment strategies. These professionals should be appointed in an individual capacity, not as representatives of their employers.

We recommend that Institute for Apprenticeships panel members are remunerated from the public purse. Such remuneration is appropriate because panel members would have to commit a significant amount of effort to their panel duties.

Standards need to stay high quality and current: **we recommend that, at the earliest opportunity, the Institute for Apprenticeships reviews all existing apprenticeship standards to satisfy itself that there is no substantial overlap between standards, and that every standard is occupation- rather than firm-specific and contains sufficient technical content to warrant at least 20% off-the-job training. Standards found to be overlapping or wanting in terms of breadth or technical content should be revised, consolidated or withdrawn.**

The qualifications market

As well as standards which reflect the needs of industry, we need an efficient and effective mechanism for developing qualifications for college-based technical education which meet these standards.

Currently, we have a market-based approach to qualifications, which has led to huge numbers of competing qualifications. In September 2015, there were over 21,000 qualifications on Ofqual's Register of Regulated Qualifications, offered by 158 different awarding organisations. Individuals aiming for a future in plumbing, for example, have to choose between 33 qualifications. This kind of proliferation is a serious issue because it makes the system very confusing for individuals and employers.

Levels 2 and 3

We recommend the Government moves away from the current awarding organisation market model, where qualifications which deliver similar but different outcomes compete with one another, and instead adopts a licensing approach. Any technical education qualification at levels 2 and 3 should be offered and awarded by a single body or consortium, under a licence covering a fixed period of time following an open competition.

Levels 4 and 5

At levels 4 and 5, many of the same issues exist, and onward progression in technical education at age 18 has traditionally been under-provided and poorly articulated. But provision is different at these levels for a number of reasons – for example, the balance of funding sources is very different. Reform of technical education provision at these levels is still needed, and we believe there is real value in simplifying the current

landscape. The starting point needs to be designing qualifications against requirements defined by panels of industry professionals – convened by the Institute for Apprenticeships – and directing public subsidy only at qualifications which meet these independently-set standards reflecting industry need.

We recommend the Institute for Apprenticeships maintains a register of approved technical education qualifications at levels 4 and 5 that meet the standards set by its panels of professionals. Only those qualifications appearing on this register should be eligible for public subsidy.

There is also a compelling need to ensure clear progression routes exist from levels 4 and 5 to higher levels of training. **We recommend the Government undertakes further work to examine how to ensure clear progression routes develop from levels 4 and 5 to degree apprenticeships and other higher education at levels 6 and 7. This work should be carried out in the context of existing and proposed structures and funding rules for higher education provision in England.**

Route content

Routes through the best international technical education systems begin with a broad curriculum, then increasingly specialise as an individual progresses to higher levels of knowledge and skills. Building on that approach, **we recommend that every college-based route should begin with a two-year programme suitable for 16-18 year olds (although some individuals may take more or less time to complete it). Each of these two-year programmes should begin with a 'common core' which applies to all individuals studying that route and is aligned to apprenticeships.**

We are recommending that after the common core, individuals should specialise to prepare for entry into an occupation or set of occupations. Beyond the age of 18 we also anticipate that many individuals will continue to study technical education at a higher level – full-time, part-time alongside work, or through a higher or degree apprenticeship.

English and maths

English and maths will remain vital skills, and **we recommend that, in addition to any separate requirements as a result of the English and maths funding condition, there is a single set of maths and English 'exit' requirements governing college-based technical education and apprenticeships. These should be seen as the minimum level of maths or English which all individuals must achieve ahead of securing technical education certification, as is already the case for apprentices.**

We recognise that current requirements are still low by international standards, and we believe individuals should have higher aspirations. **In the longer term, as the quality of pre- and post-16 maths and English teaching and associated learner outcomes**

improve, government should raise maths and English requirements to reflect those of higher-performing international technical education systems.

We would want the Institute for Apprenticeships' panels of professionals to include relevant maths and English standards where these directly relate to occupational requirements; indeed many occupations will require higher standards. **We recommend the Institute for Apprenticeships encourages its panels of professionals to incorporate additional, occupation-specific maths and English requirements into the standards for each route.**

Work placements

For students on college-based technical education routes, work placements can offer the opportunity to gain practical skills and behaviours which would be more difficult to learn in an educational setting. We believe these students need a radical shift in emphasis from short-duration work experience to structured work placements lasting much longer and with an employer in an industry relevant to the student's study programme.

In addition to work taster or short-duration work experience opportunities in their first year, every 16-18 year old student following a two-year college-based technical education programme should be entitled to a high-quality, structured work placement. Successful completion of this work placement should be a requirement for full certification at the end of the study programme. As part of the work placement, the student, college and employer should complete a log book – ideally online – that evidences the key tasks that the student has undertaken and what they have learnt.

We recognise that delivering this recommendation in practice is far from trivial. We are suggesting that up to 250,000 17 year olds could require work placements. **We recommend the Government makes additional funding available to colleges to support work placements for technical education students on college-based study programmes. We suggest the most straightforward way of doing this is to increase the base rate per student for each 16-18 year old technical education student who successfully completes a work placement. Initial evidence suggests that such an uplift might need to be around £500 per placement, but further work will be required to set the precise figure.**

Qualifications and certification

It is vital that technical education qualifications and our certification system signal to employers what an individual is able to do. To be effective, certification must have genuine labour market currency – evidenced by employers choosing to employ someone who has the technical education certificate over someone who has not. Equally, individuals must be confident that the certificate they work hard to achieve, and which

either they or the public purse pays for, will be recognised wherever they seek work in the future.

We recommend that, for both employment-based and college-based technical education at levels 2 and 3, there should be a single, nationally recognised certificate for each technical education route.

Each certificate is likely to include achievement of a qualification, and we want to reform the qualifications market. **For college-based technical education at levels 2 and 3, we recommend that the system of qualifications is simplified dramatically, with only one tech level qualification approved for each occupation or cluster of occupations.** As discussed earlier, we are recommending that only one awarding organisation (or consortium) should be licensed to offer each of these tech levels.

Government should ensure that employers and individuals are clear about which qualifications have been developed to meet the national technical education standards. A key lever is funding. **We recommend the Government restricts public subsidy for college-based technical education to that leading to qualifications approved by the Institute for Apprenticeships. This includes funding for 16-18 year olds and advanced learner loans available for adults aged 19 and over.**

Qualifications approved under the new system are likely to include multiple forms of assessment, with each tech level looking different depending on the content to be assessed. The Institute for Apprenticeships should work with its panels of professionals to agree how the knowledge, skills and behaviours described in the standards should be assessed. **For college-based technical education we recommend the Institute for Apprenticeships publishes guidance on the use of a range of common assessment strategies, makes assessment expertise available to the panels of professionals, and sets overarching quality criteria to apply to all tech levels.**

Regardless of the forms of assessment used, all qualifications used in college-based technical education should assess both the common core for the relevant route and the specialist / occupation-specific knowledge and skills. The assessment of every technical education qualification should include realistic tasks as well as synoptic assessment which, together, should be designed to test a student's ability to integrate and apply their knowledge and skills. All qualifications should include external assessment to ensure comparability and reliability.

Transition year

All young people should have the opportunity to benefit from technical education – including those with special educational needs and disabilities (SEND) – but in practice we know that there will be some who will not be ready to access technical education when they complete compulsory schooling at age 16.

Individuals who are not ready to access a technical education route at age 16 (or older if their education has been delayed) should be offered a 'transition year' to help them to prepare for further study or employment. The transition year should be flexible and tailored to the student's prior attainment and aspirations.

We recommend the Government commissions additional work into the design and content of a transition year, while ensuring that the key objective for the year remains to provide tailored provision that has a sharp focus on basic skills and on progression. Such work should be undertaken in good time to ensure the new transition year is available to students alongside first teaching of the technical education routes.

Wider systemic requirements

While not strictly in the Panel's remit, there are other criteria which are equally essential if England's technical education system is to be put on a par with the best in the world.

Careers education and guidance will play a vital role in the success of the reformed technical education system. In 2014, the Gatsby Foundation published its report 'Good Career Guidance' which distilled academic literature and good practice overseas into a set of eight benchmarks which identify different dimensions of good careers guidance. **We recommend the Government adopts the Gatsby benchmarks as the basis of a common national approach for careers education and guidance, and sets an expectation for schools and colleges to use the benchmarks when developing their careers provision.**

Government should also support schools and colleges to embed into careers education and guidance, from an early age, details of the new 15 technical education routes, so that young people and their parents understand the range of different occupations available and how to reach them.

We also recommend the National Careers Service reviews how it presents its career information and guidance in the light of our recommendations for reform of the technical education system.

It is important the labour market data used to form the routes provides information relevant to the current and likely future labour market. Currently, in the UK, information about the workforce is managed by the Office for National Statistics (ONS), which uses the Standard Occupation Classification (SOC) for information about what jobs people do. **We recommend that the ONS examines how to make the Standard Occupation Classification (SOC) more relevant for stakeholders – including expanding it to 5-digits. We further recommend that the Government explores how to make more occupational information available to the Institute for Apprenticeships, colleges and individuals by supplementing the nationally collected datasets with information from the American O*NET system and other sources.**

Good technical education requires expert teachers and lecturers. It also requires industry-standard facilities which are costly to develop and maintain. A rationalisation of specialist technical education facilities is required, concentrating them in a smaller number of high-quality, financially-stable institutions which are easily recognisable to both employers and prospective students. **We recommend that, when national and local decisions about the provision and funding of technical education are being taken, consideration is given to restricting funding to colleges and training providers which meet clear criteria of quality, stability and an ability to maintain up-to-date equipment and infrastructure.**

It is vital that reforms are supported by adequate funding. **We recommend the Government reviews what constitutes sufficient funding for technical education to deliver on its aims of meeting employer needs. This work should benchmark expenditure in England against that of other countries and be used to set appropriate funding levels for technical education when the new routes system is introduced.**

Next steps – implementation

Finally, effective implementation is essential to securing successful delivery of our proposals. We outline in Chapter 9 a series of factors which are essential prerequisites for successful implementation of our proposals: securing investment; adopting appropriate timescales which ensure extensive stakeholder engagement but put firm and coherent governance in place quickly; aligning systemic reforms; communicating the changes effectively; and establishing a stable policy environment to allow the reforms to take root. There exists now an opportunity to reform technical education for the long-term. If the key stakeholders – employers, the Government, and colleges and training providers – all commit to these reforms and are willing to play a full role in implementing them, England will finally benefit from a technical education system which can justifiably be called world-class.

Recommendations

Recommendation 1: We recommend the Government develops a coherent technical education option which develops the technical knowledge and skills required to enter skilled employment, which leads from levels 2/3 to levels 4/5 and beyond, and which is highly valued because it works in the marketplace.

Recommendation 2: The technical education option should be recognised as having two modes of learning: employment-based (typically an apprenticeship) and college-based.

Recommendation 3: While it is necessary for government to design the overall national system of technical education, employer-designed standards must be put at its heart to ensure it works in the marketplace. A single, common framework of standards should cover both apprenticeships and college-based provision. These standards must be designed to deliver the knowledge, skills and behaviours required to perform successfully in specific occupations, not the narrower job role-focused needs of individual employers.

Recommendation 4: We recommend the Government incentivises the development of short, flexible bridging provision to enable individuals to move, in either direction, between the academic and technical education options and to support adults returning to study.

Recommendation 5: We recommend that a common framework of 15 routes is established which encompasses all employment-based and college-based technical education at levels 2 to 5.

Recommendation 6: The 15 technical education routes should provide training for skilled occupations where there is a substantial requirement for technical knowledge and practical skills. We are clear that occupations which require little or no technical knowledge and skill fall outside the scope of technical education.

Recommendation 7: The remit of the Institute for Apprenticeships should be developed and expanded to encompass all of technical education at levels 2 to 5. The Institute should be responsible for assuring standards and bringing relevant experts together to agree the technical knowledge, practical skills and behaviours to be acquired in each route for both apprenticeships and college-based provision. This will allow the Institute to maintain a single, common framework of technical education standards, qualifications and quality assurance.

Recommendation 8: While it is right for the Institute for Apprenticeships to be delegated wide-ranging autonomy across its operational brief, responsibility for key strategic decisions must be reserved for the Secretary of State. Crucially these decisions include those relating to the shape of the overall national system of technical education (such as

adding new or removing existing routes, or changing the title of a route) if we are to ensure the new system remains coherent and stable over time.

Recommendation 9: We recommend the Institute for Apprenticeships convenes panels of professionals to advise on the knowledge, skills and behaviours to be acquired for the standards in each route and on suitable assessment strategies. These professionals should be appointed in an individual capacity, not as representatives of their employers.

Recommendation 10: Institute for Apprenticeships panel members should be remunerated from the public purse.

Recommendation 11: At the earliest opportunity, the Institute for Apprenticeships reviews all existing apprenticeship standards to satisfy itself that there is no substantial overlap between standards, and that every standard is occupation- rather than firm-specific and contains sufficient technical content to warrant at least 20% off-the-job training. Standards found to be overlapping or wanting in terms of breadth or technical content should be revised, consolidated or withdrawn.

Recommendation 12: We recommend the Government moves away from the current awarding organisation market model, where qualifications which deliver similar but different outcomes compete with one another, and instead adopts a licensing approach. Any technical education qualification at levels 2 and 3 should be offered and awarded by a single body or consortium, under a licence covering a fixed period of time following an open competition.

Recommendation 13: The Institute for Apprenticeships should maintain a register of approved technical education qualifications at levels 4 and 5 that meet the standards set by its panels of professionals. Only qualifications on this register should be eligible for public subsidy.

Recommendation 14: The Government should undertake further work to examine how to ensure clear progression routes develop from levels 4 and 5 to degree apprenticeships and other higher education at levels 6 and 7. This work should be carried out in the context of existing and proposed structures and funding rules for higher education provision in England.

Recommendation 15: Every college-based route should begin with a two-year programme suitable for 16-18 year olds (although some individuals may take more or less time to complete it). Each of these two-year programmes should begin with a ‘common core’ which applies to all individuals studying that route and is aligned to apprenticeships.

Recommendation 16: After the common core, individuals should specialise to prepare for entry into an occupation or set of occupations.

Recommendation 17: We recommend that, in addition to any separate requirements as a result of the English and maths funding condition, there is a single set of maths and English 'exit' requirements governing college-based technical education and apprenticeships. These should be seen as the minimum level of maths or English which all individuals must achieve ahead of securing technical education certification, as is already the case for apprentices.

Recommendation 18: In the longer term, as the quality of pre- and post-16 maths and English teaching and associated learner outcomes improve, government should raise maths and English requirements to reflect those of higher-performing international technical education systems.

Recommendation 19: We recommend the Institute for Apprenticeships encourages its panels of professionals to incorporate additional, occupation-specific maths and English requirements into the standards for each route.

Recommendation 20: In addition to work taster or short-duration work experience opportunities, every 16-18 year old student following a two-year college-based technical education programme should be entitled to a high-quality, structured work placement. Successful completion of this work placement should be a requirement for full certification at the end of the study programme. As part of the work placement, the student, college and employer should complete a log book – ideally online – that evidences the key tasks the student has undertaken and what they have learnt.

Recommendation 21: We recommend the Government makes additional funding available to colleges to support work placements for technical education students on college-based study programmes. We suggest the most straightforward way of doing this is to increase the base rate per student for each 16-18 year old technical education student who successfully completes a work placement. Initial evidence suggests that such an uplift might need to be around £500 per placement, but further work will be required to set the precise figure.

Recommendation 22: For both employment-based and college-based technical education at levels 2 and 3, there should be a single, nationally recognised certificate for each technical education route.

Recommendation 23: For college-based technical education at levels 2 and 3, we recommend that the system of qualifications is simplified dramatically, with only one tech level qualification approved for each occupation or cluster of occupations.

Recommendation 24: We recommend the Government restricts public subsidy for college-based technical education to that leading to qualifications approved by the Institute for Apprenticeships. This includes funding for 16-18 year olds and advanced learner loans available for adults aged 19 and older.

Recommendation 25: For college-based technical education we recommend the Institute for Apprenticeships publishes guidance on the use of a range of common assessment strategies, makes assessment expertise available to the panels of professionals, and sets overarching quality criteria to apply to all tech levels.

Recommendation 26: Regardless of the forms of assessment used, all qualifications in college-based technical education should assess both the common core for the relevant route and the specialist / occupation-specific knowledge and skills. The assessment of every technical education qualification should include realistic tasks as well as synoptic assessment which, together, should be designed to test a student's ability to integrate and apply their knowledge and skills. All qualifications should include external assessment to ensure comparability and reliability.

Recommendation 27: Individuals who are not ready to access a technical education route aged 16 (or older if their education has been delayed) should be offered a 'transition year' to help them prepare for further study or employment. The transition year should be flexible and tailored to the student's prior attainment and aspirations.

Recommendation 28: We recommend the Government commissions additional work into the design and content of a transition year, while ensuring the key objective for the year is offering tailored provision with a sharp focus on basic skills and progression. Such work should be undertaken in good time to ensure the new transition year is available to students alongside first teaching of the technical education routes.

Recommendation 29: We recommend the Government adopts the Gatsby benchmarks as the basis of a common national approach for careers education and guidance, and sets an expectation for schools and colleges to use the benchmarks when developing their careers provision.

Recommendation 30: Government should support schools and colleges to embed into careers education and guidance, from an early age, details of the new 15 technical education routes, so that young people and their parents understand the range of different occupations available and how to reach them.

Recommendation 31: The National Careers Service should review how it presents its career information and guidance in the light of our recommendations for reform of the technical education system.

Recommendation 32: We recommend that the ONS examines how to make the Standard Occupation Classification (SOC) more relevant for stakeholders – including expanding it to 5-digits. We further recommend that the Government explores how to make more occupational information available to the Institute for Apprenticeships, colleges and individuals by supplementing the nationally collected datasets with information from the American O*NET system and other sources.

Recommendation 33: We recommend that, when national and local decisions about the provision and funding of technical education are being taken, consideration is given to restricting funding to colleges and training providers which meet clear criteria of quality, stability and an ability to maintain up-to-date equipment and infrastructure.

Recommendation 34: We recommend the Government reviews what constitutes sufficient funding for technical education to deliver on its aims of meeting employer needs. This work should benchmark expenditure in England against that in other countries and be used to set appropriate funding levels for technical education when the new routes system is introduced.

Chapter 1: Introduction

The UK has a long-term productivity problem. Although some sectors such as the automotive industry have enjoyed stronger productivity growth in recent years, in 2014 we had a productivity gap of around 30 percentage points with countries such as France and the USA, while the gap with Germany was 36 percentage points and UK productivity was 18 percentage points below the average for the rest of the G7 economies.[1]

This productivity gap is holding our economy back. Across the globe, countries have realised that investing in the development of technical skills, especially at intermediate and post-secondary levels, is essential to enhancing productivity and improving living standards.[2] Yet, by 2020 the UK is predicted to rank just 28th of 33 OECD countries in terms of developing intermediate skills.[3] Furthermore, the size of the post-secondary technical education sector in England is extremely small by international standards.[4] As a result of years of undertraining at these levels, we face a chronic shortage of people with technician-level skills: in engineering and technology alone, Engineering UK data[5] show an annual shortfall of 29,000 people with level 3 skills and 40,000 with skills at level 4.[6] Furthermore, among 16-24 year olds, England and Northern Ireland together now rank in the bottom four OECD countries for literacy and numeracy – key prerequisites for access to intermediate and higher level skills training.[7]

In short, our education and skills system is failing to develop the skills employers seek. Unless we take urgent action, our economic competitors will leave us even further behind.

Economic need alone is not driving the urgency to act. The social need is equally pressing: we need to offer everyone the chance of a lifetime of sustained employment and the opportunity to progress to the highest skills levels.

Whatever their background, individuals need access to a national system of technical qualifications which is easy-to-understand, has credibility with employers and remains stable over time. Our current system fails on all these counts. Instead, individuals and

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[1] ONS (2016), International comparisons of productivity – final estimates: 2014. Productivity measured on an output per hour worked basis.

[2] NIESR (2015), UK skills and productivity in an international context

[3] UKCES (2015), UK Skill Levels and International Competitiveness 2014. 'Intermediate skills' corresponds broadly with levels 2 and 3 of the Regulated Qualifications Framework (RQF).

[4] OECD (2013), A Skills beyond School Review of England. 'Post-secondary' in this context refers to levels 4 and 5 of the RQF.

[5] Engineering UK (2016), Engineering UK 2016: Synopsis, recommendations and calls for action

[6] Throughout this report we refer to 'levels' of skills and qualifications. These are defined with reference to qualifications on the Regulated Qualifications Framework (RQF) and Framework for Higher Education Qualifications (FHEQ), which describe formal qualifications by their level of difficulty. A table giving the types of qualifications which feature at each level is given in Annex A.

[7] OECD (2013), OECD Skills Outlook 2013: First Results from the Survey of Adult Skills. Figure 2.3b (literacy among young adults adjusted) and figure 2.7b (numeracy among young adults adjusted).

employers must navigate a confusing and ever-changing multitude of qualifications: currently over 13,000 are available to 16-18 year olds. Many of these qualifications hold little value in the eyes of individuals and are not understood or sought by employers, but too many people do not realise this until it is too late. Evidence shows that parents/carers, teachers and the general public have long regarded technical qualifications as inferior to academic qualifications and tend to believe that they are most suited to less able learners.[8] [9] [10] At higher levels, too, technical education qualifications have too often become divorced from the actual occupations they should be preparing individuals for because there have been no, or only weak, requirements that they meet such needs. This has been compounded by the fact that, as the OECD acknowledges, one of the biggest challenges facing the development of fit-for-purpose qualifications at levels 4 and 5 in England is weak employer engagement.[11]

Successive UK governments have spent much of the last 50 years tinkering with vocational education. An almost continuous agenda of reform and remodelling has been pursued without a clear vision or sufficient commitment to ensure reforms took root. As a result, the vocational system has remained insufficiently dynamic and responsive to the changing economic environment, and the prestige of vocational education has suffered.

Recently, however, there have been encouraging signs that government has accepted the need to adopt a systematic and long-term approach to reforming the skills system, focusing squarely on ensuring individuals in education and training develop the technical knowledge and skills that industry needs.

In recent years, government and others have started to refer less frequently to 'vocational education' and increasingly to 'technical and professional education' or simply 'technical education'. This report follows this convention and uses 'technical education' throughout. It would be easy to suggest that the move away from 'vocational education' is nothing more than a change in terminology; simply a rebranding exercise. But we believe it must be much more than that. In the past in this country the vocational option has often been defined not by what it is, but by what it is not: the academic option. Despite its dictionary definition, the word 'vocational' in policy terms has often been treated as a catch-all term for everything other than GCSEs, A levels and degrees. We need to make a decisive break from this flawed approach, and we believe that shifting the emphasis to discussing technical education can help.

Technical education is not, and must not be allowed to become, simply 'vocational education' rebadged. Rather, the Government must be explicit that to be described as technical education, a programme must focus on progression into skilled employment and require the acquisition of both a substantial body of technical knowledge and a set of

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[8] OnePoll (2014), 'Children labelled 'too clever' for vocational education'

[9] City and Guilds (2011), What young people think about vocational education in England

[10] Unwin, L. et al. (2004), What Determines the Impact of Vocational Qualifications? A Literature Review

[11] OECD (2013), A Skills beyond School Review of England

practical skills valued by industry. Technical education covers provision from level 2 (the equivalent of good GCSEs) to higher education but it differs from A levels and other academic options in that it draws its purpose from the workplace rather than an academic discipline. Obviously technical education will involve some knowledge of an academic discipline, in the same way that the academic option will provide knowledge which is useful in the workplace. Nevertheless a distinction can usefully be drawn. Ultimately, we must communicate consistently and more effectively the truth that technical education leads to rewarding, skilled jobs and opens doors for individuals to progress to the most senior of roles.

Beyond this clarification in terminology, the last few years have also seen some important policy changes. The Coalition Government commissioned four key independent reviews to look at specific aspects of the technical education system. The Wolf Review focused on vocational education at 14-19.[12] The Commission on Adult Vocational Teaching and Learning report examined what makes excellent vocational teaching and learning.[13] The Whitehead Review looked at adult skills.[14] The Richard Review considered apprenticeships.[15] Each addressed specific problems and resulted in improvements to the technical education system. In particular, significant investment in apprenticeships has brought them into the mainstream, and we have seen a welcome streamlining of the number of technical education qualifications. The challenge for future reform is to build on these developments and to integrate them to produce enduring, system-wide change. What is needed is a national system of technical education that provides industry with a world-class cadre of highly productive and skilled individuals and gives individuals a clear and attractive pathway from education into skilled occupations at the highest levels.

We can build on examples of excellent college-based[16] technical education, as well as on recent reforms of apprenticeships which have given employers a much stronger role in specifying the knowledge, skills and behaviours an individual needs to perform well in an occupation. We can also draw on international evidence. For instance, it is striking how in many countries with high-performing technical education systems – including Norway, the Netherlands and Switzerland – there is widespread integration across the two modes of technical education learning: employment-based, such as an apprenticeship; and college-based, such as a full-time study programme at a college. In England these two modes of learning already overlap to a significant degree: all apprenticeships, for example, are required to include at least 20% 'off-the-job' (college-based) training. However the two systems have largely been designed to operate separately. More

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[12] Wolf, A. (2011), Review of Vocational Education - The Wolf Report

[13] Commission on Adult Vocational Teaching and Learning (2013), It's About Work… excellent adult vocational teaching and learning

[14] Whitehead, N. (2013), Review of Adult Vocational Qualifications in England

[15] Richard, D. (2012), The Richard Review of Apprenticeships

[16] "College-based" is used throughout this report as shorthand for any post-16 programme taught in an educational setting such as a general further education or sixth form college, UTC, university or private training provider, rather than an in-work programme such as an apprenticeship. It is not intended to be limited to FE colleges.

broadly, having examined practice in other countries, we are clear that all high-performing systems of technical education require:

- a well-understood, national system of qualifications that are genuinely respected by employers and so have value for the individual in the labour market
- widespread availability of comprehensive career guidance – including accurate and up-to-date labour market information and institutional performance data – so that all individuals can make informed choices between the education and training options on offer
- stable institutions with appropriate infrastructure for the delivery of technical education, including high-quality teaching and access to industry-standard facilities and equipment
- a system of adequate funding that incentivises individuals and employers to participate in education and training that results in productivity gains

Our Panel was established largely to consider actions required to deliver the first of the above requirements: how we can ensure that technical education is well understood by all key stakeholders and delivers outcomes that employers value. Our discussion focused on this, and therefore so does this report. However, although outside the scope of this report, we are clear that further action is required to deliver all four of the above characteristics if England is to benefit from a world-class system of technical education. We return to this in Chapter 8.

Chapter 2: Technical education within the education and training system

Any high-performing system of technical education must have labour market currency and work for young people and adults. This chapter discusses how these two groups will access and move through our proposed system and be able to move between the academic and technical education options.

Young people

The majority of individuals starting on a college-based technical education route will be young people aged 16-18.[17] We believe the vast majority of 16 year olds should be presented with two main options:

(i) An academic option, for those who are aiming to progress to a full-time undergraduate course at university at age 18. These are young people predominantly choosing study programmes comprising qualifications designed explicitly to meet the needs of universities: typically A levels and/or applied general qualifications.[18] Reform of this option falls outside the Panel's remit, although it clearly must be borne in mind when considering how technical education reform dovetails with the wider educational system.

(ii) A technical option, for those wishing to gain the technical knowledge and skills required to progress to skilled employment, either directly at 18 or after further, higher-level technical education such as a higher or degree apprenticeship. There are two possible modes of education and training within the technical education option; both should form part of a quality technical education route and both must be designed to meet standards set by employers:

- employment-based – this is most commonly delivered via an apprenticeship, usually at level 2 or level 3, and includes a combination of on-the-job learning of skills (in the workplace) and at least 20% off-the-job learning of knowledge (in a college or private training provider)
- college-based – this is typically a two-year, full-time study programme which should include work placements appropriate to the technical education route and individual student

As discussed in the previous chapter, college-based technical education in England currently suffers from a lack of clarity and prestige, and the qualifications on offer too

[17] Although of course some young people, for instance those studying at a UTC, will begin their technical education earlier.

[18] Applied general qualifications are level 3 qualifications for post-16 individuals who wish to continue their education through applied learning. The courses equip individuals with transferable knowledge and skills and the Department for Education requires that they have public backing from universities.

often fail to focus on equipping individuals with the knowledge and skills that industry needs.

Recommendation 1: We recommend the Government develops a coherent technical education option which develops the technical knowledge and skills required to enter skilled employment, which leads from levels 2/3 to levels 4/5 and beyond, and which is highly valued because it works in the marketplace.

Recommendation 2: The technical education option should be recognised as having two modes of learning: employment-based (typically an apprenticeship) and college-based.

Recommendation 3: While it is necessary for government to design the overall national system of technical education, employer-designed standards must be put at its heart to ensure it works in the marketplace. A single, common framework of standards should cover both apprenticeships and college-based provision. These standards must be designed to deliver the knowledge, skills and behaviours required to perform successfully in specific occupations, not the narrower job role-focused needs of individual employers.[19]

Not all young people at age 16 will be ready to access either the academic or technical education option. Those with low prior attainment, some of whom will have special educational needs and/or disabilities (SEND), or who took time out from education due to illness, will need appropriate support as a stepping-stone to further education and training or to employment. In Chapter 7, we discuss how anyone not ready to access academic or technical education should be offered an additional 'transition year'. The transition year would be tailored to an individual's prior attainment and aspirations and focus on developing basic skills, with the aim of progression to academic or technical education, or to employment with training, by the end of the year.

Young people with complex SEND, or those who have disengaged from education, will need highly tailored provision. Understanding the heterogeneous needs of individuals with SEND and facilitating appropriate provision for them is a task best undertaken by professionals with deep expertise in this area. In the absence of such expertise among Panel members, we do not attempt to make specific recommendations regarding this provision. Instead, we restrict ourselves to reiterating the importance of ensuring that all young people are adequately supported to access and progress in education and training appropriate to their aspirations and abilities.

Figure 1 shows, in simplified form, typical progression pathways through the academic and technical education options.

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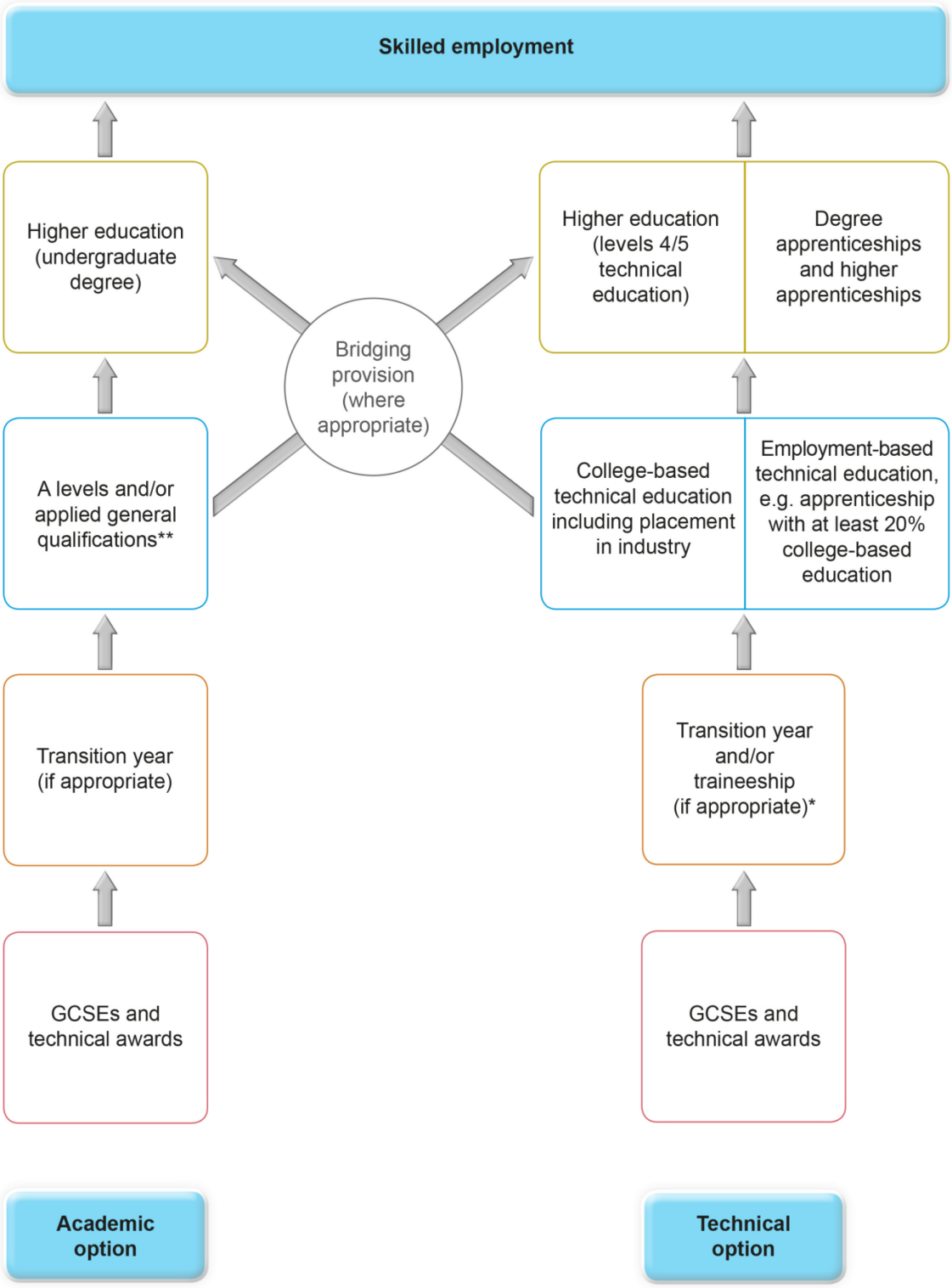
[19] We considered whether the current National Occupational Standards (NOS) could form the basis of technical education. However, NOS have been derived through a functional analysis of job roles and this has often led to an atomistic view of education and a rather 'tick-box' approach to assessment. As such we do not consider them to be fit-for-purpose for use in the design of the technical education routes.



* Where a student does both, the traineeship will follow the transition year. Students doing both the transition year and a traineeship may progress directly to employment.

** Some students will move directly from A levels and/or applied general qualifications to degree and higher apprenticeships.

Figure 1: Progression pathways through education

The diagram reflects the overarching design principles for each option, rather than attempting to capture every single pathway that an individual might take. Some individuals, for example, will move directly from A levels and/or applied general qualifications to degree and higher apprenticeships. Equally, individuals may choose to enter skilled employment without (or before) progressing through higher education at levels 4, 5 or 6.

It is important to reiterate the purpose and design principles of each option. The technical education option (employment-based and college-based) must be designed to meet the needs of employers and thus prepare individuals to enter skilled employment, including via higher-level technical education. Equally, the academic option must be designed to meet the entry requirements of university full-time undergraduate degree courses. Looked at this way it follows that universities should take the lead in specifying the standards to be met by the academic option, while the needs of employers should drive the design of the technical education option.

With the purpose of the two options clearly delineated in this way, it would be disingenuous to pretend that any student choosing to start on one option at age 16 will be able to move seamlessly to the other option at any time of their choosing. Attempts to design either option – academic or technical education – for 16-18 year olds which properly meets the needs both of employers and undergraduate degree admissions will be unsuccessful.

But this is not to suggest that movement between the two options is not possible or desirable. Quite the reverse. Young people who wish to move to the academic option at age 18 having completed two years of technical education or from the academic option to technical education must have open pathways. We should not accept an education system which shuts off the potential to access higher education and training of either option and therefore results in individuals being unable to achieve their full potential.

Some individuals who have completed two years of academic or technical education at age 18 will be judged as already possessing the necessary abilities to successfully change between the two options without additional 'bridging' provision by the university or college they wish to study at. But while some courses will be willing to admit 18 year olds who are switching options, others will not. It is therefore essential that clearly signposted 'bridging provision' exists so that individuals can move between academic and technical education options.

Some bridging courses to academic education are already well established. Access to Higher Education Diploma courses, for example, are available to individuals who lack the qualifications required to enter undergraduate study – in 2013/14 over 23,000 individuals holding these Diplomas entered higher education in England and Wales.[20]

[20] QAA (2015), Access to Higher Education: Students in Higher Education 2013-14

It is important to stress that bridging provision is not just required to allow movement from technical education to the academic option. At age 18, some individuals who have successfully completed two-years within the academic option may choose to apply to a higher apprenticeship. However, several employers we spoke to bemoaned the lack of practical skills possessed by individuals who had followed the academic option. We therefore need a suite of practically-focused bridging courses that equip individuals who have followed the academic option with the practical skills developed through the technical education option.

Recommendation 4: We recommend the Government incentivises the development of short, flexible bridging provision to enable individuals to move, in either direction, between the academic and technical education options and to support adults returning to study.

These bridging courses should include part-time and short courses which might, for example, be delivered in the evenings or at summer schools.

There must also be flexibility for individuals to move between the two modes of learning within the technical education option, for example from college-based technical education to an apprenticeship or vice versa. In the technical education system we are proposing, many of the knowledge and skills outcomes gained through a college-based programme will be very similar, if not identical, to those gained on an apprenticeship. This will allow individuals to transfer between employment-based and college-based provision with relative ease, enabling them for instance to have their prior learning accredited so they are not required to repeat education and training they have already undertaken.

Adults

Any system of education and training must work for adults as well as young people. Many of the key points discussed above are equally relevant to both groups. Well-signposted, flexible bridging provision, for example, is needed by all. Yet adults will access routes from a range of starting points, with different skills and experience and with different needs and aspirations. The system must recognise these differences and respond to adults' varied needs.

Adults with low levels of knowledge and skills (below level 2) will often be unable to access technical education directly. We believe many of the low level vocational qualifications currently on offer for this group do little to enhance career prospects. Provision for low-skilled adults should instead focus on developing the necessary basic knowledge and skills to access technical education, as well as providing 'tasters' of the different technical education routes available.

We believe adults with the prerequisite knowledge and skills should have the same two choices as young people: an academic option for those seeking to gain an undergraduate degree through full- or part-time study, and a technical option for those

seeking to gain the knowledge and skills required to progress into or within skilled employment, which may include higher technical education.

Clearly the population of adults who are able and wish to access technical education is diverse but, in very broad terms, one can conceive two key groups.

The first group has achieved at level 2 (GCSEs or equivalent) but not significantly higher, and so are looking to enter technical education at effectively the same point as a typical 16 year old. Individuals in this group should have access to equivalent provision as that offered to 16-18 year olds, although recognising that many adults will need to study part-time or otherwise flexibly to fit in with their employment. While many education and training providers will choose to deliver college-based technical education provision for adults separately from that for young people, standards for both groups must be the same. As discussed later, standards for technical education must be defined as the knowledge and skills required to perform well in an occupation; these requirements are the same regardless of the age of the person applying for a job.

The second broad group of adults may be characterised as those who are currently in skilled employment (and likely possessing knowledge and skills at level 3 or above), but wish to pursue a new career or progress higher within their chosen career. These individuals want to join a technical education route at the highest possible point – typically at levels 4 and 5 – and need to understand how they can 'bank' their previous experience where possible and then focus on retraining where necessary. Bridging provision will be particularly important for adults, allowing them to take the skills and knowledge they have gained and count this towards their learning in a new occupation.

Government has an important role in considering what financial support should be offered to adults pursuing college-based technical education. Adults on an apprenticeship can typically access support, via their employer, towards their training costs. However, adults who already hold a qualification at level 2 or 3 but want to access college-based technical education will need to fund the costs of the training themselves, directly or by accessing an advanced learner loan. Advanced learner loans will be expanded from this year to cover provision up to level 6 and will be available to those aged 19 and over for the first time. We return to this issue in Chapter 8.

Chapter 3: A system of technical education routes

There are two modes of learning in technical education: employment-based and college-based. Both should be promoted as valid preparation for skilled employment and both must be designed to equip individuals with the knowledge, skills and behaviours necessary to perform well in an occupation. This is why we have recommended (as recommendation 3) that employer-designed standards are put at the heart of technical education and that a single, national framework of standards is put in place encompassing both apprenticeships and college-based technical education. But individuals, especially those considering college-based technical education provision, must be able to identify clearly which study programme (for those aged 16-18) or qualification (for adults) will best prepare them to enter their targeted occupation(s). Such clarity is a key plank of successful technical education systems in other countries.

Recommendation 5: We recommend that a common framework of 15 routes is established which encompasses all employment-based and college-based technical education at levels 2 to 5.

The design of these 15 routes should – initially – focus on the education and training required for individuals to progress into occupations which typically require qualifications at levels 2-5. Progression into undergraduate study at level 6 is well-served by the academic option and, as described in the previous chapter, individuals who wish to move between technical education and the academic option will be supported to do so through flexible bridging provision. Degree apprenticeships will offer an additional path for technical education students to progress directly to level 6, and we have also been encouraged by recent moves within some of the professions, such as law and accountancy, to develop apprenticeship systems allowing individuals to progress to the top of a profession without studying for an undergraduate degree.

Echoing the trailblazer apprenticeship reforms, we propose a framework of routes based around related occupations rather than sectors. This will ensure individuals gain skills and knowledge that is transferable across a range of industries.

In the UK, 'job' is sometimes used interchangeably with 'occupation'. But the term 'job' has a much more limited meaning because it is connected to an employment contract in a specific workplace: hence a 'job description' lists the tasks an individual is required to perform. In contrast, 'occupation' is a more all-encompassing term for individuals' employment, and is not restricted to a particular workplace. The use of occupation also points to opportunities for progression, both within the occupation but importantly also to related occupations with similar skill requirements.[21] Equally, training for those

[21] Used in this way the concept of occupation is close to one of the central concepts of German technical education: Beruf. The term Beruf combines notions of skills, knowledge and professionalism and drives education and training to develop all of these facets. This contrasts with a sector-based approach, which tends to lead to the development of broad qualifications – covering knowledge about a sector rather than the knowledge and skills required for a particular occupation – which are less valued by employers.

occupations which are found across many different sectors (such as IT support technician) have sometimes suffered from being driven by the narrow needs of just one sector (in this example the IT sector) rather than the requirements of the employers in many other sectors who will employ them in far greater numbers. We are therefore convinced that the concept of occupation is central to creating a high-value and credible technical education system.

Technical education must require the acquisition of both a substantial body of technical knowledge and a set of practical skills valued by industry. However, not all occupations require technical training in college or as part of an apprenticeship. Unskilled and very low-skilled occupations[22] do not have sufficiently large knowledge requirements to warrant a technical education route. Rather, these occupations can be learnt entirely on-the-job, often within a matter of weeks.

Recommendation 6: The 15 technical education routes should provide training for skilled occupations where there is a substantial requirement for technical knowledge and practical skills. We are clear that occupations which require little or no technical knowledge and skill fall outside the scope of technical education.

Defining the routes

On the following pages is a summary of the 15 proposed technical education routes. The routes have been defined through analysis of current labour market information (LMI) and projections of future skills needs. The routes were reviewed with employers, academics and professional bodies. The occupational groupings were tested for alignment with apprenticeship standards and current tech levels and technical certificates.[23] The Technical Annex describes the process we followed in more detail. In Chapter 8 we also discuss related issues regarding the availability and granularity of LMI in the UK, especially around what knowledge, skills and behaviours are required for different occupations. Our analysis confirms the proposed routes encompass the vast majority of, if not all, technical occupations at levels 2 to 5. However, these routes will continue to develop as employers and educational experts begin to design the standards for each route.

[22] Unskilled occupations have been defined as those included in SOC major group 9. Some occupations in SOC major group 8 have also been defined as unskilled on the basis of the low knowledge and skills requirements of the occupations.

[23] Tech levels (level 3) and technical certificates (level 2) are qualifications designed to equip students aged 16-plus with the specialist knowledge they need to enter a specific, recognised occupation. To be recognised as a tech level or technical certificate, a qualification must have public support from professional bodies or from at least five employers. A list of tech levels and technical certificates approved by the Department for Education can be found on the gov.uk website.

The 15 technical education routes

Table 1 – Proposed technical education routes

Agriculture, Environmental and Animal Care
Numbers employed: 454,726 **Typical job roles:** Conservationist, park ranger, farmer, horticulturalist, agricultural manager, agricultural technician
Business and Administrative
Numbers employed: 2,204,478 **Typical job roles:** Human resources officer, office manager, administrative officer, housing officer
Catering and Hospitality
Numbers employed: 568,998 **Typical job roles:** Chef, butcher, baker, catering manager, events manager
Childcare and Education
Numbers employed: 1,060,804 **Typical job roles:** Nursery assistant, early years officer, teaching assistant, youth worker
Construction
Numbers employed: 1,625,448 **Typical job roles:** Bricklayer/mason, electrician, building/civil engineering technician, carpenter/joiner, construction supervisor
Creative and Design
Numbers employed: 529,573 **Typical job roles:** Arts producer, graphic designer, audio-visual technician, journalist, product/clothing designer, upholsterer, tailor, furniture maker
Digital
Numbers employed: 351,649 **Typical job roles:** IT business analyst/systems designer, programmer, software developer, IT technician, web designer, network administrator

Engineering and Manufacturing
Numbers employed: 1,319,645 **Typical job roles:** Engineering technician, vehicle mechanic, aircraft fitter, printer, process technician, energy plant operative
Hair and Beauty
Numbers employed: 293,004 **Typical job roles:** Hairdresser, barber, beauty therapist
Health and Science
Numbers employed: 915,979 **Typical job roles:** Nursing assistant, pharmaceutical technician, sports therapist, laboratory technician, dental nurse, food technician
Legal, Finance and Accounting
Numbers employed: 1,325,482 **Typical job roles:** Accounting technician, paralegal, financial account manager, payroll manager, finance officer, legal secretary
Protective Services
Numbers employed: 398,400 We expect this route will primarily be delivered through apprenticeships. **Typical job roles:** Police officer, fire service officer, non-commissioned officer (NCO), maritime operations officer (coastguard)
Sales, Marketing and Procurement
Numbers employed: 957,185 We expect this route will primarily be delivered through apprenticeships. **Typical job roles:** Buyer, procurement officer, sales account manager, market research analyst, estate agent
Social Care
Numbers employed: 865,941 We expect this route will primarily be delivered through apprenticeships **Typical job roles:** Care worker, residential warden, home carer, probation officer, welfare counsellor
Transport and Logistics
Numbers employed: 589,509 We expect this route will primarily be delivered through apprenticeships **Typical job roles:** Ship’s officer, railway signalling technician, HGV driver

Chapter 4: Governance

Technical education only works in the marketplace if it is well understood and genuinely valued by employers, as this leads to it being perceived as high-value among individuals, politicians and society more generally. The trailblazer reforms enacted following the Richard Review aim to ensure this is the case for apprenticeships. Giving employers a stronger voice regarding the content of apprenticeships has led to renewed enthusiasm for apprenticeships in several industries and should lead to improved employment outcomes for apprentices. Equally, the stronger focus on occupational competence should avoid the trap of providing narrow, job-focused training specific to an individual employer. By focusing on broader occupational skills – an approach characteristic to successful apprenticeship systems in other countries – apprentices should be provided with transferrable skills that will stand them in good stead for the rest of their careers. Apprenticeships are increasingly seen as being an excellent way for a person to develop the knowledge, skills and behaviours necessary to perform well in an occupation.

However, even in the light of the Government's commitment to 3 million apprenticeship starts by 2020, the vast majority of apprenticeships on offer will be for adults. Only around 6% of 16-18 year olds were participating in an apprenticeship at the end of 2014[24] and, despite some large employers' intentions to expand apprenticeships, it is clear that there will continue to be a pressing need for high-quality college-based provision. To take just one example, the Transport Infrastructure Skills Strategy predicts a shortfall of over 55,000 skilled construction and engineering workers in transport infrastructure by 2020.[25] This will partly be addressed by a Government commitment to creating 30,000 apprenticeships in the rail and road industries, but there remains a sizeable role for college-based provision in training the remaining 25,000 workers.

It is important that policy-makers, employers, and colleges and training providers ensure that all college-based technical education and apprenticeships deliver outcomes of equally high quality. This is vital so that people who do not wish to pursue, or are unable to find, an apprenticeship have a coherent college-based offer open to them which allows them to develop the equivalent technical knowledge, skills and behaviours. Individuals must be confident that devoting time and effort to succeed on a college-based technical education route will deliver significantly improved employment prospects – this will only be the case if employers, when recruiting, value the courses and qualifications sufficiently to give priority to individuals who possess them.

This is not to pretend that employment-based and college-based provision are the same: for many occupations there are some outcomes (such as some specialised practical skills, or the requirement to demonstrate competence in a range of real-world settings)

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[24] Department for Education (2015), Participation in education, training and employment: 2014
[25] Department for Transport (2016), Transport Infrastructure Skills Strategy: building sustainable skills, Moving Britain Ahead, London: DfT

which are likely to be delivered only through a period of employment. But, by ensuring employers are intimately involved in setting the requirements and standards for college-based provision, and through the carefully-targeted use of high-quality, structured work placements, we are convinced that college-based technical education can deliver outcomes that are well understood and respected by employers – and so have greater value for the individual in the labour market.

Standards

Despite previous reforms, employers continue to report that many individuals who have successfully completed qualifications remain poorly equipped to enter skilled work. Government has tried many times to require awarding organisations to design qualifications around employer needs, but it has not worked. We believe we need to change the way qualifications are designed and delivered and change the behavioural incentives which, in our current system, threaten quality. In countries with successful technical education systems it is the role of government and its agencies to define and quality assure a single, national system of technical education standards and a single national framework of approved qualifications. We believe this is an essential component for any effective education and training system.

As discussed above, a key aim of these reforms is that an individual following a college-based technical education route will, as far as possible, be able to develop the same or equivalent technical knowledge, practical skills and behaviours as someone on a comparable apprenticeship. This requires development of a common system of standards encompassing all technical education. Responsibility for these standards should rest with a single organisation to ensure integration across apprenticeships and college-based provision. The new employer-led Institute for Apprenticeships, due to begin operations in April 2017, is well placed to carry out this role in England.[26]

The trailblazer apprenticeship reforms are already well under way and have secured the support and involvement of a large number of employers. Therefore elements of the standards already set by a trailblazer apprenticeship group for an occupation should, wherever appropriate, be used for the corresponding college-based technical education route. The trailblazer standards provide a helpful starting point for identifying the key knowledge, skills and behaviours individuals should develop on a college-based route. However, while the concise nature of trailblazer standards is appropriate for apprenticeships, the standards are likely to prove insufficiently detailed for college-based provision if we are to ensure a college or training provider develops a curriculum that matches the expectation of employers. But, while standards for employment-based and college-based provision may be slightly different to account for the difference in teaching

[26] The Institute for Apprenticeships is currently being created through the Enterprise Bill. Its operations will be wholly publicly-funded, with funds coming from general taxation rather than the new apprenticeships levy.

mode, over time we envisage standards for both modes of technical education being developed in a fully integrated manner.

Recommendation 7: The remit of the Institute for Apprenticeships should be developed and expanded to encompass all of technical education at levels 2 to 5. The Institute should be responsible for assuring standards and bringing relevant experts together to agree the technical knowledge, practical skills and behaviours to be acquired in each route for both apprenticeships and college-based provision. This will allow the Institute to maintain a single, common framework of technical education standards, qualifications and quality assurance.

A common framework of technical education standards will bring a range of benefits. A single, integrated system will be far simpler for all the main stakeholders – including young people, adults and employers – to understand, helping them to make informed choices. It will also be more effective, allowing individuals to transfer between modes of technical education to best prepare for employment. Construction employers, for example, told us they would welcome a college-based programme for 16-18 year olds which could act as a foundation for progression to higher apprenticeships; integrated routes can help facilitate this kind of approach.

An integrated approach should bring greater efficiency in a number of ways. The specialist expertise required – for instance on assessment models – is very similar for apprenticeships and college-based provision and it will be more straightforward for these functions to be carried out under the aegis of a single body. There are efficiencies for colleges and training providers too, since similar expertise will be needed to deliver both modes (indeed delivery will often involve the same staff).

Finally, without a focus on alignment, the two modes of technical education will diverge, leading to a fragmented system, which is never seen in the leading international examples. Having a single decision-making body overseeing apprenticeships and college-based provision will enable the system to be managed for the long-term, ensuring the two modes stay closely integrated and guaranteeing longevity for the system as a whole.

As discussed above, in countries with high-performing technical education systems such as Norway, government retains overarching responsibility for the definition and development of the national education system, only delegating operational responsibilities, such as the development of standards, to other public bodies. We believe this is the correct approach to take in England.

We welcome the Government's intention to establish the Institute for Apprenticeships as a body with a large degree of autonomy. This should encourage the Institute to be responsive to the needs of employers and the economy while feeling empowered to ensure that quality and maintenance of standards remain paramount. However, we

reiterate that the design, creation and management of the overall system of national qualifications must remain a core governmental responsibility.

Recommendation 8: While it is right for the Institute for Apprenticeships to be delegated wide-ranging autonomy across its operational brief, responsibility for key strategic decisions must be reserved for the Secretary of State. Crucially these decisions include those relating to the shape of the overall national system of technical education (such as adding new or removing existing routes, or changing the title of a route) if we are to ensure the new system remains coherent and stable over time.

A key lesson from educational reform in recent decades is that stability and consistency of language are critical prerequisites for any system to be well-understood by employers and individuals alike.

Panels of professionals

We are clear that the Secretary of State and the Institute for Apprenticeships should retain responsibility for maintaining the national system of technical education. But the task of specifying the standards for college-based provision within each technical education route is a role not for government, but for professionals working in, or with expert knowledge of, the relevant occupations, supported by experienced education professionals. It will be important that these panels of professionals understand that their duty is to consider the interests of the relevant occupations, profession and industry as a whole, rather than the needs of individual employers.

Recommendation 9: We recommend the Institute for Apprenticeships convenes panels of professionals to advise on the knowledge, skills and behaviours to be acquired for the standards in each route and on suitable assessment strategies. These professionals should be appointed in an individual capacity, not as representatives of their employers.

Experience of apprenticeship reforms has shown that standards development can be time-consuming for the professionals involved, which can be a particular issue for SMEs. This time commitment and the associated cost must not be allowed to become a barrier to expert involvement in development of standards.

Recommendation 10: Institute for Apprenticeships panel members should be remunerated from the public purse.

Such remuneration is appropriate because the Institute's panel members will need to commit a significant amount of effort to their panel duties and will be appointed in an individual capacity rather than as a representative of their employer.

Some specialist providers, such as the National Colleges currently being developed, are leading the way in the design and delivery of higher level technical skills and so are well placed to inform the content of the new technical routes. With this in mind, we would expect a National College to be represented on the Institute for Apprenticeships panel of professionals setting standards for occupations within the College's footprint.

Professional bodies also have a role to play. For occupations where there are well-recognised professional bodies, for example in accountancy, law, HR, engineering, and IT, the outcomes from a technical education route, whether college- or employment-based, should align to professional registration standards, as is already the case with trailblazer apprenticeships.

Vocational qualifications in Denmark

'Trade committees', with representation from labour market organisations, play an important role in defining and developing vocational qualifications and stipulating training conditions in Denmark. But it is the state – through a combination of government departments – that is responsible for administering certificates, and the Ministry of Children, Education and Gender Equality is responsible for qualification standards. The requirements of each qualification (around 110 in total) are stipulated under: purpose, duration, admission requirements, qualification competence and work experience requirements.

The panels of professionals convened by the Institute for Apprenticeships will be charged with specifying the knowledge, skills and behaviours required in relevant occupations and how these would be most suitably developed and assessed. A panel's remit might cover a whole route (such as Construction) or a group of aligned occupations within each route (such as Electrical, Plumbing, Bricklaying, etc). These panels would also be well placed to peer review proposals for new apprenticeship standards, informing the Institute's Board about which proposed apprenticeship standards should be developed, which developed standards should be approved for funding, and – through a regular review process – which existing apprenticeship standards require amending or withdrawal.

A regular review cycle will be important for ensuring standards are high quality and remain current, reflecting the latest economic needs and technological changes. Earlier we mentioned the need for college-based technical education to include substantial technical knowledge and skills. This is not confined to the development of new college-based standards: we are equally concerned that some existing apprenticeship standards, at least at face value, seem to overlap significantly with others, be firm- rather than occupation-specific, and/or contain insufficient technical content. If this is indeed the case, it risks a proliferation of low-value or niche standards, creating complexity and recreating all the problems of the previous system. Reviewing all existing apprenticeships standards must be an early priority for the Institute for Apprenticeships.

Recommendation 11: At the earliest opportunity, the Institute for Apprenticeships reviews all existing apprenticeship standards to satisfy itself that there is no substantial overlap between standards, and that every standard is occupation- rather than firm-specific and contains sufficient technical content to warrant at least 20% off-the-job training. Standards found to be overlapping or wanting in terms of breadth or technical content should be revised, consolidated or withdrawn.

The qualifications market

We believe the approach outlined above would robustly ensure the Institute for Apprenticeships holds standards for technical education which reflect the needs of industry. The next requirement is for an efficient and effective mechanism for developing qualifications for college-based technical education which meet these standards.

Currently in England, Wales and Northern Ireland we have a market-based approach to qualifications. This system is inherently unfit for purpose and has two structural failings. Firstly, awarding organisations are not incentivised to seek market share by designing demanding qualifications which meet the needs of industry because employers are rarely able to remain up-to-date on the value and standards of multiple, competing qualifications. Instead, a 'race to the bottom' can develop in which awarding organisations compete to offer less demanding qualifications which are easier to teach and easier to pass, driving down standards and rewarding poor quality.[27] Secondly, there is a lack of clear accountability, with neither awarding organisations, nor sector skills councils, nor Ofqual being ultimately accountable for ensuring that qualifications meet employers' needs. Awarding organisations may develop good qualifications in spite of the current system, but they do not do so because of it.

The market-based system has driven the development of large numbers of competing qualifications. In September 2015 there were over 21,000 qualifications, excluding GCSEs and A levels, on Ofqual's Register of Regulated Qualifications, offered by 158 different awarding organisations. Over 12,000 of these qualifications were eligible for public funding for teaching to 16-18 year olds, including 3,000 qualifications at level 3.[28] [29] Individuals aiming for a future in plumbing, for example, have to choose between 33 qualifications offered at 3 different levels by 5 different awarding organisations. From our examination of international technical education systems, this type of market-based approach appears to be unique. The resulting proliferation of qualifications is a significant issue because:

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[27] OECD (2013), A Skills beyond School Review of England
[28] Ofqual (undated), Register of Regulated Qualifications Search
[29] Department for Education (undated), Section 96 qualification downloads

- it is harder for any regulation process to ensure rigour and quality is maintained, or that qualifications are genuinely comparable to others with similar titles
- qualifications inevitably become overly narrow – reflecting specific job roles for particular firms rather than broader occupations in the labour market – or too broad, where awarding organisations try to produce a qualification which meets the needs of every student
- employers struggle to identify which qualifications are appropriate for their skills needs
- it is impossible for education and training providers such as FE colleges to provide the full range of qualifications, given the sheer number and complexity, and it can be difficult for them to identify which qualifications will offer the best outcomes for their students
- there is a strong incentive for awarding organisations to compete on price, potentially reducing the quality of qualifications
- conveying meaningful career information to individuals and teachers which distinguishes between the different (and overlapping) qualifications is extremely difficult

> 'The current system of awarding bodies which operate in many parts of the UK (but works differently in Scotland) has very serious drawbacks. The proliferation of competing qualifications in England and Northern Ireland undermines the labour market value of vocational qualifications, and prevents employers from engaging effectively in the construction of qualifications.'
>
> OECD – A Skills Beyond School Brief on the United Kingdom[30]

We can address these shortcomings and significantly simplify the system through the reforms we are proposing to college-based technical education. Introducing technical education routes will shift the focus from a skills system driven by qualifications, which relies on an awarding organisation market to deliver these, to a system that develops and certifies the technical knowledge, practical skills and behaviours that employers seek and industry needs.

Our favoured solution to the problems associated with the current dysfunctional system is to move to an arrangement in which the Institute for Apprenticeships issues separate invitations to tender for contracts to develop all qualifications associated with the college-based provision for each technical education route at levels 2 and 3. Bidders for such contracts might be individual awarding bodies or consortia of organisations (for example

[30] OECD (2014), A Skills Beyond School Brief on the United Kingdom

including relevant professional bodies, sector bodies, and/or National Colleges). The winning contractor would be awarded an exclusive licence to develop the national qualifications for a specified technical education route for a fixed period of time, perhaps five or even 10 years. Our expectation is that the choice of regulated qualifications which could be included within level 2 and 3 apprenticeship standards would also be restricted to these national qualifications.

We see many advantages of this licensing approach, not least the simplicity and clarity it will bring for employers and individuals alike.

Recommendation 12: We recommend the Government moves away from the current awarding organisation market model, where qualifications which deliver similar but different outcomes compete with one another, and instead adopts a licensing approach. Any technical education qualification at levels 2 and 3 should be offered and awarded by a single body or consortium, under a licence covering a fixed period of time following an open competition.

To ensure such a licensing approach works effectively will require significant expertise in procurement and contract management – this must be borne in mind when resourcing the Institute for Apprenticeships. Equally, this approach will have significant implications for the future regulation of technical qualifications, and the Government will need to work with Ofqual to consider a revised regulatory model.

Technical education at higher levels

Many technical occupations exist at levels 4 and 5 and above, and individuals need to have a clear line of sight to these from level 2 upwards. Yet onward progression in technical education at age 18 has traditionally been poorly articulated and provided for. As the CBI notes in its 2015 education and skills survey: "the delivery of levels 4 and 5 qualifications in our skills system is currently confusing and, perhaps as a result, there is insufficient emphasis on delivery of these types of qualifications despite their being at the heart of the new labour market."[31] So reform of technical education qualifications at these levels is needed, but the detail of such reform is not straightforward.

Provision of technical education at levels 4 and 5 differs from level 3 and below in a number of ways. Training at levels 4 and 5 is undertaken exclusively by adults, (whereas young people account for much of the provision at levels 2 and 3), and we can expect learners aged 19+ to make choices based on considered research about employment prospects in a way we cannot always expect of 16 year olds. This also means the balance of funding sources for training is different at these levels: funding may come from employers, but it will often come from the student themselves, perhaps with government-backed loan assistance. Funding regimes are further complicated by the

[31] CBI/Pearson (2015), Inspiring Growth: CBI/Pearson Education and Skills Survey 2015

fact that, alongside Foundation Degrees, HNCs and HNDs (proprietary qualifications of one awarding organisation, Pearson) are treated in a similar way as undergraduate degrees and so are eligible for higher education student finance. In contrast level 4 and 5 qualifications developed by other awarding organisations are not. The provider base for levels 4 and 5 training is also different. It extends beyond colleges: universities are active and new forms of providers, notably National Colleges and Institutes of Technology, are developing. Some professional bodies are active at these levels as well, delivering professional qualifications which are typically well-respected among employers in the relevant industry.

While this context is different, we believe there is real value in a simplification of the current landscape at levels 4 and 5, which currently includes 3,500 regulated qualifications. Just as with levels 2 and 3, the starting point needs to be designing qualifications against requirements defined by panels of industry professionals – convened by the Institute for Apprenticeships – who will be best placed to judge what is needed to move to skilled employment at these higher levels.

At higher levels, many employers will want to develop bespoke training and government needs to ensure the system is flexible enough to respond to specific employer needs. But, we also see merit in developing a system where technical education qualifications only attract public subsidy if they can demonstrate they genuinely meet the needs of a range of employers across an industry and can equip individuals – from a range of different local areas and backgrounds – with the knowledge and skills required to perform well in a skilled occupation. Government has few levers to encourage a drive for quality in this space. We feel it is right that taxpayer funds are used only to support take-up of qualifications which meet independently-set standards reflecting industry need. The most straightforward way for this to happen is for the Institute for Apprenticeships to hold a register of qualifications which meet the standards set by its panels of professionals and are thus eligible for public subsidy, including via government-backed loans. To indicate to individuals and employers which qualifications had met the Institute's national standards there would be value in developing an appropriate kite-mark or logo which could be used to promote qualifications which appeared on the register.

Recommendation 13: The Institute for Apprenticeships should maintain a register of approved technical education qualifications at levels 4 and 5 that meet the standards set by its panels of professionals. Only qualifications on this register should be eligible for public subsidy.

The Institute for Apprenticeships holding national standards for technical education qualifications at levels 4 and 5 will ensure all qualifications receiving public subsidy meet the requirements of employers. But there is also a compelling need to ensure clear progression routes exist from levels 4 and 5 to higher levels of training. Degree apprenticeships at levels 6 and 7 are still in their infancy, but we must assume, as with all other apprenticeships, they will be based on employer-led standards held by the Institute. This should mean degree apprenticeships can dovetail easily with technical education

provision at levels 4 and 5, but this will not occur automatically and must be designed into the system. Similarly, we must ensure individuals completing a level 5 qualification can 'top-up' their qualification to a level 6 undergraduate degree in a related discipline. In such cases, an individual should not be required to repeat education and training they have already successfully completed: the duration of top-up provision should be limited to that needed to bridge the gap between the level 5 qualification and the undergraduate degree, and to meet the requirements of the relevant higher education institution.

Recommendation 14: The Government should undertake further work to examine how to ensure clear progression routes develop from levels 4 and 5 to degree apprenticeships and other higher education at levels 6 and 7. This work should be carried out in the context of existing and proposed structures and funding rules for higher education provision in England.

Chapter 5: Route content

As outlined in the previous chapter, we propose the Institute for Apprenticeships, using panels of professionals, sets standards for college-based technical education that capture the technical knowledge, practical skills and behaviours required by industry. Qualifications would then be developed against these standards, for delivery by colleges and training providers. In this chapter we discuss in more detail the components and shape of the college-based technical education routes.

Core content

The best international technical education systems begin with a broad curriculum, then increasingly specialise. In Norway, for instance, the first year of upper secondary vocational education provides a broad education in one of eight technical education routes before individuals specialise to prepare for entry into a particular profession, where up to a further 3 years' study might be required. Similarly in Denmark, all technical education programmes start with a basic course of typically 40 weeks, allowing individuals to study a broad programme to test out their skills and interests and incorporating increasingly specialised technical content in preparation for their next course. Individuals then move on to the main course to study a specific vocation. Moving to our proposed system of technical education routes gives us an opportunity to do the same.

Recommendation 15: Every college-based route should begin with a two-year programme suitable for 16-18 year olds (although some individuals may take more or less time to complete it). Each of these two-year programmes should begin with a 'common core' which applies to all individuals studying that route and is aligned to apprenticeships.

This common core will allow individuals to develop a broad set of knowledge, skills and behaviours common to the range of occupations within the route. It will give them a firm understanding of their chosen field as well as transferable knowledge and skills, increasing their adaptability, resilience and ability to work effectively in multi-disciplinary teams. It will also help individuals make informed career choices before specialising, and could include numerous opportunities for individuals to experience a range of occupations and employers, for instance through work tasters or employer talks.

At the end of this core content, some individuals may decide to apply for an apprenticeship in their chosen field. The core content should therefore be closely aligned with apprenticeship standards to enable smooth transition between the two modes. Employers we consulted felt this core content could be excellent preparation for individuals wishing to begin a level 3 apprenticeship.

Example: Construction

A student opts to study the construction route at a local college. At the start of the route, the student studies a broad construction curriculum, including core construction standards, engineering principles and sustainability methods, alongside more specific skills including health and safety compliance, project management, and how to design, plan and organise works. The health and safety training allows the student to apply for a CSCS (Construction Skills Certification Scheme) card, essential for gaining access to construction sites. With this, they are able to visit local construction sites and gain insight into the range of construction occupations on offer.

Specialisation

On completing the core content, individuals should begin to specialise towards an occupation or group of occupations. Along each route there will be a series of 'branches', enabling individuals to focus on an occupation or set of occupations – with greater specialisation as individuals progress to higher levels, to level 5 and beyond. As with the core content, the occupation-specific content will have been specified by the Institute for Apprenticeships panels of professionals so that, at the end of their programme, individuals have acquired the knowledge, skills and behaviours necessary for entry to skilled occupations.

Recommendation 16: After the common core, individuals should specialise to prepare for entry into an occupation or set of occupations.

Beyond the age of 18 we anticipate many individuals will continue to study technical education at a higher level – full-time, part-time alongside work, or through a higher or degree apprenticeship for example. As discussed in the previous chapter, onward progression in technical education at age 18 in England has, for a long time, been poorly articulated. The design of the new technical education routes will need to enable better articulation between 16-18 and adult education, and the further work we call for in recommendation 14 will need to ensure reforms deliver this.

Example: Construction (continued)

The student decides to specialise by taking a tech level in stonemasonry in their second year, developing specific knowledge and skills including understanding the theories behind brick masonry, trade terminology, applying maths, calculating proportions and understanding blueprints. They also learn how to use tools and masonry equipment to industry standards, the safety aspects of the trade, bonding methods, laying bricks and blocks, establishing foundations and safe bricking.

The student is able to complete a number of practical activities as part of a work placement and is assessed by a professional assessor, receiving feedback from the assessor and the college.

On passing their final assessment, the student receives a certificate summarising their achievements. It includes the grade achieved for the qualification as well as naming the standards they have been assessed against during their practical assessment and interview. They also have a log book that was completed throughout the activities which can now be shown to future employers.

Maths and English

Maths and English skills are vital to economic growth, and to helping individuals to progress to further study, training and skilled employment. Employers consistently report the importance of these skills in the workforce but England continues to underperform compared to international standards of literacy and numeracy. The OECD reports that England is the only country in the developed world where the youngest adults are no more literate and numerate than the generation approaching retirement.[32] This is both damaging to the individuals involved and to the national economy as a whole, and requires decisive action from government.

The 2015 CBI/Pearson Education and Skills report identifies that many businesses are concerned about school leavers' capabilities in literacy and use of English (37%), basic numeracy (38%) and communication skills (49%). The survey also found that basic literacy and numeracy ranks among the top three most important factors for employers in recruiting school and college leavers, and is of equal importance to the qualifications obtained by an applicant (39%).[33]

International technical education systems scrutinised by the Panel require continued mathematics and own-language study for all young people until 18, and typically make

[32] OECD (2013), OECD Survey of Adult Skills First Results 2013 – England and Northern Ireland Country Note
[33] CBI/Pearson (2015), Inspiring Growth: CBI/Pearson Education and Skills Survey 2015

attaining a level of mathematics and own-language proficiency a requirement of passing the upper secondary education phase.

> In **Denmark** general subjects like English, maths and Danish are taught as part of technical education programmes; however the balance of these subjects is adapted to the particular programme so that, for example, mathematics for carpenters will be quite different to mathematics for veterinary nurses.
>
> This approach is also applied in **Norway**, where subjects such as Norwegian, English, maths and natural and social sciences are adapted to the different education programmes in upper secondary education. Individuals will typically study core subjects in both the first and second year of their technical education.

Employers routinely use maths and English qualifications as a sifting device, so without them young people struggle to even get an interview for a good job. Given the value employers place on maths and English, technical routes must provide all people the opportunity to gain recognised qualifications in these subjects.

Since 2013 in England, college-based 16-19 year olds who have not already achieved A*-C GCSEs in maths and English have been required to continue studying towards achieving them as part of their 16-19 study programme. From 2014, this has been a funding condition. Given the impact this has had on take-up, it is right that this funding condition continues. We see no compelling reason to change the way it works, although while the focus is rightly on GCSEs for any young people who can pass them, it is worth noting that Functional Skills qualifications are being reformed. After GCSE, Functional Skills qualifications are the most prevalent maths and English qualification available at level 2 and below. Over 800,000 certificates were awarded in 2013/14.[34] Following a review undertaken by the Education and Training Foundation last year, the Government is reforming maths and English Functional Skills qualifications to improve their relevance and content, as well as their recognition and credibility in the labour market. We also note that last year Ofqual intervened to require awarding organisations to improve assessment materials and strengthen standard-setting materials. This should make Functional Skills at level 2 a more reliable indication of secure literacy and numeracy. Government should consider how the funding condition should operate in light of these improved qualifications.

But this funding condition is based only on an individual's enrolment on a course. For apprentices however, maths and English requirements are expressed as a concrete exit requirement and allow for achievement of Functional Skills and/or GCSEs: an apprentice must achieve, as a minimum, maths and English at one level below that of their substantive study as specified in each apprenticeship framework. Apprentices studying

[34] Ofqual (2015), Improving Functional Skills Qualifications

at level 3, for example, must achieve level 2 in maths and English before their end-point assessment in order to receive certification. So, while continued study of maths and English features in government requirements both for apprentices and college-based individuals, there are notable differences in how the requirements are expressed and the standards are set. We see no good reason for these differences.

Recommendation 17: We recommend that, in addition to any separate requirements as a result of the English and maths funding condition, there is a single set of maths and English 'exit' requirements governing college-based technical education and apprenticeships. These should be seen as the minimum level of maths or English which all individuals must achieve ahead of securing technical education certification, as is already the case for apprentices.

This will ensure employers can be confident that every student holding technical education certification has achieved a specified minimum standard of maths and English, irrespective of whether the student has followed a college-based or employment-based path. Initially, the standard should reflect that currently required of apprentices, e.g. maths and English should be achieved one level below that of their substantive study, either Functional Skills or GCSEs.

It must be recognised that these requirements are still low in comparison to international standards, and we believe England should have higher aspirations for its individuals. However, introducing any exit requirements to technical education is a significant change and will be challenging for both individuals and providers to achieve in practice. We therefore believe a phased approach to increasing standards in maths and English is appropriate in the short-term.

Recommendation 18: In the longer term, as the quality of pre- and post-16 maths and English teaching and associated learner outcomes improve, government should raise maths and English requirements to reflect those of higher-performing international technical education systems.

We also recognise that one of the reasons young people in other countries are more literate and numerate is because of the way technical education curricula build on essential skills and knowledge, enabling people to apply and consolidate them. We would expect the panels of professionals established by Institute for Apprenticeships to include relevant maths and English standards where these directly relate to occupational requirements. Indeed, many occupations will require higher standards in maths or English. The Engineering and Manufacturing route, for example, might require achievement of maths at level 3.

Recommendation 19: We recommend the Institute for Apprenticeships encourages its panels of professionals to incorporate additional, occupation-specific maths and English requirements into the standards for each route.

Education and training providers should be free to decide how the maths and English requirements of a route are best achieved.

We do not recommend the setting of maths and English entry requirements for technical education routes or apprenticeships. Rather, colleges and training providers should be free to determine their own admission procedures and requirements, mindful of the standards that a student will need to achieve to secure technical education certification.

Work experience and work placements

We distinguish sharply between the concepts of 'work experience' and 'work placements', stressing that the purpose and outcomes of each are, and should be, different.

We define work experience as the opportunity for a student to spend time – typically a week or two – in a workplace with the aim of gaining some sense of the world of work and perhaps the type of occupation s/he might wish to work in. Work experience is already an integral part of study programmes for 16-19 year-olds. It is valuable because it can open the eyes of individuals to the realities of the workplace (such as the need to dress and act in the expected way and to arrive promptly), while beginning to equip them with important employability skills (for example to communicate information concisely, follow instructions accurately etc). As defined here, work experience need not take place at an employer in an industry relevant to the student's study programme. Equally, for some individuals, the aims and outcomes of work experience might be delivered through other types of enrichment activity, for example National Citizen Service, participation in a community project, or extended team-based activities which require individuals to solve 'real-world' challenges set by employers. But current provision is too patchy. While 66% of employers surveyed by UKCES rated work experience as being of critical or significant value [35] – a higher importance rating than academic skills – a recent CBI/Pearson survey found 55% of employers are dissatisfied with the level of their young recruits' work-related experience.[36]

We believe what is required for college-based technical education is a radical shift in emphasis, from short-duration work experience to structured work placements lasting much longer and with an employer in an industry relevant to the student's study programme. Work placements may take a variety of forms. They may be full-time (perhaps for 6-12 weeks or longer) or part-time (for example one or two days each week for a sustained period), and undertaken in either a single or small number of blocks. However, regardless of the form they take, work placements must be well planned and clearly structured to ensure the student has appropriate opportunities to learn pre-defined knowledge, skills and behaviours. For individuals on college-based technical education

[35] Shury et al. (2014), UKCES Employer Perspectives Survey 2014
[36] CBI/Pearson (2015), Inspiring Growth: CBI/Pearson Education and Skills Survey 2015

routes, work placements can offer opportunities to gain practical skills and behaviours which would be more difficult to develop in an educational setting. All the employers we consulted were clear that high-quality work placements provide individuals with essential, valuable exposure to the working environment. We believe such placements are crucial, and this is supported by experience in countries such as Canada, Finland, Germany and Ireland.

Work placement example – Junior Design Engineer

Work placements provide a valuable opportunity to develop technical skills in real-life environments. For instance, a student training to become a design engineer might spend a month with a local engineering company. In that time, they might be expected to:

- demonstrate some of the technical knowledge, such as CAD/CAM skills, they have learned in college, for example through a specially developed project to produce software design material for colleagues
- travel to project sites to examine land ahead of planning and design procedures
- develop an understanding of the day-to-day behaviours expected in the workplace

Their experience would be recorded in a log book, which would include an assessment of their performance from the employer.

We expect the duration of work placements to vary from route to route. It will be for the Institute for Apprenticeships – drawing on the advice of their panels of professionals – to set minimum durations. Equally, the Institute will need to agree criteria for allowing relevant part-time jobs and employer-led projects to count towards the work placement requirement for certification.

Recommendation 20: In addition to work taster or short-duration work experience opportunities, every 16-18 year old student following a two-year college-based technical education programme should be entitled to a high-quality, structured work placement. Successful completion of this work placement should be a requirement for full certification at the end of the study programme. As part of the work placement, the student, college and employer should complete a log book – ideally online – that evidences the key tasks the student has undertaken and what they have learnt.

Use of log books

Young people need to be able to evidence the employability skills and the experience gained on their work placements. All technical education students should complete a log book for this purpose.

Various log book styles and templates are available. The log book should be 'owned' by the student and they should take full responsibility for ensuring their work placement supervisor completes the employer's review before they leave the placement.

Ideally, the employer assessment should be integral to the log book and employers should be asked to rate the student on timekeeping, attendance, enthusiasm, personal presentation, communication, teamwork and the ability to solve problems. Employers should be able to add comments related to these specific areas of the individuals' performance.

Employers should also have the opportunity to expand on their feedback and outline any particular strengths and weaknesses to aid the student's development.

We recognise the task of delivering this recommendation in practice is far from trivial. We are suggesting that up to 250,000 17 year olds could require work placements. Discussions with employers and college principals have led us to conclude that the most effective and simple way of supporting an increase in work placements is to provide additional government funding directly to colleges. This funding can then be used by the college in a flexible way appropriate to its local environment.

We expect many colleges will choose to use the additional funding to support dedicated staffing resource. Such a member of staff might typically be charged with:

- engaging with local employers to understand what each employer can realistically offer, provide guidance on what represents a 'high-quality' work placement, and act a single point of contact
- liaising with equivalent staff in nearby colleges to share best practice and coordinate approaches to local employers
- sourcing suitable placements for students
- ensuring students understand before the placement begins what is expected of them
- helping employers make objective assessments of a student's performance
- undertaking on-going evaluation and continual improvement of the college or training provider's work placement activity

We are clear that the desired results – widespread, locally-brokered expansion of work placements – will only be delivered if colleges and employers know that facilitating funding will continue in the long-term. High-quality work placements must be a cornerstone of our new, reinvigorated technical education system. As such this additional funding should be seen as an essential long-term cost – not a one-off cash injection.

Recommendation 21: We recommend the Government makes additional funding available to colleges to support work placements for technical education students on college-based study programmes. We suggest the most straightforward way of doing this is to increase the base rate per student for each 16-18 year old technical education student who successfully completes a work placement. Initial evidence suggests that such an uplift might need to be around £500 per placement, but further work will be required to set the precise figure.

Chapter 6: Qualifications and certification

The main purpose of our technical education qualifications and certification system should be to signal to employers what an individual can do. To be effective, certification must have genuine labour market currency – evidenced by employers choosing to employ someone who has the technical education certificate over someone who has not – in turn leading to individuals and parents understanding the value of technical education. Equally, individuals must be confident the certificate they work hard to achieve, and which either they or the public purse pays for, will be recognised wherever they seek work in the future.

Employers told us the current system is confusing, with unnecessary, overlapping qualifications – often with multiple optional elements making it impossible to judge what an applicant can do. Alison Wolf's 2011 report has led to major progress in reducing the range of qualifications available to count in performance tables, but we believe the Government now needs to go further.

Recommendation 22: For both employment-based and college-based technical education at levels 2 and 3, there should be a single, nationally recognised certificate for each technical education route.

For apprenticeships, the certificate should state the level, occupation and grade of the apprenticeship completed, as is the case at present.

Individuals successfully completing a college-based technical education route should receive a certificate which captures their attainment and experience in the round. It should include:

- a qualification in the form of a graded, externally-assessed tech level (see below) which indicates their specialism
- grades for maths and English qualifications (whether these were completed prior to the start of a route or not)
- confirmation of successful completion of a work placement

The certificate should be supplemented by a log book, possibly online, which describes what the student did and learnt during their work placement and a statement by the employer assessing their general performance.

Additional route-specific information may be added to the certificate by the Institute for Apprenticeships on the advice of the panels of professionals for that route. For example, level 2 food hygiene qualifications are seen as essential in catering and hospitality, so it may be appropriate to indicate whether a student holds such a qualification on the Catering and Hospitality certificate.

Recommendation 23: For college-based technical education at levels 2 and 3, we recommend that the system of qualifications is simplified dramatically, with only one tech level qualification approved for each occupation or cluster of occupations.

Under this new system, employers presented with a prospective employee with a Health and Science certificate with a specialism in dental nursing, for example, will know the individual has mastered all the core content in the Health and Science route, and demonstrated the specialist knowledge, skills and behaviours to meet the Institute for Apprenticeships' standards for the dental nurse tech level. Employers will be able to compare applicants against each other fairly using their respective tech level grades. Furthermore, individuals will be assured the qualification they are studying for will be understood and valued by employers. This assurance is critical both to a 16 year old who as yet does not know their first employer and to an adult choosing to take out a learning loan in order to gain the skills to transition to a new occupation.

Government should use its levers, such as the funding system, to ensure employers and individuals have clarity over which qualifications have been developed to meet the national technical education standards and are thus valued in the broader labour market.

Recommendation 24: We recommend the Government restricts public subsidy for college-based technical education to that leading to qualifications approved by the Institute for Apprenticeships. This includes funding for 16-18 year olds and advanced learner loans available for adults aged 19 and older.

Individuals, perhaps supported by their employers, who wished to undertake qualifications other than those approved by the Institute for Apprenticeships would be required to cover the cost without public subsidy.

Designing assessment models

Mirroring the current practice with trailblazer apprenticeships, in addition to agreeing the standards for each occupation, the Institute for Apprenticeships should ask its panels of professionals drawn from industry and education to play a role in agreeing how the knowledge, skills and behaviours described in the standards should be assessed. However, some employers involved in the trailblazer process told us they sometimes found it difficult to design effective assessment plans for apprenticeships, because such design requires specialist skills. Education professionals can help here, with the Institute facilitating the process.

Recommendation 25: For college-based technical education we recommend the Institute for Apprenticeships publishes guidance on the use of a range of common assessment strategies, makes assessment expertise available to the panels of professionals, and sets overarching quality criteria to apply to all tech levels.

Tech levels are likely to include multiple forms of assessment, and each tech level could look different depending on the content to be assessed. It could, for example, include assessment of a portfolio of work for individuals on the Creative route, or a practical building task on the Construction route. What is of overarching importance however is that employers have confidence in the qualifications and what they mean. Employers repeatedly told us that, although applicants may look good on paper, they often struggle to apply knowledge and skills in the workplace. Employers were also clear that, for qualifications to be credible, they must be externally assessed so that employers can have confidence that quality standards have been met and judgements applied consistently.

Recommendation 26: Regardless of the forms of assessment used, all qualifications in college-based technical education should assess both the common core for the relevant route and the specialist / occupation-specific knowledge and skills. The assessment of every technical education qualification should include realistic tasks as well as synoptic assessment which, together, should be designed to test a student's ability to integrate and apply their knowledge and skills. All qualifications should include external assessment to ensure comparability and reliability.

We do not believe it is meaningful to assess behaviours through a tech level. However, employers can and should comment on behaviours in their employer assessments of work placements. We considered whether external verification of employers' assessments of work placements was needed to ensure consistent judgments. However, this would create a large bureaucratic burden on employers which could deter them from offering high-quality placements. We believe the support from colleges and training providers, which will be delivered by the additional funding for work placements described in Chapter 5, should be sufficient to guide employers on making objective judgements of individuals.

Chapter 7: The transition year

All young people should have the opportunity to benefit from technical education, and be encouraged to do so. However in practice we know there will be some who will not be ready to access technical education when they complete compulsory schooling aged 16. This could be for many reasons, for instance because they have special educational needs and/or disabilities (SEND), because their education was interrupted by illness or family circumstances, because they learn more slowly than their peers, because English is not their first language, or because they do not have the maturity or behaviours needed to study or to start an apprenticeship.

Recommendation 27: Individuals who are not ready to access a technical education route aged 16 (or older if their education has been delayed) should be offered a 'transition year' to help them prepare for further study or employment. The transition year should be flexible and tailored to the student's prior attainment and aspirations.

Colleges and training providers should set their own entry requirements for technical education, and are therefore best placed to identify students who would benefit from a transition year.

The objective of the transition year should be to equip individuals with the knowledge, skills and behaviours they need to progress. We would expect English and maths to be offered to all those without GCSE A*-C, but – beyond this – the content of the transition year would need to reflect both the individual's needs and their longer term aspirations. It might include:

- experience of the world of work to inspire young people and put their learning in context – early exposure to the workplace might be though a mix of work tasters, voluntary work, employer-led projects or via a traineeship
- development of digital skills
- other development activities which might include shorter taster courses to help a student decide which route to pursue and work on softer skills like study skills, problem solving or team building – these could be embedded into the provision above, or tailored to meet individual need
- personalised support to help students remain motivated and address any barriers that emerge – this should be delivered in conjunction with specialist services (such as those for students with SEND and looked after children) where appropriate
- assessment and guidance to make decisions about the next stage of education / employment

The content suggested above is not so different to the study programmes that many lower attaining students follow now. But we want to see a much sharper focus on

progression, on work experience or placements, and on basic skills and behaviours rather than low-value qualifications. In particular, we should aim to reduce the number of young people who 'churn' between different level 1 qualifications between ages 16 and 19, or who leave education and become NEET (not in education, employment or training). To achieve this, we must prioritise ensuring all individuals completing a transition year are supported in finding suitable progression routes.

Colleges should feel enabled to offer a tailored transition year programme which prepares the individual for progression. For instance, those aiming for an apprenticeship or employment, but who are not quite ready, may undertake a traineeship from age 16. A student who wants to take A levels and has the ability to do so, but who missed much of their secondary education through illness, may spend their transition year studying GCSEs.

The transition year should not be considered an end in itself, but positioned as a stepping stone to further study or employment. With this in mind, we do not believe a national qualification attesting to the completion of the transition year is necessary. Instead we would expect the college or training provider to issue a certificate on successful completion.

The path a student followed on completing the transition year would reflect their progress during the year and their aspirations. To progress to technical education, individuals would need to have acquired the basic skills necessary for entry to their chosen route. We believe colleges or training providers should be trusted to take the lead in identifying young people who have – and do not have – the ability to progress to technical education, and to support them in making applications for the next stage of their education.

Those individuals who are not able, or do not want, to choose either the technical or academic options on completion of the transition year should be supported to progress to employment with training, a Traineeship[37], or a supported internship (for those with an education, health and care plan). This would not preclude a return to technical education at a later date; indeed, traineeships are an important feeder into apprenticeships. But for many others the aim would be to prepare for employment where they could continue to 'learn on the job'.

We have outlined thoughts on the aim and content of a transition year. However, we recognise the full development of a fit-for-purpose transition year requires careful consideration by DfE, specialist expertise, and consultation with a range of stakeholders to ensure it works for the full cohort of young people who might benefit from it.

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[37] We understand consideration is being given to extending the maximum duration of traineeships from 6 to 12 months for those aged 16-19. This would fit well with our model of progression from a transition year for those who did not continue in education, potentially allowing up to two years of tailored education and training for some of the most vulnerable young people to prepare for employment.

Recommendation 28: We recommend the Government commissions additional work into the design and content of a transition year, while ensuring the key objective for the year is offering tailored provision with a sharp focus on basic skills and progression. Such work should be undertaken in good time to ensure the new transition year is available to students alongside first teaching of the technical education routes.

Finally, regardless of the final detail of its content and design, key to the success of a transition year will be its presentation to young people. All communications around the transition year must have a positive focus on what it is – an opportunity for individuals to progress and fulfil their potential – and be presented in a way which attracts young people, and where appropriate can be distinguished from the experience of compulsory schooling.

Example: transition year

A student wants to work in childcare but struggled at school so needs some additional support to catch up before starting a technical education route. The student's college works with them to agree a study programme including a qualification in Work Skills alongside foundation-level maths and English and group activities to improve his/her confidence. An allocated Key Worker monitors the student's overall progress and provides additional pastoral support, including preparing for a work placement.

Towards the end of the transition year, a traineeship opportunity at a local Day Nursery becomes available and the student is accepted. S/he will continue to study maths and English as part of their traineeship, along with an approved childcare qualification. On completing the traineeship, the student can choose between progressing to employment, or to an apprenticeship to study at a higher level.

International comparisons

In considering our approach, we have also examined practice in other countries. While evidence is limited, we have found that:

Sweden offers a transitional year of individualised programmes for those not eligible for academic or vocational study, or apprenticeships at age 16. Around 13% of young people take this route which aims to prepare them either for vocational or academic tracks or the labour market. In addition, there are programmes aimed specifically at SEND individuals, focused on work-based learning.

Young people with learning difficulties in the **Netherlands** are offered practical, labour market programmes between ages 13 and 18. This provides a stepping stone to the lowest level (1 year) vocational qualifications, although these can in turn support progression to higher level vocational routes.

Chapter 8: Wider systemic requirements for high quality technical education

In Chapter 1 we discussed how examining practice in other countries convinced us that a high-performing system of technical education requires four elements:

- a well-understood, national system of qualifications that are genuinely respected by employers and so have value for the individual in the labour market
- widespread availability of comprehensive career guidance – including accurate and up-to-date labour market information and institutional performance data – so that all individuals can make informed choices between the education and training options on offer
- stable institutions with appropriate infrastructure for the delivery of technical education, including high-quality teaching and access to industry-standard facilities and equipment
- a system of adequate funding that incentivises individuals and employers to participate in education and training that results in productivity gains

In line with our terms of reference, this report focuses primarily on the first of these points. But the other three criteria are equally essential if England's technical education system is to reach par with the best in the world. In this chapter we briefly discuss these criteria.

Careers education and guidance

Careers education and guidance will play a vital role in the success of the reformed technical education system. We know that a comprehensive and planned programme of careers education and guidance, including exposure to the world of work, gives young people the knowledge, skills and confidence to make informed choices, and to manage transitions to succeed in learning and work. For example, evidence suggests that young people who recalled having had several encounters with employers while at school were less likely to become NEET (not in education, training or employment) and earned more than their peers who did not recall such encounters.[38]

The 2014 report, 'Good Career Guidance'[39], published by David Sainsbury's Gatsby Foundation, reviewed the academic literature surrounding career guidance and examined good practice in other countries and in the independent and state sector in England. The Gatsby report suggests there is no single 'magic bullet' for good careers education and

[38] Mann, A. (2012), It's who you meet: Why employer contacts at school make a difference to the employment prospects of young adults. London: Education and Employers Taskforce.
[39] Gatsby Foundation (2014), Good Career Guidance

guidance but that it is about doing a number of things consistently and well. The evidence collected during the study informed a set of eight benchmarks which identify different dimensions of good careers guidance.

The Gatsby benchmarks

1. **A stable careers programme.** Every school and college should have an embedded programme of career education and guidance that is known and understood by individuals, parents, teachers, governors and employers.

2. **Learning from career and labour market information.** Every student, and their parents, should have access to good quality information about future study options and labour market opportunities. They will need the support of an informed adviser to make best use of available information.

3. **Addressing the needs of each student.** Individuals have different career guidance needs at different stages. Opportunities for advice and support need to be tailored to the needs of each student. A school's careers programme should embed equality and diversity considerations throughout.

4. **Linking curriculum learning to careers.** All teachers should link curriculum learning with careers. STEM subject teachers should highlight the relevance of STEM subjects for a wide range of future career paths.

5. **Encounters with employers and employees.** Every student should have multiple opportunities to learn from employers about work, employment and the skills that are valued in the workplace. This can be through a range of enrichment activities including visiting speakers, mentoring and enterprise schemes.

6. **Experiences of workplaces.** Every student should have first-hand experiences of the workplace through work visits, work shadowing and/or work experience to help their exploration of career opportunities, and expand their networks.

7. **Encounters with further and higher education.** All individuals should understand the full range of learning opportunities that are available to them. This includes both academic and vocational routes and learning in schools, colleges, universities and in the workplace.

8. **Personal guidance.** Every student should have opportunities for guidance interviews with a career adviser, who could be internal (a member of school staff) or external, provided they are trained to an appropriate level. These should be available whenever significant study or career choices are being made. They should be expected for all individuals but should be timed to meet their individual needs.

Recommendation 29: We recommend the Government adopts the Gatsby benchmarks as the basis of a common national approach for careers education and guidance, and sets an expectation for schools and colleges to use the benchmarks when developing their careers provision.

Sadly, current careers education and guidance in this country fails too many young people and often only promotes technical education as second best to academic study. Careers education and guidance needs to be reformed in line with the changing nature of the labour market, which demands ever closer interaction between the worlds of work and education.

Recommendation 30: Government should support schools and colleges to embed into careers education and guidance, from an early age, details of the new 15 technical education routes, so that young people and their parents understand the range of different occupations available and how to reach them.

The Careers and Enterprise Company, established by the Government to improve careers education and guidance for young people by strengthening links between employers and schools and colleges, will have an important role to play in this regard. However, we must not forget that adults as well as young people need high-quality careers education guidance. This will be no less important as implementation starts on the reforms that we are recommending around the new technical education routes and qualifications up to level 5. The National Careers Service is publicly funded (through the Skills Funding Agency) to provide adults with access to independent, professional advice on careers, skills and training. Our proposed reforms will create much clearer lines of sight to skilled occupations, highlighting qualifications and training which deliver the knowledge and skills that employers value. It is important that the National Careers Service, especially through its website, reflects this new approach.

Recommendation 31: The National Careers Service should review how it presents its career information and guidance in the light of our recommendations for reform of the technical education system.

Labour market information

In developing the system of 15 technical education routes discussed in Chapter 3, we used a range of Labour Market Information (LMI) sources, details of which can be found in the Technical Annex. A particularly important source of data was the Office for National Statistics (ONS), which produces LMI based on the Standard Industry Classification (SIC) and Standard Occupation Classification (SOC) systems which describe the sectors people work in and the job roles they undertake.

In conducting our data analysis we used 4-digit SOC codes to explore which occupations were relevant to technical education and group occupations with similar knowledge and skills requirements. However, we found that when we discussed occupations with

employers they often did not recognise the SOC codes used in this country as occupations. In part this is because, in order to achieve statistical validity, the SOC codes have grouped job roles into quite broad occupations. This has led to a situation where official data in the UK is based on 369 occupations, while in America a more granular system of 821 occupations is used.

By increasing the level of detail of the SOC codes system, from 4-digit to 5-digit, it would be possible to have more granular descriptions that are much closer to the way that employers conceive occupations. The Higher Education Statistics Agency has already completed this work for some sectors of the economy. For example, the 4-digit SOC code 3421 'Graphic Designers', when expanded to 5-digits becomes:

34212 Commercial artists

34213 Exhibition, multimedia designers

34214 Desktop publishing assistants and operators

34219 Graphic design copyists and setters-out

This sort of increased granularity would be extremely useful for the Institute for Apprenticeships. It would certainly allow the Institute to more easily engage employers in discussions regarding occupations and their standards. It would also help the Institute ensure that every proposed apprenticeship standard related to a distinct occupation and did not overlap to an unnecessary degree with other standards; one of the problems with the current system is that several apprenticeship standards fall within each 4-digit SOC code, making it harder to judge whether they are genuinely distinct. Collecting data at the 5-digit level would also make it much easier to capture emerging occupations and their educational requirements. Currently, these occupations are frequently lumped together within a 'not elsewhere classified (nec)' 4-digit SOC code.

Beyond the lack of granularity in the current SOC system, in undertaking our analysis we were also struck by how little information is collected in England about what knowledge, skills and behaviours are required for different occupations. Instead, we used the extremely useful American occupational database O*NET.[40] O*NET provides much more information than the SOC system on the knowledge and skills requirements of occupations. In the future we must ensure technical education in England is able to make use of up-to-date LMI to inform standards. In addition to using O*NET, there is potential for using data obtained by 'scraping' online job advertisements or social media sites.

Recommendation 32: We recommend that the ONS examines how to make the Standard Occupation Classification (SOC) more relevant for stakeholders – including expanding it to 5-digits. We further recommend that the Government

[40] O*NET OnLine

explores how to make more occupational information available to the Institute for Apprenticeships, colleges and individuals by supplementing the nationally collected datasets with information from the American O*NET system and other sources.

Institutional accountability

Information and data in this reformed system will be more important than ever before. None of the changes proposed in this report will diminish the need for a national accountability system which informs individuals about providers' performance and drives informed choice. Clear accountability highlights where performance can be improved, relatively and absolutely, and allows the public and stakeholders to challenge providers.

The accountability system will need to change to allow individuals and parents to compare different options and providers on the same basis, for example to compare college-based technical education outcomes with apprenticeship outcomes. Any performance measures will need to apply to all new technical education routes, allowing a focus on completion and progress. More than ever before, it will be crucial that government ensures labour market information, post-16 course information, and destination and educational outcomes data are available in easily digestible form.

Infrastructure

Good technical education requires expert teachers and lecturers and access to industry-standard facilities.[41] College principals have told us that recruiting technical education teachers with well-developed pedagogical skills, mastery of their field, and up-to-date industry experience can be a significant challenge in the competitive labour market.

Accessing high-quality professional development, including industrial updating, throughout their teaching career, is essential for technical education teaching staff to remain current. Furthermore, developing and maintaining the industrial standard technical facilities which are a prerequisite for high-quality technical education is costly. It is not surprising therefore that employers report it can be a struggle to source high-quality technical provision, particularly in niche fields where class sizes are unlikely to be viable for every provider.

A rationalisation of specialist technical education facilities is required, concentrating them in a smaller number of high-quality, financially-stable institutions which are easily recognisable to both employers and prospective students. Government is increasingly recognising this, and one aim of the strategic area review programme currently under

[41] Commission on Adult Vocational Teaching and Learning (2013), It's About Work… excellent adult vocational teaching and learning

way in England is to remove curriculum duplication across further education and sixth form colleges within reasonable travel-to-learn areas.

If fully realised, area reviews have the potential of bringing learners together, creating viable group sizes and developing specialisms which will in turn lead to greater financial stability, including the ability to invest more in learning. For example, rather than hundreds of colleges around the country struggling to maintain industrial standard engineering facilities as is the case at present, within a specific travel-to-learn area only a small number of institutions – perhaps even just one per area – would specialise in engineering. This approach would support high-quality teaching, ease issues of staff recruitment and concentrate resources, permitting higher quality facilities without necessitating a substantial overall increase in funding. Such specialism should also deliver a less fragmented landscape for learners, employers and other stakeholders to deal with. Any employer, for example, should be clear where local expertise for a particular route sits, allowing them to more easily engage with the technical education system, including by providing work placements and collaborating on curriculum design and teacher training.

We note ongoing work by the FE Commissioner to support this direction of travel and the devolution of greater commissioning powers to local areas. The local landscape for technical provision varies considerably across the country, with institutions including UTCs, FE colleges, private and third sector training providers, emerging National Colleges and Institutes of Technology each playing a part. It is also shifting as the area reviews secure a range of restructuring changes and local areas take on new devolution powers. It is therefore right that, while national standards for technical education are set centrally through the Institute for Apprenticeships, local decision makers develop a coherent plan for technical education provision in their locality.

Recommendation 33: We recommend that, when national and local decisions about the provision and funding of technical education are being taken, consideration is given to restricting funding to colleges and training providers which meet clear criteria of quality, stability and an ability to maintain up-to-date equipment and infrastructure.

In considering coherent specialisation for technical education in local areas it is impossible not to note the large number of independent training providers that receive government funding to deliver education and training. While the bulk of 16-19 year olds attend not-for-profit institutions, such as FE colleges, it has been estimated that at least 30% of the adult skills budget pays for provision delivered by independent training providers.[42] These providers are a highly heterogeneous group of institutions, ranging from not-for-profit companies such as Group Training Associations that provide training for a range of local companies, or those that specialise in working with learners with

[42] Wolf, A. (2015), Issues and ideas. Heading for the precipice: can further and higher education funding policies be sustained? The Policy Institute at King's College London.

major physical or learning disabilities, to a large array of private, for-profit organisations offering work-place training.

In her 2015 report, Alison Wolf noted it is challenging to calculate the exact number of independent training providers or the sum of public funding they receive.[43] Given what appears to be the highly unusual nature of this arrangement compared to other countries and the high costs associated with offering world-class technical education, we see a strong case for public funding for education and training to be restricted to institutions where surpluses are reinvested into the country's education infrastructure.

Ideally, all publicly-subsidised technical education – notably college-based courses and the off-the-job component of apprenticeships – should be delivered under not-for-profit arrangements. This means delivery in a dedicated not-for-profit educational institution, such as a college or university, in a bespoke training centre established by an employer to train its own employees (or those in its supply chain companies), or in a private or third sector training provider where any surplus is reinvested rather than taken as profit. In line with this aim, we suggest that funding recently announced by the Government to support the implementation of the area review findings – to be made available through a time-limited restructuring facility[44] – is prioritised towards colleges and training providers who intend to reinvest all surpluses into education infrastructure.

Funding

The reforms we have proposed can only be successful if they are supported by adequate funding. There have been some positive developments in recent years: the move from per-qualification to per-student funding for 16-19 year olds has reduced perverse incentives in the system, and there was considerable relief that the 16-19 base rate was protected in the recent Spending Review. With the expansion of Advanced Learner Loans and the introduction of part-time HE maintenance loans and new postgraduate loans, there will soon be a comprehensive student finance offer for designated qualifications across academic and technical education.

However, published evidence shows technical education in England is underfunded in comparison to other international systems. Funding per 16-19 year old in England pays for, on average, 20 hours per week[45], compared to, for example, 28 hours per week in

[43] Wolf, A. (2015), Issues and ideas. Heading for the precipice: can further and higher education funding policies be sustained? The Policy Institute at King's College London.
[44] For further details of the restructuring facility, see: HM Government (2016) Reviewing post-16 education and training institutions: updated guidance on area reviews
[45] Department for Education (2016), Funding guidance for young people 2016 to 2017

Norway.[46] This limits programme size, teacher contact time, tailored support and advice, enrichment and the take-up of higher cost subjects.

This particularly impacts the highest quality technical education, where individuals learn practical skills, use specialist equipment and visit employers to learn skills on the job. All these activities are more expensive than academic provision: they require costly equipment, larger facilities and a lower teacher-student ratio (because practical work requires more supervision and in-class assessment).

Recommendation 34: We recommend the Government reviews what constitutes sufficient funding for technical education to deliver on its aims of meeting employer needs. This work should benchmark expenditure in England against that in other countries and be used to set appropriate funding levels for technical education when the new routes system is introduced.

[46] Norwegian Directorate for Education and Training (2013), The knowledge promotion reform – Distribution of teaching hours per subject in primary and lower secondary education and programme structure in upper secondary education and training

Chapter 9: Next steps – implementation and timescales

This report has set out our proposals for reforms to put the technical education system in England on par with the best in the world. In making our recommendations we have taken account of the significant reforms that have already been – or are in the process of being – implemented on apprenticeships, qualifications, accountability and funding, together with research from around the world. We wanted to build on these reforms and put them at the heart of a new, simplified technical education system with qualifications that employers genuinely respect and which thus have real value for individuals in the labour market.

We are confident the proposed reforms will deliver a system that is flexible enough to respond to an evolving economy while being sufficiently robust to remain in place for decades, not just an electoral cycle or two. This is important because a key lesson from the best technical education internationally, and from past educational reform here, is that stability and consistency are critical prerequisites for any system which is to be well-understood by everyone, employers and individuals alike. To deliver this stability and consistency in the technical education system also requires government to commit to long-term policy stability in this area. We discussed in Chapter 1 how the last 50 years have seen almost continuous reform of technical education in this country, to little positive effect. Too often in the past we have seen governments change direction before a set of reforms could possibly have borne fruit, simply because the problems the reforms were designed to address still exist. To deliver stability of the type required inevitably requires a degree of cross-party support, and we hope that all political parties will feel able to back, for the long term, the policy agenda we are proposing.

We recognise that, taken together, our recommendations are far-reaching. We are also aware that previous reforms have often floundered not at the point of conception but rather during implementation. While the nature of education reform is such that it can rarely be implemented quickly, this leaves it exposed to the political winds of change and susceptible to cherry-picking by successive ministers charged with its implementation. Holistic proposals for systemic reform – including those we propose in this report – cannot be delivered in a piecemeal fashion if they are to have the required impact.

Beyond the need to consider our proposals as a single package of reform, rather than a list of discrete recommendations, we outline below other factors which we consider prerequisites for successful implementation.

Investment

If we are truly to secure a step-change in the quality of technical education in this country, significant but targeted investment is required. Putting in place an easy-to-understand, national system of qualifications that will stand the test of time must be a priority for investment. Not only does it make economic sense – our competitors

recognised years ago that investing in technical education is essential to enhancing national productivity – but it is also essential if we are to equip people with the knowledge and skills they need to obtain rewarding and skilled employment in the future and compete in a globalised labour market.

That is why we have put forward stretching recommendations in terms of funding: not just additional funding for work placements, but a review of current funding for technical education overall. We are aware these will not be easy recommendations to take forward in such a challenging financial context, but they are critical. Investment in other forms will be required as well, not least the prioritisation of these reforms within the agendas of future governments, deep commitment and engagement from a wide range of key stakeholders, and continued and sustained effort from those responsible for delivering this reformed system.

Appropriate timeframes

Ministers are always eager to roll-out ambitious reforms in the shortest possible timeframe. We share this eagerness, but note that countless attempts at education reform in this country have shown that successful implementation cannot be rushed. Later in this chapter we give a list of suggested milestones for implementing the proposed reforms. Implementation should begin immediately, including putting in place appropriate governance arrangements at the Institute for Apprenticeships, consulting on the content of specific routes, and devising a communications strategy. Piloting of the routes will undoubtedly be required but we believe that, subject to this piloting work, a small number of routes could be taught from 2019/20. A phased approach to introducing the remaining routes should then be adopted, with perhaps five or six routes coming on-stream each year from 2020.

Stakeholder engagement

Although as part of our work we engaged with hundreds of employers, college principals, students and other stakeholders, much further engagement is obviously required when implementing changes as significant as these. An early priority will be a structured programme of stakeholder engagement on a route-by-route basis to understand at a more granular level the particular characteristics which will ensure each route meets the needs of employers. This process should get under way immediately.

Throughout the process of stakeholder engagement, the Government needs to strike the right balance. We have been struck by the enthusiasm among employers and other stakeholders for this reform – this momentum can be maintained and built upon. We need to learn from further discussions with stakeholders who will often bring valuable perspectives. However, some of our recommendations (such as those around reform of the qualifications market) are inevitably challenging for some organisations in particular,

and the Government needs to balance listening to stakeholder views with a strong resolve to implement the proposed recommendations for the good of the wider system.

Governance

The new technical education system requires a simple and coherent governance model. We have set out our proposals, and rather than repeating them here, we simply stress these need to be given particularly high priority. There will be a range of pressures on the system as it develops. Strong governance will help it remain focused on the key principles described in this report. With that in mind, the remit of the Institute for Apprenticeships should be expanded as soon as possible. We recognise this will require a change to legislation, which will take time. Therefore suitable interim arrangements – including ministers tasking officials in DfE and BIS to lay the appropriate groundwork – should be put in place immediately.

Alignment with wider systemic reforms

A strong technical education system cannot be introduced in isolation. Throughout this report we have identified a range of ways it needs to join up with other parts of the education and skills system, some of which will be changing at the same time. Any report such as this cannot possibly include every interdependency and linkage and, instead of attempting to do so, we urge the Government to consider any parallel or future changes in light of our key principles and the spirit of our report. Changes elsewhere, such as to funding, can have unintended consequences that distort behaviours – we need to avoid this wherever possible.

Communications strategy

A further lesson from previous attempts at education reform is that a strong, coherent and consistent long-term communications strategy is essential if all stakeholders are to understand and embrace the changes. This is particularly true in technical education, which, as we describe in Chapter 1, has been exposed to an almost continuous agenda of reform for decades. We have asserted that a change in emphasis in policy discussions, from the catch-all ‘vocational education’ to the more precise ‘technical education’ will be helpful in focusing action where it is required. But this will only be the case if the nature of technical education is accurately and consistently conveyed to all stakeholders. Government must put in place a clear communications plan.

Timeline and milestones

Taking everything above into account, the Government needs to set out an implementation plan for whole system reform that is ambitious but realistic. Phasing is

likely to be required, and for delivery of at least the first routes, we expect the Government to be able to meet the following milestones:

- October 2017: Standards developed for approval by the Institute for Apprenticeships
- October 2018: Procurement exercise begins for new qualifications against approved standards
- February 2019: New routes qualifications approved by the Institute for Apprenticeships
- September 2019: First teaching of new Institute for Apprenticeships approved routes qualifications
- September 2021: First certificates issued on successful completion of the routes
- September 2022: All 15 technical education routes being taught (assuming a three-year phased introduction beginning in 2019)

Conclusion

Our recommendations call for a fundamental shift: a decisive move away from our current technical education system which is failing to develop the skills our industry needs. We now have the opportunity to reform technical education for the long-term. But we will only be successful if all the key stakeholders play their role to the full. Employers must commit to articulating clearly the standards of knowledge and skill that their industries – not just their companies – need now and in the likely future, and participate in training the next generation of employees by offering work placements alongside apprenticeships. Colleges and training providers must redouble their efforts to understand and deliver on employers' needs, engage positively with efforts to concentrate specialist technical education facilities in a smaller number of institutions, and support their students with clear, accurate and up-to-date careers education and guidance.

In return, the Government must commit to implementing all the changes we propose in this report – resisting any temptation simply to cherry-pick those which are easy or cheap to deliver – and put in place a clear and consistent communication strategy to convey, to all stakeholders, the need for change and the purpose and value of technical education in the 21st century. It is also the Government's role to ensure the infrastructure exists to deliver high-quality technical education, including excellent teaching and access to industry-standard equipment. It is an unavoidable truth that high-quality technical education requires significant government investment, but it is an investment that pays handsome dividends in the form of increased national prosperity and improved social mobility.

Finally, politicians and policy makers from across the political spectrum must commit to a long-term, stable policy environment in which these reforms can take root and thrive. The constant tinkering must end. It is time now to focus on actually delivering what has been called for so many times in the past: a system of technical education in England that is the match for any in the world.

Annex A: Qualification levels

Throughout our report we refer to 'levels' of skills and qualifications. The table below gives the types of qualifications which feature at each level.

Table 2 – Qualification levels

Level	Example Qualifications
Entry	• Entry level awards, certificates and diplomas • Entry level Functional Skills • Entry level Foundation Learning and employability skills • Entry level awards and certificates in ESOL (English for speakers of other languages)
1	• GCSE (grades D-G) • Level 1 Technical Awards (Key Stage 4 performance tables category) • Level 1 Functional Skills • Level 1 awards, certificates, and diplomas • Level 1 Foundation Learning • Level 1 awards and certificates in ESOL • NVQ level 1
2	• GCSE (grades A*-C) • Level 2 Technical Awards (Key Stage 4) • Level 2 Technical Certificates (16-19 performance tables category) • Level 2 Functional Skills • Level 2 awards and certificates in ESOL • Level 2 awards, certificates, and diplomas • NVQ level 2
3	• AS and A level • International Baccalaureate • Tech levels (16-19 performance tables category) • Applied general qualifications (16-19 performance tables category) • Access to Higher Education Diplomas • Level 3 professional awards, certificates and diplomas • NVQ level 3
4	• Certificate of higher education • HNC • Level 4 professional awards, certificates and diplomas
5	• Higher diploma • HND • Diploma of higher education • Foundation degree • Level 5 professional awards, certificates and diplomas
6	• Bachelor's degree • Graduate certificates and diplomas • Level 6 professional awards, certificates and diplomas
7	• Postgraduate certificate • Postgraduate diploma • Master's degree • Level 7 advanced professional awards, certificates and diplomas
8	• Doctorate • Level 8 advanced professional awards, certificates and diplomas

Annex B: Technical annex

This annex sets out the analysis undertaken to support the development of the proposed technical education routes. Labour market data were used to formulate the routes, and a number of analytical checks were applied to ensure the proposed routes would meet the principles agreed for the reforms. The various analytical stages of the routes development are outlined below and summarised in this annex:

- using Standard Occupational Classification (SOC) 2010 codes to produce initial occupational groupings which could be refined into effective technical education routes
- testing the routes for alignment against apprenticeship standards, tech levels and technical certificates
- testing the homogeneity of skills and knowledge requirements between occupations within routes, using the United States occupational database, O*NET
- testing the industry coverage the routes provide, using industry-level labour market data and Standard Industrial Classification (SIC) codes
- testing the future viability of the routes using the UK Commission for Employment and Skills (UKCES) Working Futures data

The supporting analysis outlined above formed only one strand of a broader process for reaching the proposals. Alongside the analysis, there has also been extensive engagement with stakeholders such as employers, academics and professional bodies.

The proposed routes

Table 3 sets out the proposed routes, with detail on the proportion of the total labour market that the occupations within the routes cover, as well as the number of apprenticeship standards, tech levels and technical certificates mapped to each route. The following sections then set out the analysis that supported the development of these proposals.

Table 3 – Summary of the proposed routes

Route		Examples of jobs in the route	Number of people employed in the occupations within the route[1]	Proportion of the total labour market accounted for by occupations within the route[2]	Number of apprenticeship standards mapped to route[3]	Number of tech levels and technical certificates mapped to route[4]
1	Agriculture, Environmental and Animal Care	Conservationist, park ranger, farmer, horticulturalist, agricultural manager, agricultural technician	454,726	1%	15	99
2	Business and Administrative	Human resources officer, office manager, administrative officer, housing officer	2,204,478	7%	9	11
3	Catering and Hospitality	Chef, butcher, baker, catering manager, events manager	568,998	2%	16	22
4	Childcare and Education	Nursery assistant, early years officer, teaching assistant, youth worker	1,060,804	3%	3	9
5	Construction	Bricklayer/mason, electrician, building/civil engineering technician, carpenter/joiner, construction supervisor	1,625,448	5%	37	66
6	Creative and Design	Arts producer, graphic designer, audio-visual technician, journalist, product/clothing designer, upholsterer, tailor, furniture maker	529,573	2%	20	40
7	Digital	IT business analyst/systems designer, programmer, software developer, IT technician, web designer, network administrator	351,649	1%	8	19
8	Engineering and Manufacturing	Engineering technician, vehicle mechanic, aircraft fitter, printer, process technician, energy plant operative	1,319,645	4%	57	80
9	Hair and Beauty	Hairdresser, Barber, Beauty therapist	293,004	1%	4	47

Route		Examples of jobs in the route	Number of people employed in the occupations within the route[1]	Proportion of the total labour market accounted for by occupations within the route[2]	Number of apprenticeship standards mapped to route[3]	Number of tech levels and technical certificates mapped to route[4]
10	Health and Science	Nursing assistant, pharmaceutical technician, sports therapist, laboratory technician, dental nurse, food technician	915,979	3%	19	29
11	Legal, Finance and Accounting	Accounting technician, paralegal, financial account manager, payroll manager, finance officer, legal secretary	1,325,482	4%	17	7
12	Protective Services	Police officer, fire service officer, non-commissioned officer (NCO), maritime operations officer (coastguard)	398,400	1%	3	1
13	Sales, Marketing and Procurement	Buyer, procurement officer, sales account manager, market research analyst, estate agent	957,185	3%	3	9
14	Social Care	Care worker, residential warden, probation officer, welfare counsellor	865,941	3%	0	0
15	Transport and Logistics	Ship's officer, railway signalling technician, HGV driver	589,509	2%	14	4
		Total	13,460,821	43%	225	443
		Total number of people employed in the labour market	**30,950,304**	100%		

Notes:

1 This figure gives an indication of the labour market coverage of the occupations within the routes by people of all ages. It *does not* indicate the number of people that will undertake a technical education qualification in that route. Figures are at the UK level, not for England only.

2 Number of people employed in the occupations within the route divided by the total number of people employed in the labour market.

3 Apprenticeship standards as of December 2015 were used for this mapping exercise. As the apprenticeship standards are developing continually, this may not reflect the most recent list.

4 This mapping was based on the lists of tech levels and technical certificates approved for inclusion in the 2017 performance tables.

Sources: For employment numbers: Labour Force Survey (LFS), August 2015.
For apprenticeship standards: List of all apprenticeship standards published by the Skills Funding Agency, accessed December 2015.
For tech levels and technical certificates: Performance tables, technical and vocational qualifications, July 2015.

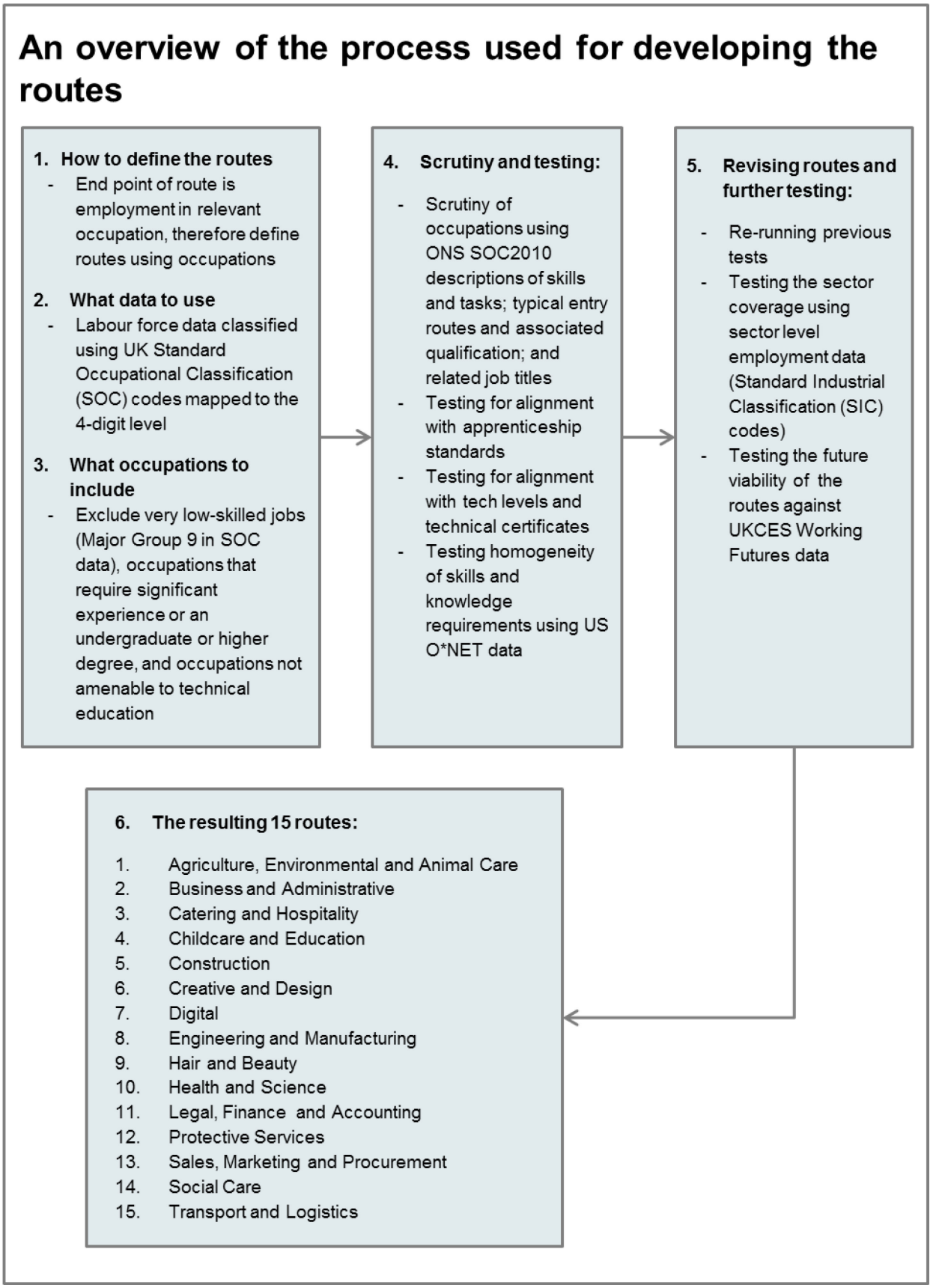

Figure 2: The process for developing the routes

Defining the routes

As set out in the report, the routes are designed to provide individuals with the education and training required to progress into a skilled occupation. Labour Force Survey (LFS) data on occupations in the UK economy were used to explore which occupations the routes should lead to.

The Office for National Statistics (ONS) Standard Occupational Classification (SOC) 2010 was used as the tool for identifying occupations. SOC is a system for classifying occupations and is designed to cover all occupations in which work is performed for pay or profit. SOC codes are developed in a hierarchical format; at the highest level are 1-digit SOC codes ('Major Groups'[47]), at the most granular breakdown of the occupational categories are the 4-digit SOC codes ('Unit Groups'). 4-digit SOC codes were used to determine which occupations were included within technical education and then to assign them to a route.

Using ONS information on typical entry routes and associated qualifications for occupation types, occupations deemed to be either too low-skilled or to require higher level qualifications (for example an undergraduate degree) or significant experience were removed.

The remaining occupations were scrutinised using in-depth information from ONS on skills and tasks, as well as job titles captured by the occupation categories, to develop an initial clustering of occupations deemed homogenous in their requirements.

The next stage was to test the robustness and feasibility of the routes.

Testing the routes for alignment against apprenticeship standards, tech levels and technical certificates

The first test checked the alignment of current apprenticeship trailblazer standards[48], tech levels and technical certificates with the proposed routes. The aim was to understand the spread of existing training provision across occupations in scope for the routes, and to identify any gaps in provision (that is if there were any apprenticeship

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[47] The 9 major groups are as follows:
Major Group 1: MANAGERS, DIRECTORS AND SENIOR OFFICIALS
Major Group 2: PROFESSIONAL OCCUPATIONS
Major Group 3: ASSOCIATE PROFESSIONAL AND TECHNICAL OCCUPATIONS
Major Group 4: ADMINISTRATIVE AND SECRETARIAL OCCUPATIONS
Major Group 5: SKILLED TRADES OCCUPATIONS
Major Group 6: CARING, LEISURE AND OTHER SERVICE OCCUPATIONS
Major Group 7: SALES AND CUSTOMER SERVICE OCCUPATIONS
Major Group 8: PROCESS, PLANT AND MACHINE OPERATIVES
Major Group 9: ELEMENTARY OCCUPATIONS

[48] Apprenticeship standards as of December 2015 were used for the mapping exercise.

standards, tech levels or technical certificates that were mapped to occupations not included in the routes).

Apprenticeship standards are created by groups of employers from various industries and they describe the activities an individual would undertake in an apprenticeship, as well as the skills required.

UKCES mapped apprenticeship standards to 4-digit SOC codes. Using this, the apprenticeship standards were mapped to the proposed routes to identify the spread across the routes. With the exception of one route, all other routes had at least three (and up to 57) apprenticeship standards that aligned to them, suggesting that appropriate types of occupations were being considered for the routes.

Tech levels and technical certificates were also mapped to the routes. Again with the exception of one route, this mapping showed that all other routes had at least one tech level or technical certificate mapped to them. Some routes had considerably more – for example, the Agriculture, Environmental and Animal Care route had a total of 99 tech levels and technical certificates mapped to it.

Table 3 presents the total number of apprenticeship standards, tech levels and technical certificates mapped to each of the final 15 routes proposed.

Testing the homogeneity of skills and knowledge requirements between occupations within routes, using the United States occupational database O*NET

To develop the initial proposal, ONS information on tasks and skills requirements in occupations was used. The breadth and depth of information provided in the ONS publication[49] is, however, limited. To enhance the understanding of the skills and knowledge requirements within occupations, the US occupational database O*NET was used.

O*NET provides a rich source of information on both the level and importance of skills and knowledge required in occupations. O*NET data is based on employee surveys and is linked to US occupational classifications. These US classifications have been mapped to UK SOC codes[50], which were then used to analyse the routes.

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[49] Office for National Statistics (ONS), SOC2010 volume 1: structure and description of unit groups

[50] All statistics from the O*NET database reflect occupational information based on US survey data. The information that populates the O*NET database is collected from three primary sources: job incumbents, occupational experts, and occupational analysts. Job incumbents represent the source for much of the information in the O*NET database, including knowledge. Skills data are produced by occupational analysts, based on questionnaire responses. Because the data comes from the US and has been subsequently mapped to UK SOC codes, it is possible that it does not accurately represent UK occupations.

Within the O*NET database, different SOC codes are assigned various different scores for both skills and knowledge. There are 35 different 'skills' which encompass developed capacities that might enable an individual to carry out a particular activity – they are broadly transferable and might be used in a range of different occupations. Examples of skills include 'critical thinking' and 'speaking'. There are 33 different 'knowledge' categories which refer to an organised set of principles and facts applied in general domains. Knowledge categories tend to be more specific than the skills – examples include 'geography' and 'clerical'.

Each skill and knowledge category is assigned both an 'importance' and a 'level'. The importance denotes the extent a particular skill or knowledge category is emphasised within an occupation. The level denotes the degree of competence needed. The level indicator may be particularly useful for helping determine progression within routes, as it specifies the degree of competence required for a particular skill or knowledge area.

While the same skill can be important for a variety of occupations, the amount or level of the skill needed in those occupations can differ dramatically. For example, the skill 'speaking' is important for both barristers and paralegals. However, barristers (who frequently argue cases before judges and juries) need a high level of speaking skill, while paralegals only need an average level.

Using the O*NET data, the homogeneity of the SOC codes grouped together within each route was tested, in terms of the skills and knowledge compositions. This ensured the highest possible homogeneity between the occupations within each route, thus making it possible to develop meaningful training programmes.

Figure 3 illustrates the use of O*NET data to analyse the importance of knowledge for the initial occupations proposed for the Information Technology (IT) route.[51]

[51] Renamed to 'Digital' following later changes to the occupations within the route.

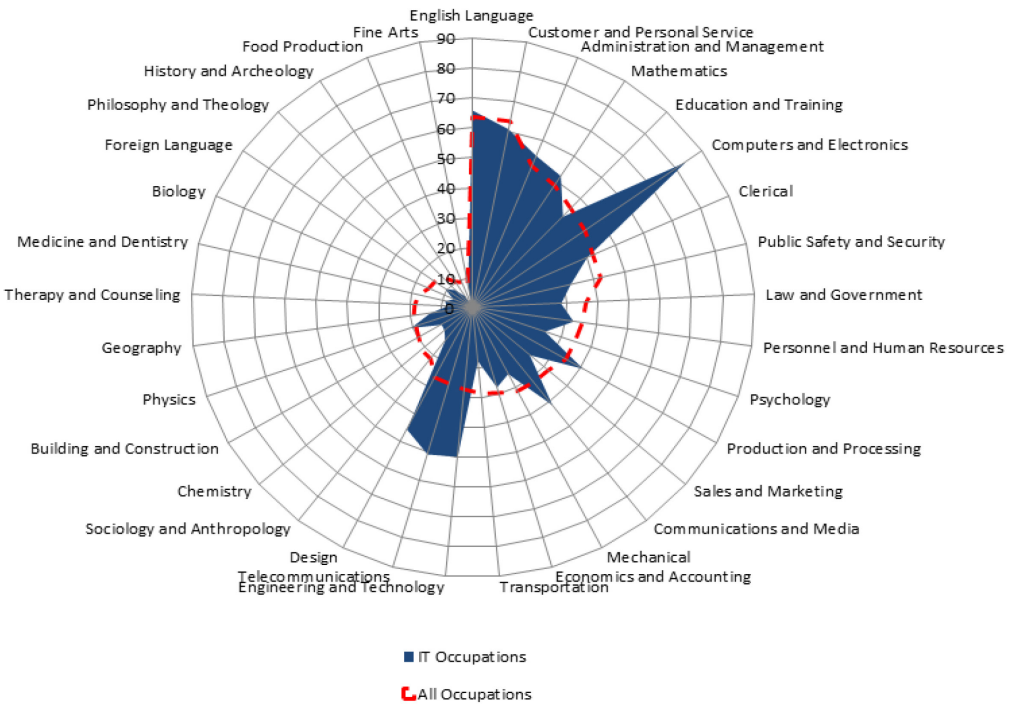

Figure 3a: Radial chart showing the importance of knowledge areas for the initial occupations in the IT route compared to the average for all occupations

Source: O*NET

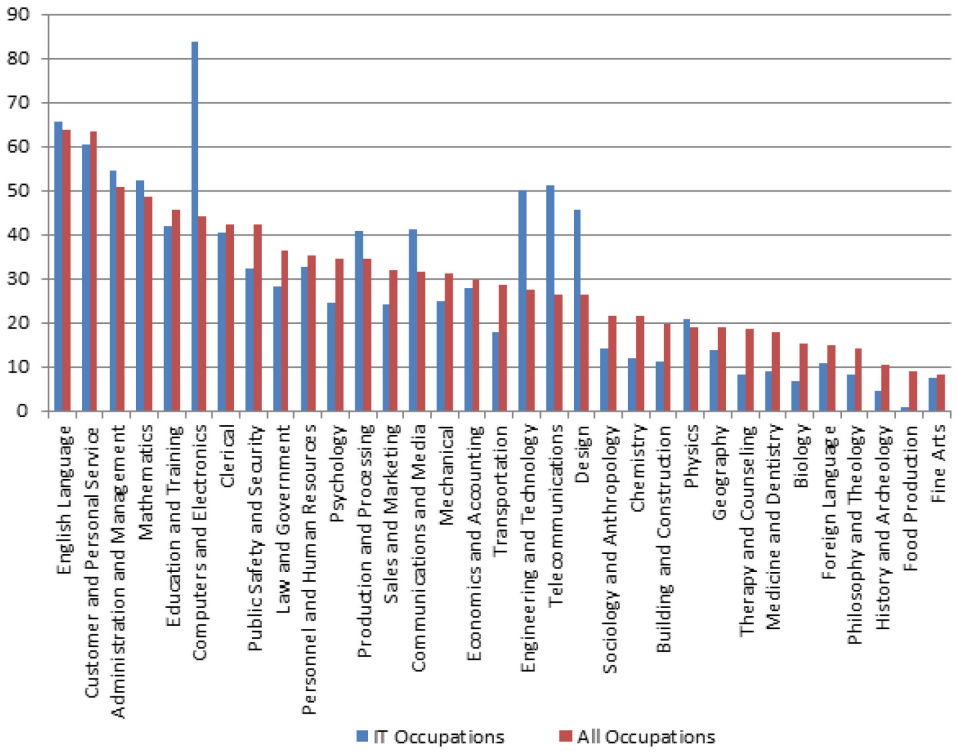

Figure 3b: Bar Chart showing the importance of knowledge areas for the initial occupations in the IT route compared to the average for all occupations

Source: O*NET

Notes: In the O*NET questionnaire, respondents were asked: “How important is the knowledge area to the performance of your current job?” Scores are rated out of 100.

The five most important knowledge areas for IT were found to be:

- Computers and Electronics: 84
- English Language: 66
- Customer and Personal Service: 61
- Administration and Management: 55
- Mathematics: 52

The five biggest differences from the overall average occupation were:

- Computers and Electronics: +39
- Telecommunications: +25
- Engineering and Technology: +23
- Design: +20
- Transportation: -11

Testing the industry coverage of the routes

While the routes are designed around occupations, not sectors, it is important that the new system provides good sector coverage and does not exclude key industries for future growth.

To test this, Standard Industrial Classification (SIC) codes were used, which classify businesses and other statistical units by type of economic activity. This data was mapped to the SOC data used to define the routes, in order to assess the level of coverage.

Table 4 presents the proportion of employment in each industry (as defined by ONS SIC data) covered by the proposed routes.

Table 4 – Proportion of industry sectors covered by routes

Industry	Total number employed in industry	Proportion of industry covered by routes
Agriculture, forestry and fishing	2,815,968	51%
Electricity, gas, steam and air conditioning supply	143,727	54%
Water supply, sewerage, waste management and remediation activities	168,822	44%
Construction	1,814,758	66%

Industry	Total number employed in industry	Proportion of industry covered by routes
Wholesale and retail trade, repair of motor vehicles and motorcycles	3,277,824	27%
Transportation and storage	1,263,826	39%
Accommodation and food service activities	1,182,826	25%
Information and communication	1,057,900	39%
Financial and insurance activities	1,030,119	47%
Real estate activities	290,612	47%
Professional, scientific and technical activities	1,893,135	46%
Administrative and support service activities	1,181,690	36%
Public administration and defence; compulsory social security	1,493,698	59%
Education	2,682,575	35%
Human health and social work activities	3,304,721	51%
Arts, entertainment and recreation	639,788	34%
Other service activities	737,673	60%
Activities of extraterritorial organisations and bodies	36,291	58%
Totals	**25,015,953**	**44%**

Source: ONS SIC data

Testing the future viability of the routes

As well as testing the routes against current labour market requirements, ‘future proofing’ was also considered to ensure they had longevity. This was explored through the UKCES Working Futures data and the cross-Government ‘future of work’ project data, with a view to developing routes that would serve the needs of the UK economy both now and in the future.

The Working Futures data provide a quantitative assessment of the employment prospects in the UK labour market over a ten year horizon (2012-2022). While the Working Futures data provide some useful indication of possible labour market changes, projections are based on the assumption that past patterns of performance and behaviour in the economy and labour market will continue into the future. Furthermore, Working Futures is mapped to 2-digit SOC codes, not 4-digit. 4-digit SOC codes are therefore assumed to have the same predicted growth rates as their 2-digit constituents.

As a result, any conclusions drawn from this data are only indicative and not precise predictions of what will happen in the future.[52]

The Working Futures data predict there will be a net decline in employment in five of the proposed routes over the 10-year period:

- Engineering and Manufacturing
- Business and Administrative
- Protective Services
- Agriculture, Environmental and Animal Care
- Legal, Finance and Accounting

However, as well as net change in employment, Working Futures also considers replacement demand. Replacement demand is the projected number of jobs in an occupation resulting from departures from the labour market as a result of: retirement, death or temporary withdrawals (such as maternity leave).

Based on the analysis, all routes are projected to see significant replacement demand over the 10-year period (Figure 4). In all cases replacement demand, rather than net growth, is predicted to be the main source of job openings. In the case of the five sectors expected to see net decline over the period, replacement demand is expected to be more than enough to offset the scale of decline.

[52] A detailed description of approach can be found in main report and technical report for Working Futures.

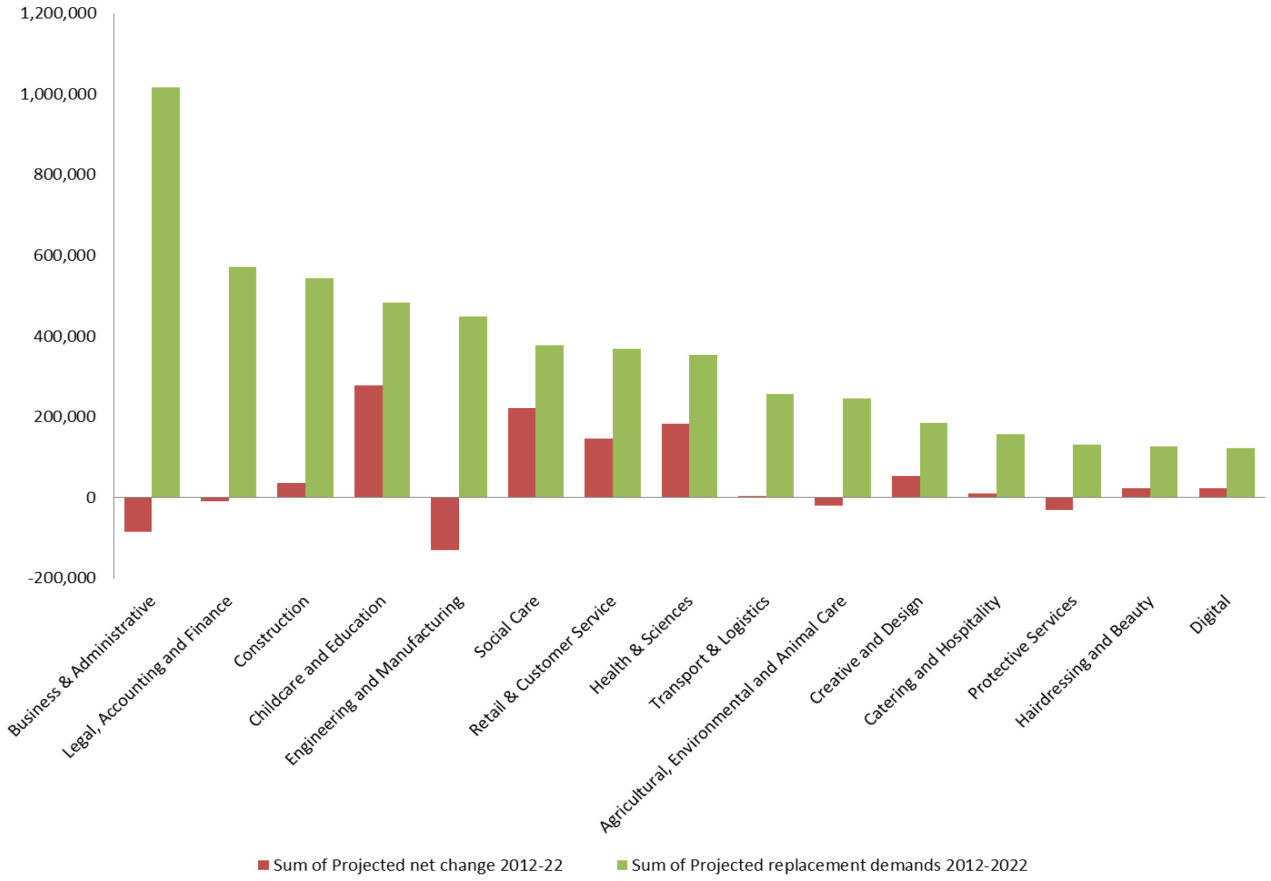

Figure 4: Working Futures predictions of net change in employment, and replacement demands, for occupations within the proposed routes, between 2012 and 2022

Source: Working Futures 2012 to 2022, March 2014

Notes: Projections are based on assumption that past patterns of performance and behaviour in the economy and labour market will continue into the future. The results are therefore indicative and not precise predictions of what will happen. Employment estimates at the 4-digit SOC level are affected by statistical 'noise', therefore Working Futures applies the projected growth rates for 2-digit sub-major groups to their constituent 4-digit unit groups. Adjustments are made to take account of unit groups that are known to perform differently to their parent sub-major groups.

Annex C: International annex

In undertaking this work the Panel has considered international exemplars of routes-based technical education systems. We recognise that jurisdictions vary in their economic and social contexts, and thus comparisons must be made with care. However, we do not view this as a barrier to learning from principles that underpin strong technical education elsewhere. The following notes summarise background information from each of the countries.

Note: The terminology used to describe technical education systems, as defined in this report, varies across jurisdictions and translations. Thus the outlines below include a range of terms, such as vocational education and training ('VET'), vocational training, technical training, vocational schools (colleges), and so on.

Denmark

Table 5 – Example of routes-based technical education system from Denmark

Feature	Notes
There is a national system of routes for technical education standards. The outcomes and assessment model for each standard are specified by experts in the relevant occupation.	The Ministry of Children, Education and Gender Equality (hereafter referred to as Ministry of Education) governs the general framework for the vocational education and training system and supervises vocational colleges. An advisory council for initial vocational training ('REU') is appointed by the minister and provides guidance, for example, on the structure of routes, framework for content and assessment, and accreditation of colleges. The Council is made up of industry sector experts nominated by social partners, and representatives of employers, teachers and students. The Ministry of Education is responsible for approving new programmes based on recommendations from the Council, and for approving colleges that provide 'basic' and 'main' VET courses. Following a major reform in 2015, Denmark has moved to four broad 'basic' vocational education routes, leading to around 110 'main' programmes. The Council works with around 50 trade committees, which describe the standards for each VET programme: determining the outcomes, assessment methodology, and programme durations. The committees typically comprise 10 to 14 individuals, with parity of membership between employer and employee representation. Trade committees review students' progress to employment alongside labour market demand. They recommend the

	introduction of new standards, and adjustments or ending of existing standards, as required. In addition, the Ministry of Education can establish development committees to swiftly investigate emerging occupations and, if appropriate, develop new standards. This typically takes place in new areas of the labour market where there are no existing trade committees.
College-based and work-based options for technical education at upper secondary are developed to the same standards.	At age 16, young people may choose to follow either an academic or vocational upper secondary pathway. Approximately 20% of students opt for the vocational pathway at this time. However, VET students are on average older than those in general education thus the VET cohort accounts for about half of all upper secondary student enrolment. (While the average age for beginning general upper secondary is under 17, for VET it is 23. Individuals also take longer to complete VET programmes: the average age for completing general upper secondary education is 20, compared to 28.5 for VET.) The VET upper secondary pathway combines college-based and work-based learning for all students. Expected outcomes are defined by the standard for each occupation set by the trade committees. Towards the end of their main course students take an examination with theory and practical components. The practical test is assessed by external examiners drawn from the trade committees and employers. Adults aged 25 or older with at least two years of relevant work experience may study the college-based components of a main programme in a VET school in preparation for the same examination.
Transition support is provided for young people not yet ready to access a route.	To enrol on a VET route, students must fulfil criteria based on prior achievement in Danish and mathematics. Individuals who do not meet these criteria at grade 9 (age 15) can study a vocationally-orientated grade 10 option, 'VET10', which is designed to support them in gaining the required qualifications for entry to their VET route. Alternatively, if a young person obtains a training agreement with an employer straight after lower-secondary school, they can be admitted to a VET school and have catch-up classes in Danish and mathematics alongside their VET programme. Young people who enrol in VET more than one year after completing secondary schooling will not be required to complete the first half of the basic programme.

The early curriculum for each route is typically broad, with increasing specialisation as an individual progresses.	An upper-secondary VET programme typically lasts 4 years, although this varies from 2.5 to 5 years. Initially students follow a one-year 'basic' course, comprising 20-25 weeks of general education and a common core of vocational education and training, which introduces young people to the occupations within their route. This is followed by 20 plus weeks of more specialised VET in preparation for their chosen main programme. The point at which increasing specialisation occurs varies as appropriate across the four routes. Basic courses alone do not provide students with the necessary qualifications for entering the labour market. Students progress to a main VET programme, during which education and training alternates between college-based and work-based learning. The proportion of time spent in each mode varies across programmes, but typically 30-50% is college-based. The majority of students enter into a training agreement with an employer who provides the work-based components of the programme. Trade committees appoint local education committees to work directly with accredited colleges and local employers to plan coherent technical education curricula, and obtain sufficient internships to meet demand. Students who are not able to source a training agreement are offered college-based practical learning as an alternative for their internship. A minority of students enter into a training agreement with an employer immediately following secondary education, and work for a year rather than undertaking a basic VET course. After this year these 'apprentices' may enrol at VET school with an individual education plan including the same assessment requirements as the main programme for their occupation. Main programmes lead to a specific vocational qualification, for example flight mechanic or multimedia animator. The majority of programmes have one or two stepping off points in order to increase their flexibility; a student may step off at a well-defined point that gives professional competence in a lower-level occupation, and choose to resume education and training at a later date, without prolonging the overall duration of their study.
Guided learning hours	Full-time VET provision is 40 weeks per year. A minimum number of teacher-supervised lessons is specified – for example, from August 2015 for the basic programme this is 25 hours per week (increasing to 26 hours from August 2016).

Germany

Table 6 – Example of routes-based technical education system from Germany

Feature	Notes
There is a national system of routes for technical education standards. The outcomes and assessment model for each standard are specified by experts in the relevant occupation.	Responsibilities for technical education are shared between the federal government (mainly the Federal Ministry for Education and Research, and Federal Ministry for Economic Affairs and Energy), which oversees content of employer-based programmes, and the federal states (Länder) for college-based education and training (for the apprenticeship off-the-job component and the full-time college-based pathway). The prevalence of the apprenticeship model in Germany is evident in the national regulation of VET standards. The federal government has a legal framework for governance of apprenticeship training, administered through the Federal Institute for Vocational Education and Training (BiBB), a tripartite organisation that also conducts labour market research to underpin VET decision making. BiBB prepares a single national standard for each apprenticeship training occupation, which provides transparency and supports mobility in the labour market. Germany has six main routes for dual apprenticeships, with more than 320 national training standards. A small number of standards for recognised professions in the health and elderly care fields are regulated by other federal laws but are not trained for through the dual apprenticeship system. There are also a range of assistant professions and professions in the social science fields that are regulated by Länder Ministries of Education, some of which can only be trained for in full-time college-based education and training, with others having comparable dual apprenticeship training standards. Responsibilities for apprentice training are shared across the federal government, Länder, employers, unions, and self-governing industry sector expert bodies (‘Chambers’). Chambers establish vocational education and training committees with representatives of trade unions, employers, and teachers drawn from vocational schools. Chambers and social partners input into decisions regarding the development and maintenance of standards for regulated occupations in their industries. A standard stipulates the length of training, name of the occupation, outcomes for knowledge and skills that should be acquired, the

	work-based training curriculum, and an assessment plan. Chambers are also tasked with continuous development of quality for vocational training. As part of this process, employers and unions draft proposals for updating existing standards and defining new occupations, and submit these to the Chambers. Federal law mandates that companies operating in the vast majority of sectors must be members of the Chambers. Employers develop their work-based training programmes in conjunction with Chambers based at the regional level, against the national standards set by BiBB. The Chambers oversee assessment and quality assurance for the work-based training element of dual apprenticeship training. Off-the-job education for apprentices is the responsibility of the Länder governments. This system necessitates close cooperation between the Länder and the federal government, together with employer representatives and trade unions.
College-based and work-based options for technical education at upper secondary are developed to the same standards.	From age 15 or 16, students may choose an academic or vocational pathway. Approximately half of students follow the vocational path, predominantly through the work-based 'dual track' apprenticeship system, with full-time vocational college-based education undertaken by a smaller proportion of students. Education and training for other occupations is offered only through apprenticeship or college-based paths, while other occupations may be studied through either mode. VET leads to either a Chamber certificate (for dual apprentices) or vocational-college certificate. Off-the-job education and training for dual-track apprenticeships is provided by vocational schools that work solely with apprentices (Berufsschulen). Usually different institutions offer the full-time college-based pathway (Berufsfachschulen). These vocational colleges specialise in different areas, for example, agriculture, business administration, technology. In addition, specialist schools provide training for health professionals (such as nursing, midwifery). The Länder governments are responsible for education provided by schools and universities in their region. Ministries establish state training regulations for the vocational-school element of dual apprenticeships against the national BiBB standards. The Länder Ministries also establish standards and assessment for state-recognised professions where education and training is provided by full-time vocational colleges. Examinations for all college-based education and training are set by the Länder.

	For those professions where VET is offered both through dual apprenticeship and full-time vocational college, the Länder, federal government and other relevant institutions collaborate to harmonise the curriculum. Standardisation of college-based learning for both apprentices and students at technical colleges is achieved through collaboration of Länder Ministries, which produce a framework statement of agreed curricula (following the Standing Conference of the Ministers of Education and Cultural Affairs). The detailed curriculum can vary between Länders.
Transition support is provided for young people not yet ready to access a route.	Young people who are unable to source a vocational training place (either an apprenticeship or entry to vocational school) are offered transition provision, which aims to support their entry into VET. The public employment system offers support and guidance to employers who offer internships for young people on the transition programme. The transition programme incorporates preparatory vocational training, a focus on numeracy and literacy skills, and internship opportunities. In 2012, about 267,000 young people, representing 27% of the total cohort entering VET, followed the transition programme; however, this proportion is noted to be diminishing.
The early curriculum for each route is typically broad, with increasing specialisation as an individual progresses.	Technical education programmes are typically 2 to 3.5 years, with some programmes 4 years and a few 1 year standards. Students take general education courses (for example, mathematics, languages, sports) alongside the technical component of their programme. The balance of components in the curriculum varies depending on the student's chosen occupation.
Guided learning hours	For full-time technical education programmes guided learning hours are mandated by the Länder curriculum and vary by programme.

Netherlands

Table 7 – Example of routes-based technical education system from the Netherlands

Feature	Notes
There is a national system of routes for technical education standards. The outcomes and assessment model for each standard are specified by experts in the relevant occupation.	The national system for qualifications is governed by the Ministry of Education, Culture and Science. Supporting central government in vocational education regulation is the Cooperation Organisation for Vocational Education, Training and the Labour Market ('SBB'). There is strong employer involvement in determining the content of routes and standards for occupational qualifications. All bodies of the SBB have wide representation of social partners (employers, employees), VET colleges and private schools. The Netherlands is currently reducing the number of technical programmes to approximately 170 main qualifications with 450-500 specialisations ('profiles'), which are organised under eight 'Sectoral Chambers'. The SBB convenes panels of industry and teaching experts which draft the expected knowledge, skills and behaviours for each standard in their route, although overall responsibility for defining these outcomes rests with the SBB. The SBB is also responsible for certifying and training employers who provide work placements; publishing labour market information to feed into design of the vocational routes and standards; and providing the Ministry a unified voice on skills policy and system reform.
College-based and work-based options for technical education at upper secondary are developed to the same standards.	After primary education, young people may choose to follow either an academic or pre-vocational (VMBO) pathway. (Note in larger schools, secondary education usually starts with a broader 'bridging' curriculum of one to two years, at the end of which students receive further guidance about the most appropriate pathway for them.) At age 16, young people completing the pre-vocational pathway may choose to continue onto upper-secondary VET or move to the academic pathway. At age 17 or 18, students from the academic pathway typically move to a university programme, or a course at tertiary professional level. Overall, about half of students follow the vocational path at upper-secondary level, which offers a college-based option (taken by approximately 80% of VET students) and a work-based (apprenticeship) model.

	Upper-secondary VET may take up to three years to complete depending on the chosen occupation. While students following the college-based mode will spend the bulk of their time in vocational school, substantial work placements must be provided to enable students to acquire competency in a work environment. On average students spend three-four days per week in school, and one-two days working with an employer. This proportion is reversed for students on an apprenticeship – they typically work four days and attend school for one day per week. Alignment of the college-based and apprenticeship option provides flexibility for either path to expand depending on economic demand. Both pathways are equally integrated in the national certification system. Final certification for students on the college-based and apprenticeship pathways is common, with a single qualification standard for each occupation specifying expected outcomes. There are national examinations for mathematics and languages. For VET programmes the standards ('qualification files') serve as benchmarks for assessment. Responsibility for setting examinations and assessing students' progress has been devolved to vocational schools. By law employers providing work-based learning must be involved in this process, and the education inspectorate supervises examination quality.
Transition support is provided for young people not yet ready to access a route.	Upper-secondary VET in the Netherlands is offered at different levels (from level 1 to 4 of the European Qualifications Framework). The majority of students enter the programmes at level 3 (equivalent to A levels in the UK) or level 4. About 20% of students follow a one to two-year level 2 programme, from which they can enter the labour market or progress to further education and training. At age 16, a small number of students (about 3% of the VET cohort) do not achieve the required qualification from lower-secondary education to enable them to move directly into upper-secondary VET. These students are offered a one-year preparatory programme which aims to support their progression to technical education, and includes work orientation and practical training.

The early curriculum for each route is typically broad, with increasing specialisation as an individual progresses.	The qualification system has recently been revised. From August 2016, all standards within a route are clustered to aid transparency and functionality. Outcomes comprise a general component (Dutch, numeracy, citizenship and career management skills, and English for the highest level programmes), plus a technical component with some training common across the cluster and some tailored to the occupation. Further optional specialist modules will be offered by colleges to meet labour market needs.
Guided learning hours	Full-time upper-secondary VET provision is for 40 hours per week and 40 weeks per year. Recent reform has seen the number of direct teaching hours for the full-time college-based option increase to 1,000 per year.

Norway

Table 8 – Example of routes-based technical education system from Norway

Feature	Notes
There is a national system of routes for technical education standards. The outcomes and assessment model for each standard are specified by experts in the relevant occupation.	The Ministry of Education and Research (Kunnskapsdepartementet) has overarching responsibility for the development, relevance and quality of education and training, including technical education. Operational responsibilities for development of standards, assessment, delivery of training, and quality control are mandated to other public bodies. From 2016 Norway has eight technical routes, and five general study routes. The National Council for VET has established expert panels of employees and employers (Vocational Training Councils) for each technical route. These panels advise the Ministry on the expected learning outcomes for each stage of technical education. Each of these standards (referred to as a 'subject curriculum') describes the knowledge and skills a student will develop, and the principles for assessment in a particular route. The panels also monitor labour market needs to inform review of routes and standards.
College-based and work-based options for technical education at upper secondary are developed to the same standards.	At age 16 young people choose to follow either an academic or vocational upper secondary pathway. Approximately half of students opt for the vocational pathway, which typically comprises two years at school – including practical training in workshops and short work placements in industry – followed by two years of apprenticeship. During the latter two years, the apprentice is an employee, described as engaging in one year of training and one year of productive work. The '2+2' model for vocational school + apprenticeship years is common across routes, but for some occupations it may vary and follow either a '1+3' or '3+0' (ie entirely school-based) model. Students may find an apprenticeship placement individually but in most cases county authorities or local training agencies help source this provision. Local training agencies are owned by a group of employers. They develop quality assurance systems and training curricula for the companies, and manage administration of the apprenticeships. Approximately two-thirds of students begin an apprenticeship place immediately after their

	VET school years. The schools must offer a third year of technical education to those students who do not secure an apprenticeship, preparing them for the same final assessment taken by an apprentice in their chosen occupation (the 'craft' or 'journeyman's' certificate). A small proportion of students take up this provision; some move immediately into employment, or to another mode of education. Upper secondary VET is completed by a practical-theoretical examination. During the exam apprentices demonstrate their skills and explain and justify the methods they have chosen to solve the test assignments. Successful candidates are awarded a 'trade certificate' for industrial and service trades, or a 'journeyman's certificate' for traditional crafts. The two types of certificate are awarded by the county authorities. A county-appointed, industry-specific examination board, on which the social partners are represented, prepares and assesses the examination. In 2012, 93% of the cohort gained a certificate.
Transition support is provided for young people not yet ready to access a route.	Young people are entitled to three years of upper secondary education. They are supported in making informed choice regarding their upper secondary education; for example, during their lower secondary education, students select an optional programme to 'try out' their proposed upper secondary route. Local areas are responsible for following-up with students who do not enter, or drop out of, upper secondary education and training, and working to reengage them.
The early curriculum for each route is typically broad, with increasing specialisation as an individual progresses.	The first year of upper secondary technical education includes general education (English, mathematics, Norwegian, physical education, natural science), and a common introductory technical education core for the student's chosen route. In the second year students choose a more specialised programme of technical education. All students continue with general education (English, Norwegian, physical education and social science) throughout this year. The two-year apprenticeship takes place with an employer, where students continue to work towards the national standard for their occupation.
Guided learning hours	Around 980 guided learning hours are required for each of the college-based years.

Singapore

Table 9 – Example of routes-based technical education system from Singapore

Feature	Notes
There is a national system of routes for technical education standards. The outcomes and assessment model for each standard are specified by experts in the relevant occupation.	The Ministry of Education is responsible for pre-employment education and training. The Ministry oversees a range of post-secondary institutions: junior colleges (offering an academic pathway for university preparation); polytechnics and the Institute of Technical Education colleges (a vocational pathway); and universities. It is also responsible for a number of other specialist institutions, including arts institutions. The Institute of Technical Education comprises three colleges with different foci. The geography of Singapore is such that individual post-secondary VET institutions develop their own qualifications. The Institute of Technical Education colleges and polytechnics collaborate closely with industry partners to define the desired outcomes for each of their programmes, working to a set framework for curriculum design and assessment. Professional bodies may also play a role in co-development of programmes. The syllabus for each qualification is submitted to the Ministry of Education. Continuing-employment training for adults in work is overseen by the Ministry of Manpower through the Workforce Development Agency. Amongst its responsibilities the Agency maintains 34 skills qualification frameworks with pathways to recognised qualifications for occupations, either designing these qualifications directly or endorsing valued qualifications offered by providers such as polytechnics and the Institute of Technical Education. The Ministries operate quality assurance mechanisms, and maintain an overview of available qualifications. A major reform of regulation for technical education in Singapore is currently being introduced. ‘SkillsFuture’ will see the distinction between pre-employment and continuing employment training phased out, and a single Ministry will take oversight of all vocational education and training. The current Workforce Development Agency’s skills frameworks, which encompass low to higher level occupations within an area of the labour market, will form the basis of a single system of standards for VET qualifications at any level. This change is intended to support lifelong learning and upskilling across the country’s workforce.

	The National Manpower Council, with representation including the Ministry of Manpower and Ministry of Education, analyses and projects Singapore's employment requirements. Level of provision in different institutions and fields is aligned to these projections. Note despite the Council's title, this analysis is predominantly to inform resource planning, rather than a traditional perception of 'manpower planning'.
College-based and work-based options for technical education at upper secondary are developed to the same standards.	At age 12, young people enter one of several types of school offering a different curriculum balance across mathematics and sciences, languages, humanities and the arts. For example, academic pathways for students intending to progress to a junior college; a technical pathway that prepares students for progression typically to the Institute of Technical Education. A range of specialist schools offer tailored curricula – for example, an 'integrated programme' direct to university. At age 16 or 17, young people apply for places at post-secondary institutions offering vocational or academic options. About two-thirds of students follow a post-secondary VET pathway provided at one of five polytechnics or the Institute of Technical Education colleges. Following their Institute programme, students may enter the workplace and/or progress to further study at a polytechnic. An academic pathway is provided at the university-preparation schools (predominantly junior colleges). Throughout the education system there are defined opportunities for young people to move between academic and vocational pathways depending on achievement of particular entry criteria. Although the term 'apprenticeship' is not commonly recognised in Singapore, work-based learning opportunities are available. For example, 'Traineeship' programmes offered at the Institute of Technical Education are a formal training agreement between the trainee, sponsoring employer, and the Institute. Trainees spend 20-40% of their time at college, achieving the same certificate qualification as full-time students. For students on full-time college-based programmes the Institute of Technical Education uses its strong employer links to source extended work-placements ('internships') as part of a student's curriculum. A relatively new 'Master' qualification is awarded to students who have gained an Institute of Technical Education certificate plus three years of relevant work experience, in a programme run in collaboration with participating employers.

Transition support is provided for young people not yet ready to access a route.	Entry criteria for different programmes at the Institute of Technical Education vary. Students can enter a certificate programme and work towards progression to higher certificates. A small minority of young people will enter the labour market at age 16 or 17, with opportunity to take up continuing-employment training provided through the Workforce Development Agency at a later age.
The early curriculum for each route is typically broad, with increasing specialisation as an individual progresses.	The Institute of Technical Education currently offers 58 certificate programmes and 45 higher certificate programmes, which are typically two years in length. The curriculum for each programme comprises technical modules followed by all students ('core'); 'elective' modules (from a choice of technical modules specific to their programme, and general modules such as mathematics); and 'life skills' modules followed by all students. Students specialise through their choice of elective modules, and by progression from certificate to related higher certificate level courses and/or courses offered at polytechnics.
Guided learning hours	Credit requirements and teaching hours vary across the Institute of Technical Education programmes.

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Department for Business Innovation & Skills

Department for Education

Post-16 Skills Plan

July 2016

Post-16 Skills Plan

Presented to Parliament
by the Minister of State for Skills
by Command of Her Majesty

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Contents

Table of figures

Foreword by the Minister of State for Skills

Reforming the skills system is one of the most important challenges we face as a country. Getting it right is crucial to our future prosperity, and to the life chances of millions of people.

Real progress has been made following changes in the last Parliament, including those resulting from the Wolf Report[1] and growing investment in apprenticeships. The current system has a number of strengths, including a network of dedicated professionals.

Despite progress there are still some serious issues. Technical education remains the poor relation of academic education. The choice of courses and qualifications can be confusing, and links to the world of work are not strong enough. Perhaps most significantly, we have not paid enough attention to the lessons of the past or from abroad. Years ago, our international competitors realised what it takes to ensure there is access to high-quality technical education – and have moved even further ahead of us as a result.

The economic case for further reform of the skills system is compelling. Bringing training for young people and adults in line with the needs of business and industry will drive up productivity, which has lagged behind in this country even as economic growth and employment have improved. But for a One Nation government there is a strong moral case for reform, too. Sustained and skilled employment leads to prosperity for individuals, but for too long it has been those from the most disadvantaged backgrounds who have been denied this opportunity by poor-quality and irrelevant education. Too often they have been taken down paths which have led nowhere.

We are determined to make technical education an option that leads to long-term success and to see through the continued delivery of lasting change in the skills system, which is why I am so delighted with the recommendations by Lord Sainsbury's independent panel. I convened the Sainsbury panel on behalf of the Department for Education; the Department for Business, Innovation and Skills; The Prime Minister's Office; and HM Treasury because we needed a thorough and serious review.

[1] *The Review of Vocational Education – The Wolf Report* is available online at https://www.gov.uk/government/publications/review-of-vocational-education-the-wolf-report.

Lord Sainsbury has been committed to the cause of better technical education for decades. The Sainsbury panel's membership included experts from both further and higher education, and from industry. The panel consulted widely, its deliberations were non-political and its conclusions are pragmatic. Lord Sainsbury has himself served in government as a member of a different political party to mine and the panel's criticisms of the existing system apply to previous governments of all colours. The report points out that political consensus has been one of the factors that has allowed other countries to create stable and effective systems of technical education. My hope is that there can now be broad consensus behind the panel's recommendations.

These recommendations give us the opportunity to go beyond the achievements of the last Parliament and secure real and lasting improvements: building a dynamic, high-quality technical option, which is grounded in engagement with employers, fits soundly with the rest of the system and is responsive to the changing needs of the economy.

We accept and will implement all of the Sainsbury panel's proposals, unequivocally where that is possible within current budget constraints. We want to ensure there is a strong and stable network of colleges and other training providers; and want to take this chance to put in place wider changes to the system, including reforms to accountability, funding, and careers education and guidance.

This Skills Plan describes our vision for the system but there will be more detail to set out later in the year as we develop our plans; in particular to employers, colleges and other training providers, so they can rightly shape and lead the agenda.

We need to make sure we see this through. Past reforms, over previous decades, have often failed because they lacked real commitment, with governments changing plans before they could have real impact. We now have an overarching structure, a common set of principles, and a guiding vision which build on the progress we have made since 2010 and can deliver lasting change.

I am grateful for the contributions from the wide range of people who have worked with us to develop this Skills Plan. We will continue working closely with employers, colleges and students of all ages on how we improve the skills system, as we move to implementation of this plan.

Nick Boles MP
Minister of State for Skills

Executive summary

i. This Skills Plan is our ambitious framework to support young people and adults to secure a lifetime of sustained skilled employment *and* meet the needs of our growing and rapidly changing economy.

Our vision for a reformed system

ii. We face a major challenge: the pressing need for more highly skilled people, trained effectively, to grow the economy and raise productivity, and ensure prosperity and security for individuals.

iii. This challenge persists because our current system of technical education has some serious flaws. Real progress was made under the last Parliament but now we must build on this and go much further.

A reformed technical education option

iv. We appointed an expert panel chaired by Lord Sainsbury to advise us on reforms to the system and we are delighted with their recommendations, set out in a report published today.[2] We accept these recommendations, unequivocally where that is possible within existing budgets, and will carefully assess the case for those recommendations with wider financial implications.

v. Our ambition is that every young person, after an excellent grounding in the core academic subjects and a broad and balanced curriculum to age 16, is presented with two choices: the academic or the technical option. The academic option is already well regarded, but the technical option must also be world-class. As with the reforms in higher education, we want to improve both the quality of education and student choice. There should be appropriate bridging courses to make movement between the two options easily accessible.

vi. The technical option will prepare individuals for skilled employment which requires technical knowledge and practical skills valued by industry. It will cover college-based and employment-based (apprenticeship) education, building on our apprenticeship reforms.

vii. Employers will sit at the heart of the system and take the lead in setting the standards. Crucially, standards will be designed by considering what is needed to move to skilled employment and then working backwards.

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[2] *The Report of the Independent Panel on Technical Education* is available online at https://www.gov.uk.

Taking forward new technical routes extending to the highest levels of skilled employment

viii. As the Sainsbury panel recommends, we will streamline the system and create a common framework of 15 routes across all technical education. The routes will group occupations together to reflect where there are shared training requirements.

ix. Rather than the current crowded landscape of overlapping qualifications, we will ensure that only high-quality technical qualifications which match employer-set standards are approved. The new, employer-led Institute for Apprenticeships will regulate quality across apprenticeships and its remit will be expanded to cover all technical education. Routes will begin with high-quality, two-year, college-based programmes, aligned to apprenticeships. Within these programmes, we will put in place only one approved tech level qualification for each occupation or cluster of occupations (which could also be used within the relevant apprenticeship). We intend to grant exclusive licences for the development of these tech levels following a competitive process.

x. Routes will extend to the highest skills levels. We will maintain a register of technical qualifications at levels 4 and 5 which meet national standards and are therefore eligible for public subsidy through government-backed student loans.

Ensuring the new system works for everyone

xi. The Sainsbury panel has recognised that the system needs to work for all groups of students. This will include ensuring that individuals who are not ready to access a route at age 16 (or older if their education has been delayed) can access up to a year of tailored and flexible support based on their prior attainment and aspirations.

Strong and dynamic providers

xii. A reformed skills system needs a strong network of colleges and other training providers, and we are clear that they should take ownership of and ultimately deliver the positive vision set out in this Skills Plan. In order to engage fully, colleges and other training providers will need to be resilient and financially sustainable, led and governed effectively, and focused on local needs.

Enabling factors

xiii. We will put in place a set of systemic changes, including making more data available, reforming careers guidance to inform student choice, and ensuring we have the right funding and accountability arrangements.

Meeting short-term skills pressures

xiv. In the long term, clear routes to skilled employment will act as pipelines for recruiting workers at all levels of skill. In the short term, there are particular areas of priority within the economy that are reliant on certain skills being available, and the government is taking action to address the challenges faced in these priority areas.

Road map for reform

xv. We want to be clear about the key milestones and the sequence of reform, so that everyone knows what to expect and how to participate and prepare. The main steps we will take between now and 2020 are set out in the timetable in Chapter 8. We will engage with employers, colleges and other training providers, and others with an interest, and publish a more detailed timetable later in the year.

Chapter 1: Our vision for a reformed skills system

The challenge

1.1. We face a major challenge: the pressing need for more highly skilled people, trained effectively, to grow the economy and raise productivity. This is a problem governments have been trying to solve for decades and, although we made progress in the last Parliament, this problem is only becoming more urgent. Forecasts suggest greater demand for higher-level technical and specialist skills in the future. Greater international competition and faster technological change will put many roles that exist today at risk.[3] We need young people and adults to have the skills and knowledge that better equip them for employment in the 21st century, in order to meet the demands of the future.

1.2. Weaknesses in the UK's skills base have contributed to its long-standing productivity gap with France, Germany and the United States. It performs poorly on intermediate professional and technical skills, and is forecast to fall from 22nd to 28th out of 33 Organization for Economic Co-operation and Development (OECD) countries for intermediate skills by 2020.[4]

1.3. There is also a social impact. Skilled employment leads to prosperity and security for individuals, while unskilled employment often means the opposite. Not giving young people the right opportunities to gain the skills, knowledge and behaviours needed for the world of work represents a waste not only of human capital, but of enthusiasm, of potential, of the life chances which their parents and teachers have worked so hard to provide.

1.4. The social impact takes several forms. For example, we know there is an issue with occupational segregation in our economy, with nearly 9,000 level 2 apprenticeships in hairdressing started by women in 2013/14; while 80 starts on the level 2 engineering apprenticeship framework were by women in the same year.[5] It is vital we make sure that every young person and adult in this country is confident that all paths are open to them, regardless of gender, race, disability, sexual orientation, sexual identity or any other factor beyond their control. Failure to do so means wasting their potential and missing out on what they have to offer.

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[3] UKCES (2014) *The Labour Market Story: Skills for the Future,* available online at https://www.gov.uk/government/publications/skills-and-employment-in-the-uk-the-labour-market-story

[4] UKCES (2014) *UK Skill Levels and International Competitiveness, 2013*, available online at https://www.gov.uk/government/publications/uk-skills-levels-international-comparisons-and-competitiveness

[5] SFA and BIS (2014) *Apprenticeships by framework, level and gender: starts 2002/03 to 2013/14,* available online at https://www.gov.uk/government/statistical-data-sets/fe-data-library-apprenticeships

1.5. The challenge persists because our current system of technical education has some serious flaws. Despite recent progress, and although there are many examples of excellent teaching, as a whole the system does not deliver enough people with the right skills and technical knowledge of high enough quality, and is not seen as an attractive option by employers, young people or their parents. We are clear about what is wrong with the current system:

- standards and qualifications are not always set by actual employers; they are often set by a confusing mixture of awarding organisations and intermediary bodies, which have not provided an effective voice for business
- there are too many overlapping and often low-value qualifications, which do not ensure a clear line of sight to the world of work
- the system is complex and difficult to navigate for both young people and adults looking to retrain
- despite recent growth, there are still not enough apprenticeship opportunities to meet the needs of young people and the demands of the economy
- we have too little dedicated technical education at higher levels to meet our need for technician-level skills and programmes are not always designed to deliver what is needed to move to skilled employment
- the current network of colleges and other training providers is financially unsustainable

Our response – a reformed skills system

1.6. Past attempts at reform have not been effective in considering the system as a whole, both in terms of developing an overarching strategy and in making sure that the strategy works for all young people and adults. We began to put this right in the last Parliament, as set out below in paragraph 1.11, and now, with an urgent commitment to economic growth and social justice, we will go further and deliver lasting, ambitious, systemic reform.

1.7. As well as getting the design of the system right, it is equally important to maintain a relentless focus on implementing the reforms in the right way. We recognise that this is where governments have often failed in the past. We will do this by building a strong coalition of support, and through careful and rigorous planning and delivery.

A clear vision for the future

1.8. Our vision is of a thriving economy made up of businesses able to compete internationally and respond to rapid technological change. There will be many more people with registered technician status, recognised as having the skills, knowledge and behaviours necessary for skilled employment in their chosen field, as well as the transferable skills that are needed in any job such as good literacy and numeracy, and digital skills. Employers, large and small, will sit at the heart of a dynamic skills system to ensure the day-to-day training and education that individuals receive genuinely meet the needs of industry.

1.9. In asking how to make this vision a reality, we looked at the approach taken by other countries which already have world-class systems. It was clear that what they have in common is an easy-to-understand, high-quality, employer-led, stable technical education option extending to the highest levels, alongside the academic option.

1.10. We concluded that four principles must be in place for our system to succeed:

Principles required for our system to succeed

Firstly, and most importantly, employers must play a leading role. Employers, working with expert education professionals, need to set the standards; they must define the skills, knowledge and behaviours required for skilled employment.

Secondly, technical education needs to be fulfilling, aspirational, clearly explained and attractive – to everyone, regardless of their gender, race, disability, sexual orientation, sexual identity or any other factor beyond their control. Successive governments have seen ‘vocational’ education as the solution to the problem of what to do with young people who don’t do A levels. As a result, programmes were designed which did not demand enough of students. Every world-class technical education system takes a different approach: they start with world-class excellence at the higher technical level and work backwards to define the programmes that should be offered at each stage.

Thirdly, we need to ensure that many more people can go on to meet the national standards set by employers. This can be achieved both by making technical education an attractive option and by ensuring there is a supply of high-quality opportunities available from strong and responsive colleges and other providers with the right leadership and workforce.

Fourthly, we need close integration between college-based and employment-based technical education so that employers and individuals can understand how they fit together and how to move from one to the other as seamlessly as possible.

Building on progress so far

1.11. We now have 1.4 million more pupils taught in good or outstanding schools than in 2010.[6] In further education, the proportion of learners in good or outstanding settings rose to 81% in 2015.[7] Under the coalition, we made big strides forward by:

- investing heavily in apprenticeships, placing employers in the driving seat; there were 2.4 million apprenticeship starts in the previous Parliament[8]
- removing thousands of poor-quality qualifications from league tables and government funding, following the ground-breaking Wolf Report
- laying the foundations for specialist National Colleges, which will focus on key sectors of the economy, and introducing new state-supported loans for students in higher-level technical education
- introducing a funding requirement for students who do not achieve GCSE A*–C equivalent in English and maths by age 16 to continue to study these subjects until 18
- reducing the proportion of 16–18 year-olds not in education, employment or training to a historic low[9]

Now we must build on this and go much further.

1.12. This is a long-term plan to ensure we can meet the skills needs of our economy. We recognise that, in the short term, particular areas of the economy have specific needs which are causing problems at the moment. Within each of those areas, there will be an intensive focus on addressing these short-term skills pressures. Government has a role to play in supporting employers and Chapter 7 sets out the action we are taking.

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[6] Ofsted (2015) *The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2014/15,* available online at https://www.gov.uk/government/publications/ofsted-annual-report-201415-education-and-skills

[7] Figure does not include school sixth-form colleges; DfE (2016) *Single departmental plan: 2015 to 2020,* available online at https://www.gov.uk/government/publications/department-for-education-single-departmental-plan-2015-to-2020/single-departmental-plan-2015-to-2020

[8] SFA and BIS (2016) *Further education and skills: statistical first release,* available online at https://www.gov.uk/government/statistics/learner-participation-outcomes-and-level-of-highest-qualification-held

[9] The 16–18 NEET rate in England was 6.5% at end 2015, down 1.1 percentage points from end 2014, and the lowest since comparable data began in 1994. DfE (2016) *Participation in education, training and employment: 2015*, available online at https://www.gov.uk/government/statistics/participation-in-education-training-and-employment-2015

Chapter 2: A reformed technical education option

2.1. We need a far-reaching package of reforms to technical education, which will enable every student to succeed in modern Britain. That is why we asked the Sainsbury panel to carry out a thorough review of technical education.

2.2. We are delighted with the Sainsbury panel's recommendations. We accept all of them, unequivocally wherever that is possible within existing budgets, and will carefully assess the case for those recommendations with wider financial implications. Rather than repeat their analysis and conclusions here, we urge you to read their report.[10] You can find the executive summary reproduced at Annex A.

2.3. At the heart of the Sainsbury panel's recommendations is putting in place a high-quality technical option which fits coherently with the wider education and training system, as their diagram on the following page explains. The Sainsbury panel devoted a lot of attention to the shape of the overall system, which we explore in this chapter. The diagram does not show every possible way in which an individual might move through the system, but we do believe that it is a useful illustration of the main features.

[10] *The Report of the Independent Panel on Technical Education* is available online at https://www.gov.uk.

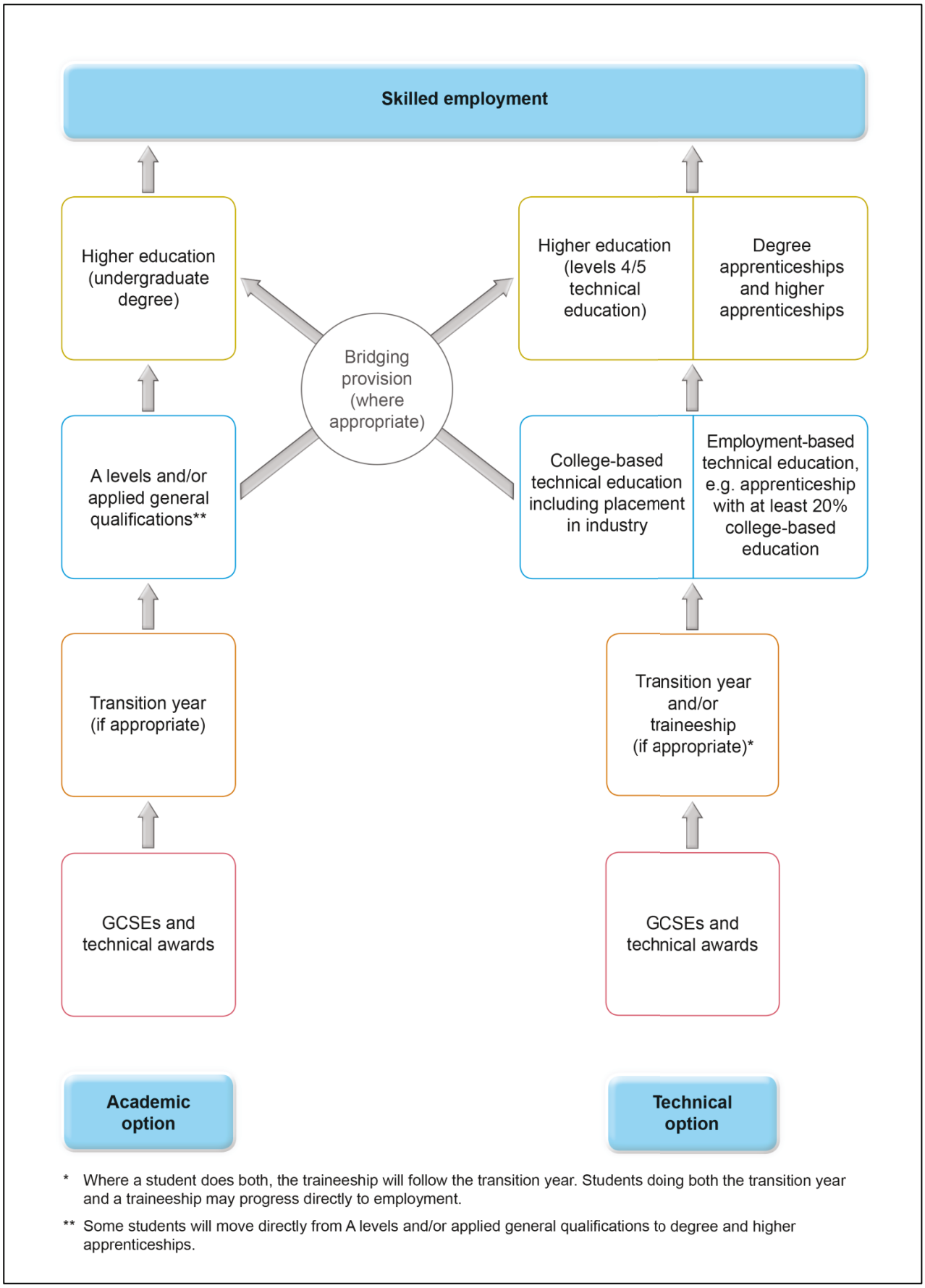

Figure 1: How the academic and technical options would work

An excellent grounding

2.4. Technical education should build upon the core academic subjects and broad and balanced curriculum that all pupils study up to the age of 16. It will never gain the esteem that it requires in this country if it is seen as an 'easy' option which can be accessed without the same grounding as the academic option. Some qualifications which were previously badged as 'vocational' and set up in competition to GCSEs became some of the worst examples of qualifications with little or no value in the labour market,[11] which devalued this whole area of education.

2.5. If they are to succeed in the workplace, young people following technical education must benefit as much from the knowledge and skills that are gained through a core academic curriculum at GCSE as their counterparts who choose A levels. All members of the workforce benefit from being able to write the sort of clear and legible English that GCSEs examine. Though computers and calculators can carry out complex sums, all adults in the workplace benefit from having sufficient mathematical understanding to spot errors, make quick estimations, and employ basic mathematical concepts such as sequences, probability and statistics.[12]

2.6. At pre-16 we will:

- continue to equip schools to embed a knowledge-based curriculum as the cornerstone of an excellent, academically rigorous education
- continue to embed reforms to assessment and qualifications, including more robust and rigorous GCSEs; and the ambition that at least 90% of pupils in mainstream education enter GCSEs in the EBacc subjects of English, maths, science, history or geography, and languages
- ensure a knowledge-based curriculum is complemented by the development of the character traits and fundamental British values that will help prepare children and young people for adult life

[11] DfE (2011) *Review of Vocational Education – The Wolf Report,* available online at https://www.gov.uk/government/publications/review-of-vocational-education-the-wolf-report.

[12] Hodgen, J., and Marks, R. (2013) *The Employment Equation: Why our young people need more maths for today's jobs*. A report for the Sutton Trust.

A strong technical option

2.7. As the diagram shows, young people will then be given a choice as they approach the last two years of compulsory education or training. Around 50% choose A levels at age 16, a figure which has stayed remarkably constant in recent years despite substantial reform in the wider educational landscape. Around a third of young people, currently over 200,000 young people a year, enter full-time 'vocational' study at age 16.[13] Alongside the academic option, therefore, there must be a world-class technical option which continues into tertiary education.

2.8. The technical option will prepare individuals for skilled employment in occupations which require both a substantial body of technical knowledge and a set of practical skills valued by industry. It must be a distinctive, prestigious, high-quality offer in its own right; a positive, informed choice. If we don't provide an excellent technical education option, we will be failing a very significant number of young people. We cannot continue to let so many work their way through a succession of often low-level, low-value qualifications that lead at best to low-skilled, low-paid employment. Securing a step-change in technical education is vital for the productivity of this country; employers have specific training needs which the education system needs to serve.

Building on our apprenticeship reform plans

2.9. The technical option as illustrated in the diagram will offer both college-based and employment-based (apprenticeship) education and training. Both are equally valid preparation for skilled employment, and both must be part of any reformed system. In implementing the Sainsbury panel's recommendations we will build on the recent apprenticeship reforms, which are already well advanced and are at the heart of our drive to improve the skills of the workforce.

2.10. *The Richard Review of Apprenticeships*, published in 2012, set out a clear vision for a system that is more rigorous and more responsive to employers' needs.[14] In response, in 2013 the government published plans to develop new apprenticeship standards by launching employer-led trailblazers in a range of sectors and defined core principles of quality for any government-funded apprenticeship, in particular that an apprenticeship must *always* be a job with training in a skilled occupation lasting at least 12 months, leading to full competency in that occupation.[15]

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[13] DfE (2016) *Participation in education, training and employment: 2015,* available online at https://www.gov.uk/government/statistics/participation-in-education-training-and-employment-2015

[14] *The Richard Review of Apprenticeships* is available online at https://www.gov.uk/government/publications/the-richard-review-of-apprenticeships.

[15] The government's response to *The Richard Review of Apprenticeships* is available online at https://www.gov.uk/government/consultations/future-of-apprenticeships-in-england-richard-review-next-steps.

2.11. In December 2015, we published *English Apprenticeships: Our 2020 Vision*,[16] which outlines the government's plan to increase the quality and quantity of apprenticeships to reach three million apprenticeship starts by 2020. These plans include:

- putting employers in the driving seat to create apprenticeships that fully meet their business needs, including degree apprenticeships, through employer-designed standards
- establishing the Institute for Apprenticeships, a new, independent, employer-led body to regulate the quality of apprenticeships in England, by April 2017
- further work to attract and support more women to start apprenticeships of all types, including those traditionally dominated by men, with an ambition for 20% of new entrants to engineering and technical apprenticeships in the transport sector to be women by 2020, and gender parity in the working population by 2030 at the latest[17]
- making sure that apprenticeships are open to all, with a 20% increase in black, Asian and minority ethnic (BAME) apprentice starts by 2020
- putting employers in control of apprenticeship funding by introducing a UK-wide levy in April 2017 to help fund the increase in quantity and quality of apprenticeship training in England; all employers with a pay bill of £3 million or more will contribute through the levy

Putting employers in the lead

2.12. What will give the technical option real status and credibility – so that it can lead all the way up to skilled employment – will be strong employer support. One of the fundamental principles of our new technical education option will be that employers, supported by education experts, will set the standards required in technical education.

[16] *English Apprenticeships: Our 2020 Vision* is available online at https://www.gov.uk/government/publications/apprenticeships-in-england-vision-for-2020.

[17] This ambition was set out in our *Transport Infrastructure Skills Strategy*, available online at https://www.gov.uk/government/publications/transport-infrastructure-skills-strategy-building-sustainable-skills.

2.13. The Sainsbury panel realises that this is not the first time a government has tried to reform the skills system and put employers in the lead. In the past, however, good intentions have led to disappointing results. Responsibilities were given to intermediary bodies, such as sector skills councils (SSCs), which have been too remote from employers. Employer bodies, awarding organisations and regulators have all had a role in the production of qualifications, and when there is a problem it has been unclear who is responsible for solving it. The national occupational standards (NOS), used for decades to underpin qualifications and apprenticeships, do not give a clear indication of what the student needs to know and be able to do at the end of their programme, and have not been well recognised by employers. The panel's recommendations address all of these concerns.

2.14. In the last Parliament we began to make a breakthrough, launching our programme of trailblazers which put employers in the driving seat for developing new apprenticeship standards. We have over 170 trailblazers involving more than 1,300 employers. There are over 240 published apprenticeship standards which have been designed by employers (of which over 60 are higher and degree apprenticeships) and more than 150 new standards are in development.[18] We will build on the experience of the best trailblazers in our wider reform of technical education.

2.15. We hope that enough professionals will recognise the huge benefits – to their businesses and organisations, to individuals, and to the economy – that could result if they seize the opportunity we are offering them to lead and shape the system. But of course, government will continue to play a vital role: defining a national framework for technical education and ensuring there is an effective system of quality assurance.

Aligning with the academic option

2.16. The diagram on page 15 illustrates how we will create parallel academic and technical options from age 16, leading to the highest levels of study. We have already improved the academic option by reforming A levels to ensure they are robust and rigorous, match the best education systems in the world and keep pace with the demands of universities.

[18] Figures accurate as of 23 June 2016; data available online at https://www.gov.uk/government/collections/apprenticeship-standards

2.17. It is important that individuals are able to switch between these two options; it would be wrong to expect a 16 year-old to make choices that drastically close down future options. Those who have started on the technical education option may conclude at age 18 that they would be better suited to academic study at a university or other provider; someone who has done A levels may prefer to go on to do a higher apprenticeship. Flexible learning will be important to learners of all ages, given the changing labour market. We accept the Sainsbury panel's recommendation that there should be appropriate bridging courses to make movement between the two options easily accessible.

2.18. Defining the technical option as clearly as the academic option means that we need to look at all existing classes of qualifications. Applied general qualifications in the 16–19 performance tables are not designed to be part of the technical education option. We plan to review the contribution of these qualifications to preparing students for success in higher education; what part they can play in a reformed system; and the impact any reform would have on the government's ambitions on widening participation. We will announce our decisions later in the year.

Chapter 3: Taking forward new technical routes extending to the highest levels of skilled employment

3.1. As the Sainsbury panel recommends, it is vital that young people and adults can see clearly which programmes they should follow in order to target particular careers. We will introduce a common framework of 15 routes across all technical education, encompassing both college-based and employment-based learning. These routes will focus on skilled occupations where there is a substantial requirement for technical knowledge and practical skills; the routes will group occupations together to reflect where there are shared requirements.

3.2. We will expand the Institute for Apprenticeships to be responsible for this framework. It will be the only body responsible for technical education, and will have the remit to develop a coherent strategy and put employers in the lead of designing the standards across all technical education – college-based as well as apprenticeships. We will ensure that the Institute has the resources it needs to do its job at the heart of the system effectively.

3.3. This will enable us to give employers a much stronger role in setting standards and specifying the knowledge, skills and behaviours an individual needs in order to perform well in an occupation. The Institute, once established, will convene panels of professionals for each route to advise on the knowledge, skills and behaviours that individuals will need to meet the standards in each route, and on suitable assessment strategies for college-based learning. It will be for the Institute to decide on the specifics of the process for developing apprenticeship standards and assessment plans, and how best to ensure alignment with college-based learning, but we anticipate that employer groups will continue to lead on the design of standards and assessment plans.

3.4. The 15 technical education routes are set out on the following pages.

The proposed routes (1)[19]

Route name: Agriculture, Environmental and Animal Care
Numbers employed: 454,726
Typical job roles: Conservationist, park ranger, farmer, horticulturalist, agricultural manager, agricultural technician

Route name: Business and Administrative
Numbers employed: 2,204,478
Typical job roles: Human resources officer, office manager, administrative officer, housing officer

Route name: Catering and Hospitality
Numbers employed: 568,998
Typical job roles: Chef, butcher, baker, catering manager, events manager

Route name: Childcare and Education
Numbers employed: 1,060,804
Typical job roles: Nursery assistant, early years officer, teaching assistant, youth worker

Route name: Construction
Numbers employed: 1,625,448
Typical job roles: Bricklayer/mason, electrician, building/civil engineering technician, carpenter/joiner, construction supervisor

Route name: Creative and Design
Numbers employed: 529,573
Typical job roles: Arts producer, graphic designer, audio-visual technician, journalist, product/clothing designer, upholsterer, tailor, furniture maker

Route name: Digital
Numbers employed: 351,649
Typical job roles: IT business analyst/systems designer, programmer, software developer, IT technician, web designer, network administrator

Route name: Engineering and Manufacturing
Numbers employed: 1,319,645
Typical job roles: Engineering technician, vehicle mechanic, aircraft fitter, printer, process technician, energy plant operative

Route name: Hair and Beauty
Numbers employed: 293,004
Typical job roles: Hairdresser, barber, beauty therapist

[19] Employment figures taken from *ONS EMP04: Employment by occupation,* available online at http://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/datasets/employmentbyoccupationemp04.

The proposed routes (2)

Route name: Health and Science
Numbers employed: 915,979
Typical job roles: Nursing assistant, pharmaceutical technician, sports therapist, laboratory technician, dental nurse, food technician

Route name: Legal, Finance and Accounting
Numbers employed: 1,325,482
Typical job roles: Accounting technician, paralegal, financial account manager, payroll manager, finance officer, legal secretary

Route name: Protective Services
Numbers employed: 398,400
We expect this route will primarily be delivered through apprenticeships.
Typical job roles: Police officer, fire service officer, non-commissioned officer (NCO), maritime operations officer (coastguard)

Route name: Sales, Marketing and Procurement
Numbers employed: 957,185
We expect this route will primarily be delivered through apprenticeships.
Typical job roles: Buyer, procurement officer, sales account manager, market research analyst, estate agent

Route name: Social Care
Numbers employed: 865,941
We expect this route will primarily be delivered through apprenticeships.
Typical job roles: Care worker, residential warden, home carer, probation officer, welfare counsellor

Route name: Transport and Logistics
Numbers employed: 589,509
We expect this route will primarily be delivered through apprenticeships.
Typical job roles: Ship's officer, railway signalling technician, HGV driver

Creating high-quality programmes at the start of each route

3.5. As proposed by the Sainsbury panel, we will create high-quality, two-year, college-based programmes at the start of each route, which are suitable for 16–18 year-olds, but can also be accessed by adults (students aged 19 and over). Each programme will be closely aligned to the apprenticeships at the start of each route and it will be possible to move from one to the other.

3.6. The programmes must have genuine labour market value. On that basis, we will put in place nationally recognised certificates for each technical education route at levels 2 and 3. Each certificate achieved through college-based study is likely to include achievement of a qualification, and we share the Sainsbury panel's strong concerns about existing qualifications. Instead of competition between different awarding organisations leading to better quality and innovation in the design of qualifications, it can lead to a 'race to the bottom' in which awarding organisations compete to offer qualifications which are easier to pass and therefore of lower value.[20] Having to choose between a large number of qualifications is also confusing for students and parents. We will put in place only one approved tech level qualification for each occupation or cluster of occupations within a route. These tech levels *could* play a role within the relevant apprenticeships, but only if employers decide that should be the case, and the Institute will need to consider the implications of this single tech level approach. We intend to grant exclusive licences for the development of these tech levels following a competitive bidding process.

3.7. Each programme will include a 'common core', which applies to all individuals studying that route and is aligned to apprenticeships (including English and maths requirements, and digital skills), followed by specialisation towards a skilled occupation or set of occupations. As well as good literacy and numeracy, everyone needs an essential set of digital skills to succeed in the modern workplace,[21] and these digital skills will be built into the common core. Beyond this, digital skills requirements should be tailored, and employer panels will be in the lead to specify digital skills which are required for entry into particular groups of skilled occupations. We are in parallel developing a digital strategy which sets out our approach to improving digital skills, and we will say more about these skills later in the year.

3.8. We also recognise that, as well as occupation-specific requirements, many employers demand similar workplace skills which enable individuals to thrive in a modern economy, regardless of specific occupation. For example, skills such as communicating, working in a team and solving problems are essential in a 21st-century workplace. We will ask the Institute for Apprenticeships to work with employers to articulate a common set of transferrable workplace skills which could apply across all of the routes.

3.9. Quality work placements within each programme will be critical, and every 16–18 year-old student following a two-year, college-based technical education programme will be entitled to one.

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[20] OECD (2013) *A Skills beyond School Review of England*

[21] DCMS and BIS (2016) *Digital Skills for the UK Economy,* available online at https://www.gov.uk/government/publications/digital-skills-for-the-uk-economy

Example: Construction

A student opts to study the Construction route at a local college. At the start of the route, the student studies a broad construction curriculum, including core construction standards, engineering principles and sustainability methods, alongside more specific skills including health and safety compliance, project management, and how to design, plan and organise works. The health and safety training allows the student to apply for a CSCS (Construction Skills Certification Scheme) card, essential for gaining access to construction sites. With this, they are able to visit local construction sites and gain insight into the range of construction occupations on offer.

The student decides to specialise by taking a tech level in stonemasonry in their second year, developing specific knowledge and skills including understanding the theories behind brick masonry, trade terminology, applying maths, calculating proportions and understanding blueprints. They also learn how to use tools and masonry equipment to industry standards, the safety aspects of the trade, bonding methods, laying bricks and blocks, establishing foundations and safe bricking.

The student is able to complete a number of practical activities as part of a work placement and is assessed by a professional assessor, receiving feedback from the assessor and the college.

On passing their final assessment, the student receives a certificate summarising their achievements. It includes the grade achieved for the qualification as well as naming the standards they have been assessed against during their practical assessment and interview. The student will also have a log book, completed throughout the activities, which can be shown to future employers.

Ensuring routes extend to the highest skill levels

3.10. Routes must then extend up to the higher skill levels. The Sainsbury panel set out principles which apply at all levels, but noted that *how* they apply at different levels will vary. Tertiary education differs from secondary education because there is greater specialisation. For example, up to age 18 an individual following the Creative and Design route might follow fairly broad content, with some specialisation which might lead directly to skilled employment. Beyond the age of 18, however, their education and training would be even more specialised – focusing, for instance, on becoming a qualified graphic designer.

3.11. In line with the Sainsbury panel's findings, we propose that technical education at higher skill levels must still follow national standards, overseen by the Institute for Apprenticeships. Employers and individuals need to have confidence in the system and understand how qualifications translate into jobs. But there is a clear case for a wider range of qualifications: individuals (who are often funding their own studies supported by loans) may be targeting employment with particular employers who have specific requirements.

3.12. For each of the 15 routes, the Institute for Apprenticeships will maintain a register of technical qualifications at levels 4 and 5 which are eligible for public subsidy through government-backed student loans. To begin with, this register will be drawn from those existing technical qualifications which are considered to do the best job of meeting national standards. The standards used will be set by the panels of professionals based on the relevant technical knowledge, skills and behaviours at the higher levels, and will align with the standards for apprenticeship programmes in the same route. In populating the register, the Institute will normally wish to recognise only a single qualification in a particular area.

3.13. We would not expect technical qualifications to exist for all routes or all parts of each route; sometimes apprenticeships alone might suffice, and in other cases there may not be enough roles to justify the college-based technical route. But where there is a good case for college-based technical learning and no technical qualifications are currently offered, the Institute will be able to stimulate the creation of new qualifications in each route.

3.14. We are creating National Colleges to lead on skills for important areas of the economy, such as high-speed rail and digital. National Colleges have two main roles: teaching students at the highest levels, using teachers with up-to-date understanding of the industry and in environments which accurately simulate the workplace; and awarding qualifications in their specialist area and setting standards which other colleges across the country could use. National Colleges will focus on addressing higher-level skills gaps (predominately levels 4 and 5) but may also look to deliver education and training up to level 6, including degree apprenticeships, and therefore seek to hold specialist-degree-awarding powers where employers have identified a particular skills gap at this level.

3.15. The Institute for Apprenticeships will expect to include on its register qualifications awarded by a National College, and where a National College exists it would look to that college to fill any gaps. Where a National College doesn't exist and there is another college with a strong specialisation, by exception the Institute could consider allowing it to issue awards. Over time we would expect to see a reduction in the number of regulated qualifications that exist at levels 4 and 5. At present there are around 1,800 qualifications at levels 4 and 5 on Ofqual's register of regulated qualifications,[22] which makes it hard for students and employers to know their worth, and for regulation to ensure that content and delivery are fit for purpose. Only level 4 and 5 qualifications which meet national standards and are entered onto the Institute's register of approved technical education qualifications will be eligible for public subsidy (via government-backed loans) as technical qualifications.

3.16. The white paper *Success as a Knowledge Economy*[23] sets out a range of reforms to the higher education and research system. In both the academic and the technical options, our reforms share a common set of principles: improving the quality of education and student choice; and greater diversity among universities, colleges and other training providers. Alongside the Institute's role in technical qualifications at levels 4 and 5, the new Office for Students (OfS), which is being introduced through the Higher Education and Research Bill, will determine which academic qualifications at levels 4 and 5 are part of a wider programme of study leading to a full bachelor's degree, and which are hence eligible for student support on that basis. We propose that any qualifications which do not fall within the technical or academic options should not be eligible for funding support. We will engage closely with stakeholders about this proposal and set out more detail later in the year.

3.17. The OfS and the Institute will both have a role in level 6 degree apprenticeships. It will remain the responsibility of higher education institutions, under the regulation of the OfS, to determine the degree content of the apprenticeship (equivalent to an undergraduate degree) under their degree-awarding powers, thus ensuring academic rigour. The Institute will not regulate the degree qualification, but it will need to approve the apprenticeship standard (which sets out the knowledge, skills and behaviour that the apprentice will need to demonstrate) and the associated assessment plan before any apprentice can start on the programme.

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[22] Figure accurate as of 28 June 2016; data available online at http://register.ofqual.gov.uk/Download

[23] *Success as a Knowledge Economy: Teaching Excellence, Social Mobility and Student Choice* is available online at https://www.gov.uk/government/publications/higher-education-success-as-a-knowledge-economy-white-paper.

Chapter 4: Ensuring the new system works for everyone

4.1. In designing the new system, the Sainsbury panel has focussed primarily on young people at age 16 and adults who can start at the beginning of a route and move upwards, while recognising that the system needs to work for all groups of students. This includes individuals who are not ready to access a route at age 16 (or older if their education has been delayed).

4.2. As the Sainsbury panel recommends, we will ensure that up to a year of tailored and flexible support is available for these young people based on their prior attainment and aspirations. The Sainsbury panel calls this a 'transition year'. We will carry out further work and consultation on the 'transition year' over the next six months, drawing on approaches that have proven successful to get the design right. For some, it might be right to undertake a 'traineeship' during or after the 'transition year'; we will continue to expand the traineeships programme for 16–24 year-olds to support more young people into apprenticeships and other jobs. For the younger age group (16, 17 and 18 year-olds), we would like to give colleges and other training providers the flexibility to extend traineeships to up to a year.

4.3. There are other groups who may need extra help before they can access the routes, including adults, who might start at different points, and young people with special educational needs and disabilities. Getting the technical education system right is equally important for these groups and doing so will require input from those with relevant, in-depth, specialist knowledge and expertise. We set out below how we will develop plans to ensure the system meets the needs and improves the life chances of all students.

Women and girls

4.4. Although girls generally outperform boys at school,[24] we know the highest-paying professions are still dominated by men[25] and we have more to do to translate girls' educational achievement into better life chances. We want to make sure that girls are able to choose from a broad range of careers and are not hindered by stereotypes. In particular, we want to encourage more women to go into science, technology, engineering and maths (STEM) occupations, which carry a significant wage premium. The lack of women within STEM occupations is a significant factor contributing to the gender pay gap, which we want to eliminate within a generation. While around half of all apprenticeships are taken up by women, not enough women are accessing apprenticeships in STEM occupations. As set out in paragraph 2.11, we are taking action to address this.

Students who need help with the foundations: maths and English

4.5. Raising literacy and numeracy levels at all stages of education, including post-16, remains an absolute priority. Since we made it a condition of funding, all 16–19 year-olds beginning a study programme who have not achieved A*–C GCSEs in maths and English must continue to study these subjects until they do so (unless specific special educational needs or disabilities prevent them from doing so). This has resulted in thousands more students securing these GCSEs by age 19.[26] The OECD has commended our reforms and, working with schools, colleges and employers, we will build on them.

4.6. As well as taking forward the Sainsbury panel's recommendations on maths and English, we have already asked Professor Sir Adrian Smith to review the case for how to improve the study of maths from 16 to 18, including looking at the case and feasibility for more or all students to continue to study maths to 18 in the longer term.

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[24] DfE (2016) *Revised GCSE and equivalent results in England, 2014 to 2015,* available online at https://www.gov.uk/government/statistics/revised-gcse-and-equivalent-results-in-england-2014-to-2015

[25] ONS (2013) *Women in the labour market: 2013, available* online at http://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/articles/womeninthelabourmarket/2013-09-25

[26] As a result of introducing the 16–19 maths and English funding condition, the number of students aged 17 and over securing A*–C grades in maths and English GCSEs rose in 2015. Compared to 2014, there were over 4,000 more passes in English and over 7,500 more in maths. Joint Council for Qualifications (2015) *GCSE Press Notice – UK.*

4.7. At our invitation, the Education and Training Foundation (ETF) is reforming maths and English Functional Skills qualifications to ensure they are stretching and relevant to employers' needs, with teaching of the reformed qualifications beginning in September 2018. Apart from GCSEs, Functional Skills are the highest-volume qualifications that Ofqual regulate; in 2014 over a million Functional Skills qualifications were taken. We are also focussing on raising the quality of teaching and improving student outcomes and will:

- introduce a new 16–19 maths and English progress measure from 2016
- continue to invest in workforce schemes, and work with the sector, Ofsted, the ETF and the Education Endowment Foundation (EEF) to improve teaching
- for adults yet to achieve level 2 in maths and English, continue to make free education in these subjects available and encourage take-up of GCSEs and level 2 Functional Skills qualifications

Students with special educational needs and disabilities (SEND)

4.8. We are implementing reforms which are putting in place a coherent system for identifying and supporting young people with SEND until, if needed, age 25. This includes a duty on the further education sector to use their best endeavours to meet the needs of young people with SEND. These young people have a valuable contribution to make to the economy and have talents which too often aren't harnessed. They have a wide range of needs and abilities. Many could achieve a high level of technical skill with appropriate support. We will ensure that the routes are accessible, inclusive and sufficiently flexible to be adapted for individual needs. The vast majority of young people with SEND are capable of sustained, paid employment with the right preparation and support.[27] They should receive the support and reasonable adjustment they need to access a route, or other pathway to employment.

[27] NfER (2011) *Young people with special educational needs/learning difficulties and disabilities: research into planning for adult life and services*

4.9. While many young people with SEND have the potential to achieve good results, a significant proportion are unlikely to be able to access the routes because of low prior attainment.[28] The 'transition year' will be crucial for these students. The minority of students with education, health and care (EHC) plans[29] will need particularly flexible and personalised provision to help them meet the outcomes in their plan and prepare for adult life. All young people with EHC plans should undertake a supported internship, which includes an extended work placement, unless there is a good reason not to do so.

Individuals not in education, employment or training (NEET) and young adults needing extra help

4.10. In the first quarter of 2016, there were 218,000 fewer young people aged 16–24 not in education, employment or training in England compared to the same period in 2011 – a fall from 15.3% to 11.7%.[30]

4.11. We will continue to provide support to those young people still not in education, employment or training, including prioritising free or subsidised training for 19–24 year-olds with low-level skills through our adult funding arrangements. We are introducing a new Youth Obligation from April 2017 to ensure that young people aged 18–21 who make a claim to Universal Credit are given the support, skills and experience they need to move into work and fulfil their potential.

Adults

4.12. For adult education, there will continue to be a focus on supporting those outside the labour market to get a job and do well. We want to support returners to work, particularly women returning after having children. While we have achieved high levels of employment, the challenge now is to support people to stay employed and progress. Under Universal Credit, Jobcentre Plus work coaches help people to get a job and increase their earnings, reducing reliance on benefits. This includes support to improve people's skills while recognising that it is not a maintenance grant to extend their education.

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[28] In 2014/15, over 70% of learners with SEN failed to achieve 5+ A*–C grades, and 24% failed to achieve 5 GCSE passes. DfE (2016) *Revised GCSE and equivalent results in England: 2014 to 2015,* available online at https://www.gov.uk/government/statistics/revised-gcse-and-equivalent-results-in-england-2014-to-2015

[29] EHC plans may continue beyond age 18, up to, in some cases, age 25. The local authority is responsible for maintaining the EHC plan.

[30] DfE (2016) *NEET Statistics Quarterly Brief January to March 2016, England,* available online at https://www.gov.uk/government/statistics/neet-statistics-quarterly-brief-january-to-march-2016

4.13. Beyond this, we are clear that education and training need to become a more important part of adults' lives. Increases in life expectancy mean longer working lives. At the same time, however, job markets are becoming far more volatile and unpredictable as a result of technological change. There is an important question here of how the government should support adults in this environment and help provide security in a changing world. We will say more about how routes will work for adults and our approach to lifetime learning for adults later in the year.

Other groups

4.14. Many young people leaving care will have experienced trauma before entering care that disrupted their education, preventing them from reaching their potential.[31] We are in parallel updating our care leaver strategy to set out how we intend to improve the lives and promote the life chances of these young people. Reforms to technical education, particularly the 'transition year', will provide them with much-needed help to progress into training and employment.

4.15. We are committed to reforming alternative provision (AP) as very few young people who have spent time in AP achieve the qualifications they need to succeed. These young people are considerably more likely not to be in education, employment or training from the age of 16. We recently announced that we will launch a £5 million innovation fund to test new approaches for supporting some of these young people to move directly from AP to post-16 education.

[31] The All-Party Parliamentary Group for Looked After Children and Care Leavers (2012) *Education Matters in Care*

Chapter 5: Strong and dynamic colleges and other training providers

5.1. Our reforms to technical education put colleges and other training providers at the forefront of ensuring young people are prepared for skilled employment. Providers need to be strong and financially sustainable, led and governed effectively, and focused on local economic needs. They should take the lead in driving forward the delivery of these reforms, working in partnership with employers, and not rely on government direction or expect government prescription.

5.2. Through area reviews we are enabling colleges to tackle current financial difficulties and draw up plans for the future. At the heart of this process is the principle of locally led change, based on decisions about what is right for each local area, and developed in collaboration and partnership. Colleges and other training providers will remain autonomous, with scope to shape their own destiny within the framework set by government and to become genuinely self-improving.

5.3. As the 15 routes are introduced, it will be for local areas to decide which routes they should focus on in order to meet the demands of the local economy. Their decisions will be informed by the need to ensure individuals can access lower levels of education and training within reasonable travel-to-learn distances, while ensuring that at higher levels, where more specialist staff and equipment are needed, there is enough specialisation to ensure that they are able to deliver high-quality teaching and good results.

Moving towards a stronger, more viable network of colleges and other training providers

5.4. We already have many excellent colleges and other training providers, and we want to ensure that they are supported to reach their full potential. At a time when overall government spending is being scaled back, the 2015 Spending Review[32] protected the 16–19 base rate of £4,000 per student and the Adult Education Budget while creating the conditions for a significant increase in investment through the apprenticeship levy. However, some colleges remain under considerable financial pressure.

[32] *The Spending Review and Autumn Statement 2015* is available online at https://www.gov.uk/government/publications/spending-review-and-autumn-statement-2015-documents.

5.5. We have already taken a number of steps to support and enable colleges to put themselves on a more sustainable footing for the long term. Locally led area reviews, [33] which began in September 2015 and will take place in every area of England by 2017, will identify scope for greater collaboration and efficiency in each local area, freeing up resources to deliver high-quality education and training which supports economic growth.

5.6. The area reviews represent an opportunity to take a long-term view, build on existing strengths through greater specialisation, and ensure the training provided aligns with local economic priorities. They may lead to mergers or other restructuring, and sixth-form colleges can apply to become 16–19 academies. We are making substantial funding and other assistance available to support this restructuring, but only for a limited period of time.

New colleges and training providers for a new era

5.7. We are also taking action to introduce new specialist training providers where they are needed. The best university technical colleges (UTCs) and technical free schools are already providing young people with the technical knowledge and skills that employers need. We are committed to ensuring all UTCs provide high-quality education and to further expansion of the programme of UTCs and technical free schools, with a clear expectation that in future they should be part of a multi-academy trust (MAT) or other similar partnership so they can rely on the support this provides.

5.8. Improving higher-level technical skills (levels 4 and above) is critical, and we recognise that some industries of national economic or strategic importance are facing particular challenges in recruitment. For example, by 2025 70% of the highly skilled workers in the nuclear industry are due to have retired,[34] at a time when the UK is investing in a new generation of nuclear power stations. We are creating new National Colleges to lead the design and delivery of technical skills training at levels 4–6 in five key sectors: nuclear, digital skills, high-speed rail, onshore oil and gas, and the creative and cultural industries. Each National College will be a pioneering centre of expertise, with access to leading-edge facilities and high-quality industry practitioners.

[33] More information on area reviews can be found online at https://www.gov.uk/government/collections/post-16-education-and-training-area-reviews.

[34] Cogent Skills (2009) *Power People: The Civil Nuclear Workforce 2009–2025*. 70% figure denotes the proportion of highly skilled workers in the nuclear industry in 2009 who are due to retire by 2025.

5.9. We also recognise that there is a particular need to improve higher-level STEM skills, and plan to introduce Institutes of Technology (IoTs) to provide technical education in STEM subjects at levels 3, 4 and 5. Each IoT is likely to build on infrastructure that already exists but will have its own independent identity, governance arrangements which directly involve employers, and national branding. We would expect to see innovative ways of working across higher education, further education, private providers and industry. We expect to set out our next steps for establishing IoTs in autumn 2016.

A workforce fit for the future

5.10. A high-quality teaching workforce is vital to delivering excellent technical education. We will work with the sector to decide where future investment should be targeted ahead of first teaching of the routes from 2019. We are also supporting the further education apprenticeship trailblazer which is in the process of developing several standards, including one for FE learning and skills teacher, which will support the delivery of the routes. We will share more detail in due course as part of our implementation plan. It is also vital that colleges and other training providers continue to build their reputations with employers.

5.11. It remains very important that the sector has a workforce able to teach maths and English effectively. Existing workforce programmes have made a significant impact but there is a lot more to do to ensure consistently high-quality teaching. We are therefore investing over £15 million in the provision of bursaries and in grant funding to the Education and Training Foundation (ETF) in 2016–17, and will continue to run these or similar schemes until spring 2019. Between now and 2019, we expect colleges and other training providers to take on more direct responsibility for workforce development, taking advantage of the standards set and the services provided by the ETF.

Good leadership and governance

5.12. Reform on this scale will inevitably pose leadership and governance challenges for colleges and other training providers. The structures arising from area reviews are likely to be significantly larger and more complex, with a different skill set needed to lead and govern them. The restructuring process opens up the potential to recruit new leaders and governors. The move to an employer-led system means that college governing boards need to attract more business people who can bring the experience and understanding necessary to enable greater responsiveness to employer needs. A range of organisations, including the Education and Training Foundation (ETF), the Association of Colleges (AoC) and the Sixth Form Colleges' Association (SFCA) can support governors, leaders and managers to meet these challenges through the national governance development programme. We are also working on a guidance and support package for area review implementation, recognising the vital role skilled governors and leaders will play in managing change effectively while ensuring their colleges continue to deliver high-quality teaching and learning.

Chapter 6: Enabling factors

6.1. As we take forward the recommendations of the Sainsbury panel, our wider reform of apprenticeships and area reviews of colleges, this is a rare opportunity to also address a wider range of factors which impact on the success of our skills system. We will implement a broader set of changes which, taken together, give power away within a framework of national standards and put in place the means to guide people through the system and make informed choices about what to study.

Information and data

6.2. Part of our role as government will be to empower students, parents and employers by making more information available about what students go on to do and how much they earn after taking particular routes or apprenticeships, and how the performance of colleges and other training providers influences students' performance in working life. This information needs to be easy to access and understand so that people can use it to compare different education and career options and make confident and informed choices.

6.3. For the first time, we are using information held by the Department for Education; the Department for Business, Innovation and Skills; the Department for Work and Pensions; and HM Revenue and Customs to get a better understanding of how young people move through education and into work, and from autumn 2016 we will be making more of this information publicly available. Working with The Careers and Enterprise Company, we are learning more about how and when young people make informed decisions about their future. For example, we know that girls and women often approach career decisions differently to boys and men.[35] We will develop a new information tool that can be used by young people and those advising them to make choices about education and career options.

Careers education and guidance

6.4. As well as providing improved and accessible data, we need to reform careers education and guidance. In the 21st century, schools and colleges must look beyond the point at which a young person or adult leaves them. They should offer a variety of activities embedded in the curriculum and delivered in collaboration with employers and other partners to inform and inspire young people about all the options available to them.

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[35] DfE (2014) *Longitudinal study of young people in England: cohort 2, wave 1,* available online at https://www.gov.uk/government/publications/longitudinal-study-of-young-people-in-england-cohort-2-wave-1

6.5. We are in parallel developing an overarching careers strategy, and we have already taken action by:

- placing a duty on schools and colleges to provide independent and impartial careers guidance
- funding the work of The Careers and Enterprise Company, which is strengthening links between employers, schools and colleges, and careers and enterprise organisations
- announcing a major campaign to recruit a new generation of high-flying mentors to support and inspire young people who are most at risk of not fulfilling their potential in the years running up to GCSE
- announcing our intention to bring forward new legislation which will require schools to allow other education and training providers to talk directly to pupils about opportunities such as apprenticeships or other technical education routes

Funding

6.6. The Spending Review[36] recognised the importance of skills to future productivity and economic growth and provided a firm basis for funding our ambitions to reform technical education. Across all age groups, this was a good settlement which protected both the 16–19 base rate of £4,000 per student and the Adult Education Budget. Taken in conjunction with the area review process, it provides a platform from which the sector can operate to deliver the skills young people and adults need.

6.7. But the Spending Review settlement goes further than the commitment to make public funding available. It creates the conditions under which we will see a significant increase in investment in technical education, through the apprenticeship levy for employers and through the opportunity to stimulate investment by individuals through Advanced Learner Loans. Between 2010–11 and 2019–20, the annual level of spending on apprenticeships will have doubled in cash terms to £2.5 billion, funded by the new apprenticeship levy. In addition, we forecast that £480 million will be taken out through Advanced Learner Loans for adults by 2019–20.[37]

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[36] *The Spending Review and Autumn Statement 2015* is available online at https://www.gov.uk/government/publications/spending-review-and-autumn-statement-2015-documents.

[37] BIS (2105) *Skills Funding Agency Priorities for the 2016 to 2017 Financial Year,* available online at https://www.gov.uk/government/publications/skills-funding-letter-april-2016-to-march-2017

6.8. It is important that the funding system supports individual choice and can be quickly adapted to fit the new routes system. At 16–19, we have already introduced a funding system where funding follows the student, rather than funding per qualification. Funding for this age group will continue to be determined by a national formula given the universal entitlement of young people to access education or training up to age 18. For students aged 19 plus, investment in the apprenticeship levy and the expansion of Advanced Learner Loans for adults will support student and employer choice.

6.9. Finally, government will also continue to invest in learning opportunities for those who need additional support, including through the Adult Education Budget. As part of our continuing engagement with combined authority areas preparing for devolution of the Adult Education Budget from 2018/19, we will discuss with them the implications of technical education reform. This will relate to technical education they might themselves commission using devolved funding, and an understanding of the wider technical education landscape in which they will become players. We will say more about devolution of the Adult Education Budget to those areas with devolution deals later in the year.

Accountability

6.10. We have already announced significant reforms to the 16–19 accountability system, which will begin to be introduced from 2016.[38] These reforms aim to secure four key benefits:

- a strong emphasis on progress and progression
- expansion of the performance tables to include apprenticeships and outcomes below level 3
- greater consistency and comparability between schools and colleges
- clear and reliable information for students and parents so that their choices are based on the quality of course and institution, stimulating competition and improvement

6.11. We will review these accountability arrangements in light of the Sainsbury panel's recommendations. At 19 plus, we are reforming accountability arrangements to increase direct accountability to students and employers, and to incentivise colleges and other training providers to drive up standards and focus on the needs and progress of all students. We will say more about this later in the year.

[38] Further information on our reforms to 16–19 accountability can be found online at https://www.gov.uk/government/publications/16-to-19-accountability-headline-measures-technical-guide.

Chapter 7: Meeting short-term skills pressures

7.1. In the long term, clear routes to skilled employment which are employer-led will help people make choices that get them into jobs – and ensure businesses can recruit the staff they need. These reforms will put in place a new framework with employers in the lead, and the right information available to individuals so that they can make choices based on their aims and aspirations. Employers will have direct line of sight between the skills they need and the education and training system, which will allow them to strengthen the pipelines for recruiting workers at all levels of skill.

7.2. We need to recognise, of course, that the reforms proposed by the Sainsbury panel, and committed to in this Skills Plan, will take time to embed. However, there are particular areas of priority within the economy *right now* that are reliant on certain skills being available in the short term, as well as examples of market failure which mean skills pressures could persist even under a system that is working well. We are clear that the government has a role to play in resolving these challenges.

Addressing skills pressures in specific areas of the economy

7.3. There is a role for government in addressing problems in specific areas of the economy, particularly where we are directly or indirectly investing in services and infrastructure, and there is a need to grow and upskill the workforce to secure the benefits of that investment. In some of these areas, there are particular challenges in ensuring sufficient skilled workers, and these present a more compelling case for government action. For example:

- in housing, the long-term incentives for subcontractors to invest in training and modernise delivery are weak,[39] and there are recruitment difficulties in London and the south east
- in nuclear, the workforce will need to grow significantly as a result of the UK's ambitious programme, which includes building five new civil nuclear plants by 2030
- in high-speed rail, the challenge is to train thousands of specialists to work in a new industry, using new skills portfolios
- in digital, there are many degrees on offer, but few are aimed at the technician level where employers report vacancies

[39] Farmer, M., and Rawlinson, S. (2015) *People & Money: Fundamental to Unlocking the Housing Crisis*. A report for the Chartered Institute of Building.

- across STEM occupations, many more technicians and professional scientists, engineers and technologists will be needed by 2020, and we need to encourage more girls and other under-represented groups to join the STEM workforce at every level

Action we are taking and plans for further action

7.4. We are already taking action across areas of the economy which face the kinds of issues and challenges set out above. We are committed to:

- introducing new National Colleges in key sectors where employers have told us that a barrier to recruitment they face is a lack of specialised training provision, including nuclear, digital and high-speed rail; for more information on National Colleges, see paragraphs 3.14 and 5.8
- delivering 30,000 apprentices across the transport sector by the end of this Parliament, and expanding targets for women's entry into technical and engineering apprenticeships (see paragraph 2.11), as set out in the Transport Infrastructure Skills Strategy we published earlier this year; we have also established the Strategic Transport Apprenticeship Taskforce to lead on delivery of this strategy
- taking action in response to the review we have commissioned from the Construction Leadership Council and Mark Farmer[40] (the Farmer Review) of the functioning of the labour market, including skills provision, in the construction sector
- taking action to secure the skilled workforce needed in the nuclear industry by establishing the Nuclear Skills Strategy Group, made up of representatives of major employers, to provide strategic direction on skills infrastructure and training in this area
- taking action to improve basic, general and advanced digital skills in both the existing and future workforce; we are focussing our immediate efforts on areas of critical need, such as cyber skills

[40] Mark Farmer is Chief Executive Officer of the real estate and construction consultancy Cast.

7.5. Over the next year we will be building on this platform in a number of ways; for example, we will work with Mark Farmer as he completes his review for the Construction Leadership Council. We will review the Construction Industry Training Board (CITB) and the Engineering Construction Industry Training Board (ECITB), and by the spring will come forward with a reformed model for after the current levy period, which is focussed on boosting domestic construction skills and centred on driving up productivity in the construction sector.

7.6. We will work closely with employers over the coming months to develop these ideas further and consider others in more detail so that we can secure the skills our economy needs now, in line with our longer-term strategy.

Chapter 8: Road map for reform and next steps

8.1. We want to be clear about the key milestones and the sequence in which the reforms set out in this Skills Plan will take place, so that everyone can be clear about what to expect, and how to participate and prepare. Above all, this is so that the sector can take the lead wherever possible and can plan based on the lead-in times, the phasing of reforms, and the overall impact and scale of change.

8.2. We will publish the detail of how we will implement these reforms later in the year. This will allow greater clarity and stability. In the meantime, we will seek to build a broad consensus among employers and other parties behind the substantive proposals in this Skills Plan, so that we avoid what has happened far too often before in technical education – changing direction before reforms have had any real chance to succeed.

8.3. The timeline at the end of this chapter sets out the main steps we will take between now and 2020. This timetable works on the basis that, while we are committed to taking forward the reforms quickly, and in particular establishing all 15 technical education routes as soon as possible, we want to recognise that certain lead-in times are required for reform on this scale. We will phase in the reforms progressively and will establish a small number of 'pathfinder' routes which can start developing standards this year for first delivery in September 2019, with additional routes becoming available for teaching in phases between 2020 and 2022.

8.4. Where we need to act quickly we will, and there are important steps to be taken soon. Top of the list is setting up the new independent, employer-led body, the Institute for Apprenticeships. The Institute for Apprenticeships will be fully operational by April 2017. As the Sainsbury panel notes, there is real merit in having a single body responsible for technical education with the remit to develop a coherent strategy and bring together employers and education experts to design the standards across all technical education – college-based as well as apprenticeships. We believe that having one autonomous body with the right set of powers, a clear remit and clear accountability is the best way to deliver these reforms and put employers in the driving seat.

8.5. Therefore, we will bring forward legislation in this session of Parliament that will expand the remit of the Institute for Apprenticeships to encompass all technical education. It will become the Institute for Apprenticeships and Technical Education. Until the Institute takes on its broader remit, government will hold the responsibility for setting the standards for the college-based element of the routes.

8.6. It has also been necessary to act swiftly to secure the financial footing of the sector, which is why we started the locally led area review process as soon as we could, in September 2015. The process will be complete in all areas of England by 2017, and we expect all recommendations of the reviews to be implemented from 2019. This will ensure that colleges and other training providers have secured their long-term viability and are well placed to turn their attention to delivering new qualifications from September 2019.

Conclusion and next steps

8.7. We have set out a bold and far-reaching plan for reform, which builds on the progress we have made since 2010. The reforms will reshape our whole system of technical education and we don't underestimate the scale of change involved. But it is right to be ambitious, not only for the sake of national productivity, but for the millions of people whose life chances will improve as a result.

8.8. We are hugely grateful to everyone – of all parties and none – who has worked with us to develop this Skills Plan. We believe it is a coherent framework for reform which gives us the best chance in decades to deliver the kind of high-status, employer-driven technical education system which our global competitors already have, and which has led to their productivity moving so far ahead of ours. We will not let this chance pass us by.

8.9. What is needed now is serious resolve to see this reform plan through: delivering for the long term to secure lasting change. This means learning from the mistakes of the past in this area. Too often, governments have changed their plans before these could take root, disrupting implementation and undermining the commitment of employers, colleges and training providers.

8.10. This time must be different. We want to deliver this plan in partnership with employers and professional bodies, colleges and other training providers, and all those who work as teachers and trainers in the system. We want to engage with them all on the detailed design and implementation of our plans.

8.11. This is an exciting moment. We are determined to be able to look back at 2016 as the point at which we put our system of technical education on the road to becoming truly world-class.

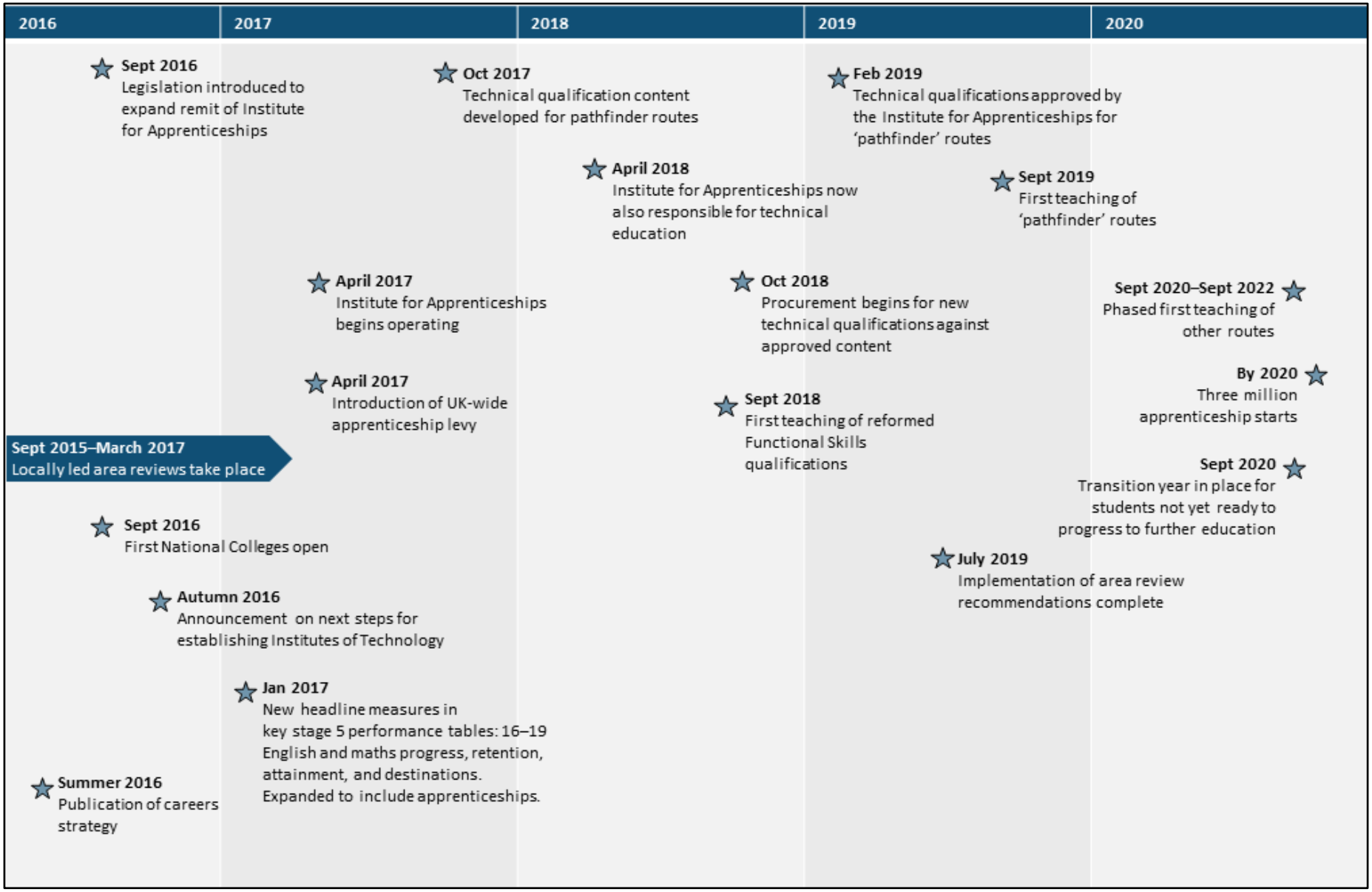

Figure 2: Post-16 skills reform timeline (July 2016–2020)

Annex A: Executive summary of the *Report of the Independent Panel on Technical Education*

Our Panel was established in November 2015 by the Minister for Skills, Nick Boles MP, on behalf of the Secretaries of State for Education and for Business, Innovation and Skills and with strong endorsement from the Prime Minister. We were asked to advise ministers on measures which could improve technical education in England. Since November we have considered best practice in this country and across international systems and consulted hundreds of employers, providers and young people.

Clearly there are serious problems with the existing system. In particular, it is over-complex and fails to provide the skills most needed for the 21st century. By 2020, the UK is set to fall to 28th out of 33 OECD countries in terms of developing intermediate skills, and the size of the post-secondary technical education sector in England is extremely small by international standards. This adversely affects our productivity, where we lag behind competitors like Germany and France by as much as 36 percentage points.

Unless we take urgent action we will be left even further behind. This is not just an economic imperative, but a social one: we need to offer everyone the chance of a lifetime of sustained employment and the opportunity to progress to the highest skills levels. The current system fails on this count as well. Currently over 13,000 qualifications are available for 16–18 year olds, yet these often hold little value for either individuals or employers, although that may not be obvious until too late. At higher levels, too, technical education qualifications have too often become divorced from the occupations they should be preparing individuals for because there have been no, or only weak, requirements that they meet such needs.

Our recommendations call for a fundamental shift. This is a chance to systematically reform technical education for the long term: ensuring individuals can develop the technical knowledge and skills that industry needs through their education and training.

Technical education within the education and training system

The first step is framing and setting up technical education in the right way within the wider education and training system. It needs to work for individuals and employers and it needs to fit coherently with other forms of provision.

The majority of individuals starting on a college-based technical education route will be young people aged 16–18. **We recommend the Government develops a coherent technical education option which develops the technical knowledge and skills required to enter skilled employment, which leads from levels 2/3 to levels 4/5 and beyond, and which is highly valued because it works in the marketplace.**

The technical option should be recognised as having two modes of learning: employment-based (typically an apprenticeship) and college-based:

(i) Employment-based – this is most commonly delivered via an apprenticeship, usually at level 2 or level 3, and includes a combination of on-the-job learning of skills (in the workplace) and at least 20% off-the-job learning of knowledge (in a college or private training provider).

(ii) College-based – this is typically a two-year, full-time study programme which should include work placements appropriate to the technical education route and individual student.

While it is necessary for Government to design the overall national system of technical education, employer-designed standards must be put at its heart to ensure it works in the marketplace. A single, common framework of standards should cover both apprenticeships and college-based provision. These standards must be designed to deliver the knowledge, skills and behaviours required to perform successfully in specific occupations, not the narrower job role-focused needs of individual employers.

This technical option – pursued through either mode of learning – needs to be clearly delineated from the academic option, as they are designed for different purposes. But, at the same time, movement between the two must be possible: routes should not cut off movement to undergraduate study at university, and young people who follow A levels may choose to move directly into skilled employment. **We recommend the Government incentivises the development of short, flexible bridging provision to enable individuals to move, in either direction, between the academic and technical education options and to support adults returning to study.**

The system must work for adults as well as young people. Many of the principles that make the system work well for young people will apply, and adults with the necessary prerequisite knowledge and skills should be presented with the same choices as young people. Adults already in skilled employment who want to pursue a new career or progress higher in their chosen career will want to ensure they can join a technical education route at the highest possible point. Adults who have achieved at level 2 (GCSEs or equivalent), but not significantly higher, will be looking to enter technical education at effectively the same point as a typical 16 year old. In all these cases, standards need to be the same, but support and provision should be appropriately tailored and differentiated.

A system of technical education routes

Both employment- and college-based learning need to be closely integrated. Across both options, it is vital that young people and adults have clarity about which programmes to follow in order to target particular careers. **We recommend that a common framework of 15 routes is established which encompasses all employment-based and college-based technical education at levels 2 to 5.** We are proposing routes defined through analysis of labour market information regarding the size and nature of occupations grouped together to reflect shared requirements for occupationally-related skills and knowledge. The proposed routes are set out in Chapter 3.

We recommend that the 15 technical education routes provide training for skilled occupations where there is a substantial requirement for technical knowledge and practical skills. We are clear that occupations which require little or no technical knowledge and skill fall outside the scope of technical education.

Governance and standards

A key aim is that, as far as possible, an individual following a college-based technical education route will be able to develop the same or equivalent technical knowledge, skills and behaviours as someone on a comparable apprenticeship. In achieving that aim, it will be important for a common framework of standards to rest with a single organisation to ensure close integration across college-based and employment-based technical education.

We recommend that the remit of the Institute for Apprenticeships is developed and expanded to encompass all of technical education at levels 2 to 5. The Institute should be responsible for assuring standards and bringing relevant experts together to agree the technical knowledge, practical skills and behaviours to be acquired in each route for both apprenticeships and college-based provision. This will allow the Institute to maintain a single, common framework of technical education standards, qualifications and quality assurance.

We welcome the Government's intention to establish the Institute for Apprenticeships as a body with a large degree of autonomy. However, it is important that government should remain responsible for managing the design of the overall national system. **We recommend that, while it is right for the Institute for Apprenticeships to be delegated wide-ranging autonomy across its operational brief, responsibility for key strategic decisions must be reserved for the Secretary of State. Crucially these decisions must include those relating to the shape of the overall national system of technical education (such as adding new or removing existing routes, or changing the title of a route) if we are to ensure the new system remains coherent and stable over time.**

We want to give employers a much stronger role in setting standards and specifying the knowledge, skills and behaviours an individual needs in order to perform well in an occupation. Specifying the standards for college-based provision within each technical education route is not a role for officials in central government but for professionals working in, or with expert knowledge of, the relevant occupations, supported by experienced education professionals.

We recommend the Institute for Apprenticeships convenes panels of professionals to advise on the knowledge, skills and behaviours to be acquired for the standards in each route and on suitable assessment strategies. These professionals should be appointed in an individual capacity, not as representatives of their employers.

We recommend that Institute for Apprenticeships panel members are remunerated from the public purse. Such remuneration is appropriate because panel members would have to commit a significant amount of effort to their panel duties.

Standards need to stay high quality and current: **we recommend that, at the earliest opportunity, the Institute for Apprenticeships reviews all existing apprenticeship standards to satisfy itself that there is no substantial overlap between standards, and that every standard is occupation- rather than firm-specific and contains sufficient technical content to warrant at least 20% off-the-job training. Standards found to be overlapping or wanting in terms of breadth or technical content should be revised, consolidated or withdrawn.**

The qualifications market

As well as standards which reflect the needs of industry, we need an efficient and effective mechanism for developing qualifications for college-based technical education which meet these standards.

Currently, we have a market-based approach to qualifications, which has led to huge numbers of competing qualifications. In September 2015, there were over 21,000 qualifications on Ofqual's Register of Regulated Qualifications, offered by 158 different awarding organisations. Individuals aiming for a future in plumbing, for example, have to choose between 33 qualifications. This kind of proliferation is a serious issue because it makes the system very confusing for individuals and employers.

Levels 2 and 3

We recommend the Government moves away from the current awarding organisation market model, where qualifications which deliver similar but different outcomes compete with one another, and instead adopts a licensing approach. Any technical education qualification at levels 2 and 3 should be offered and awarded by a single body or consortium, under a licence covering a fixed period of time following an open competition.

Levels 4 and 5

At levels 4 and 5, many of the same issues exist, and onward progression in technical education at age 18 has traditionally been under-provided and poorly articulated. But provision is different at these levels for a number of reasons – for example, the balance of funding sources is very different. Reform of technical education provision at these levels is still needed, and we believe there is real value in simplifying the current landscape. The starting point needs to be designing qualifications against requirements defined by panels of industry professionals – convened by the Institute for Apprenticeships – and directing public subsidy only at qualifications which meet these independently-set standards reflecting industry need.

We recommend the Institute for Apprenticeships maintains a register of approved technical education qualifications at levels 4 and 5 that meet the standards set by its panels of professionals. Only those qualifications appearing on this register should be eligible for public subsidy.

There is also a compelling need to ensure clear progression routes exist from levels 4 and 5 to higher levels of training. **We recommend the Government undertakes further work to examine how to ensure clear progression routes develop from levels 4 and 5 to degree apprenticeships and other higher education at levels 6 and 7. This work should be carried out in the context of existing and proposed structures and funding rules for higher education provision in England.**

Route content

Routes through the best international technical education systems begin with a broad curriculum, then increasingly specialise as an individual progresses to higher levels of knowledge and skills. Building on that approach, **we recommend that every college-based route should begin with a two-year programme suitable for 16–18 year olds (although some individuals may take more or less time to complete it). Each of these two-year programmes should begin with a 'common core' which applies to all individuals studying that route and is aligned to apprenticeships.**

We are recommending that after the common core, individuals should specialise to prepare for entry into an occupation or set of occupations. Beyond the age of 18 we also anticipate that many individuals will continue to study technical education at a higher level – full-time, part-time alongside work, or through a higher or degree apprenticeship.

English and maths

English and maths will remain vital skills, and **we recommend that, in addition to any separate requirements as a result of the English and maths funding condition, there is a single set of maths and English 'exit' requirements governing college-based technical education and apprenticeships. These should be seen as the minimum level of maths or English which all individuals must achieve ahead of securing technical education certification, as is already the case for apprentices.**

We recognise that current requirements are still low by international standards, and we believe individuals should have higher aspirations. **In the longer term, as the quality of pre- and post-16 maths and English teaching and associated learner outcomes improve, government should raise maths and English requirements to reflect those of higher-performing international technical education systems.**

We would want the Institute for Apprenticeships' panels of professionals to include relevant maths and English standards where these directly relate to occupational requirements; indeed many occupations will require higher standards. **We recommend the Institute for Apprenticeships encourages its panels of professionals to incorporate additional, occupation-specific maths and English requirements into the standards for each route.**

Work placements

For students on college-based technical education routes, work placements can offer the opportunity to gain practical skills and behaviours which would be more difficult to learn in an educational setting. We believe these students need a radical shift in emphasis from short-duration work experience to structured work placements lasting much longer and with an employer in an industry relevant to the student's study programme.

In addition to work taster or short-duration work experience opportunities in their first year, every 16–18 year old student following a two-year college-based technical education programme should be entitled to a high-quality, structured work placement. Successful completion of this work placement should be a requirement for full certification at the end of the study programme. As part of the work placement, the student, college and employer should complete a log book – ideally online – that evidences the key tasks that the student has undertaken and what they have learnt.

We recognise that delivering this recommendation in practice is far from trivial. We are suggesting that up to 250,000 17 year olds could require work placements. **We recommend the Government makes additional funding available to colleges to support work placements for technical education students on college-based study programmes. We suggest the most straightforward way of doing this is to increase the base rate per student for each 16–18 year old technical education student who successfully completes a work placement. Initial evidence suggests that such an uplift might need to be around £500 per placement, but further work will be required to set the precise figure.**

Qualifications and certification

It is vital that technical education qualifications and our certification system signal to employers what an individual is able to do. To be effective, certification must have genuine labour market currency – evidenced by employers choosing to employ someone who has the technical education certificate over someone who has not. Equally, individuals must be confident that the certificate they work hard to achieve, and which either they or the public purse pays for, will be recognised wherever they seek work in the future.

We recommend that, for both employment-based and college-based technical education at levels 2 and 3, there should be a single, nationally recognised certificate for each technical education route.

Each certificate is likely to include achievement of a qualification, and we want to reform the qualifications market. **For college-based technical education at levels 2 and 3, we recommend that the system of qualifications is simplified dramatically, with only one tech level qualification approved for each occupation or cluster of occupations.** As discussed earlier, we are recommending that only one awarding organisation (or consortium) should be licensed to offer each of these tech levels.

Government should ensure that employers and individuals are clear about which qualifications have been developed to meet the national technical education standards. A key lever is funding. **We recommend the Government restricts public subsidy for college-based technical education to that leading to qualifications approved by the Institute for Apprenticeships. This includes funding for 16–18 year olds and advanced learner loans available for adults aged 19 and over.**

Qualifications approved under the new system are likely to include multiple forms of assessment, with each tech level looking different depending on the content to be assessed. The Institute for Apprenticeships should work with its panels of professionals to agree how the knowledge, skills and behaviours described in the standards should be assessed. **For college-based technical education we recommend the Institute for Apprenticeships publishes guidance on the use of a range of common assessment strategies, makes assessment expertise available to the panels of professionals, and sets overarching quality criteria to apply to all tech levels.**

Regardless of the forms of assessment used, all qualifications used in college-based technical education should assess both the common core for the relevant route and the specialist / occupation-specific knowledge and skills. The assessment of every technical education qualification should include realistic tasks as well as synoptic assessment which, together, should be designed to test a student's ability to integrate and apply their knowledge and skills. All qualifications should include external assessment to ensure comparability and reliability.

Transition year

All young people should have the opportunity to benefit from technical education – including those with special educational needs and disabilities (SEND) – but in practice we know that there will be some who will not be ready to access technical education when they complete compulsory schooling at age 16.

Individuals who are not ready to access a technical education route at age 16 (or older if their education has been delayed) should be offered a 'transition year' to help them to prepare for further study or employment. The transition year should be flexible and tailored to the student's prior attainment and aspirations.

We recommend the Government commissions additional work into the design and content of a transition year, while ensuring that the key objective for the year remains to provide tailored provision that has a sharp focus on basic skills and on progression. Such work should be undertaken in good time to ensure the new transition year is available to students alongside first teaching of the technical education routes.

Wider systemic requirements

While not strictly in the Panel's remit, there are other criteria which are equally essential if England's technical education system is to be put on a par with the best in the world.

Careers education and guidance will play a vital role in the success of the reformed technical education system. In 2014, the Gatsby Foundation published its report 'Good Career Guidance' which distilled academic literature and good practice overseas into a set of eight benchmarks which identify different dimensions of good careers guidance. **We recommend the Government adopts the Gatsby benchmarks as the basis of a common national approach for careers education and guidance, and sets an expectation for schools and colleges to use the benchmarks when developing their careers provision.**

Government should also support schools and colleges to embed into careers education and guidance, from an early age, details of the new 15 technical education routes, so that young people and their parents understand the range of different occupations available and how to reach them.

We also recommend the National Careers Service reviews how it presents its career information and guidance in the light of our recommendations for reform of the technical education system.

It is important the labour market data used to form the routes provides information relevant to the current and likely future labour market. Currently, in the UK, information about the workforce is managed by the Office for National Statistics (ONS), which uses the Standard Occupation Classification (SOC) for information about what jobs people do. **We recommend that the ONS examines how to make the Standard Occupation Classification (SOC) more relevant for stakeholders – including expanding it to 5-digits. We further recommend that the Government explores how to make more occupational information available to the Institute for Apprenticeships, colleges and individuals by supplementing the nationally collected datasets with information from the American O*NET system and other sources.**

Good technical education requires expert teachers and lecturers. It also requires industry-standard facilities which are costly to develop and maintain. A rationalisation of specialist technical education facilities is required, concentrating them in a smaller number of high-quality, financially-stable institutions which are easily recognisable to both employers and prospective students. **We recommend that, when national and local decisions about the provision and funding of technical education are being taken, consideration is given to restricting funding to colleges and training providers which meet clear criteria of quality, stability and an ability to maintain up-to-date equipment and infrastructure.**

It is vital that reforms are supported by adequate funding. **We recommend the Government reviews what constitutes sufficient funding for technical education to deliver on its aims of meeting employer needs. This work should benchmark expenditure in England against that of other countries and be used to set appropriate funding levels for technical education when the new routes system is introduced.**

Next steps – implementation

Finally, effective implementation is essential to securing successful delivery of our proposals. We outline in Chapter 9 a series of factors which are essential prerequisites for successful implementation of our proposals: securing investment; adopting appropriate timescales which ensure extensive stakeholder engagement but put firm and coherent governance in place quickly; aligning systemic reforms; communicating the changes effectively; and establishing a stable policy environment to allow the reforms to take root. There exists now an opportunity to reform technical education for the long-term. If the key stakeholders – employers, the Government, and colleges and training providers – all commit to these reforms and are willing to play a full role in implementing them, England will finally benefit from a technical education system which can justifiably be called world-class.

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Report for FE Commission: Local Needs Analysis – Lambeth, Lewisham, Southwark

Business base

The combined business base across Lambeth, Lewisham and Southwark (LLS) is 35,575. However, residents are not parochially restricted to working within their boroughs and they have access to one of the largest labour markets in the world – across Inner and Outer London combined, there are over 400,000 enterprises (ranging from micro businesses to large businesses). Taking into account the South East region (352,725), there are over three-quarters of a million enterprises within the wider geographical region. And as the next section on sector growth demonstrates, it is vital to ensure residents across LLS are at the forefront of the race to secure the opportunities afforded by the burgeoning London labour market.

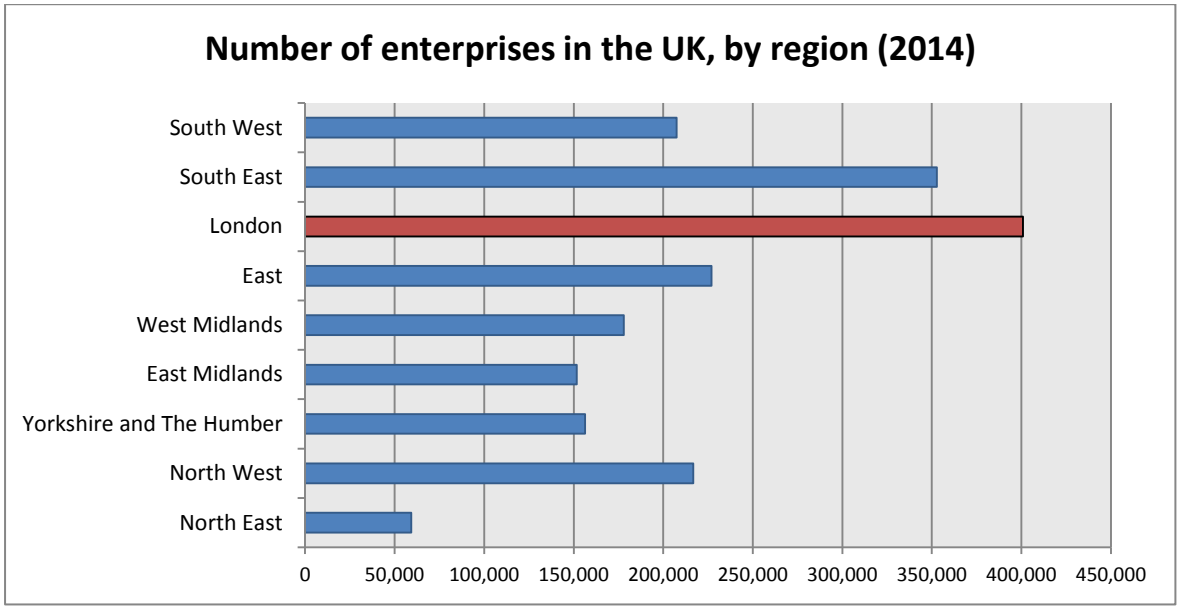


Chart 1 - ONS, Inter-Departmental Business Register (2014)

Sector growth and decline

GLA Economics have forecast that by 2036 the London jobs market will have swelled by 860,867. The predominant sectors in London will be: professional, real estate, scientific and technical activities; administrative and support service activities; information and communication; and accommodation and food service activities. Conversely, the sectors set to experience the greatest decline are: manufacturing; wholesale; transportation and storage; and public administration and defence (see Appendix 1). Whilst construction as a whole is projected to undergo a small decline London-wide, feedback from employers indicates that the decline is chiefly amongst the self-employed and contractors. In contradistinction, the scale of current and upcoming major works in and around our three boroughs (see Impending major investments) underscores an urgent need to supply skilled local labour.

Comparing these growth sectors against the sectors in which LLS residents were employed in (as at the 2011 Census) shows that the proportion of residents working in health, education and the arts far outstrips the projected proportion these sectors are expected to comprise of 2036 London economy. The proportion working in professional/scientific/technical activities,

administrative/support, accommodation/food service and information/communication all lag behind the levels of the projected 2036 London economy – highlighting the need to equip and upskill residents in order to enable them to adequately compete for the jobs being created in these sectors.

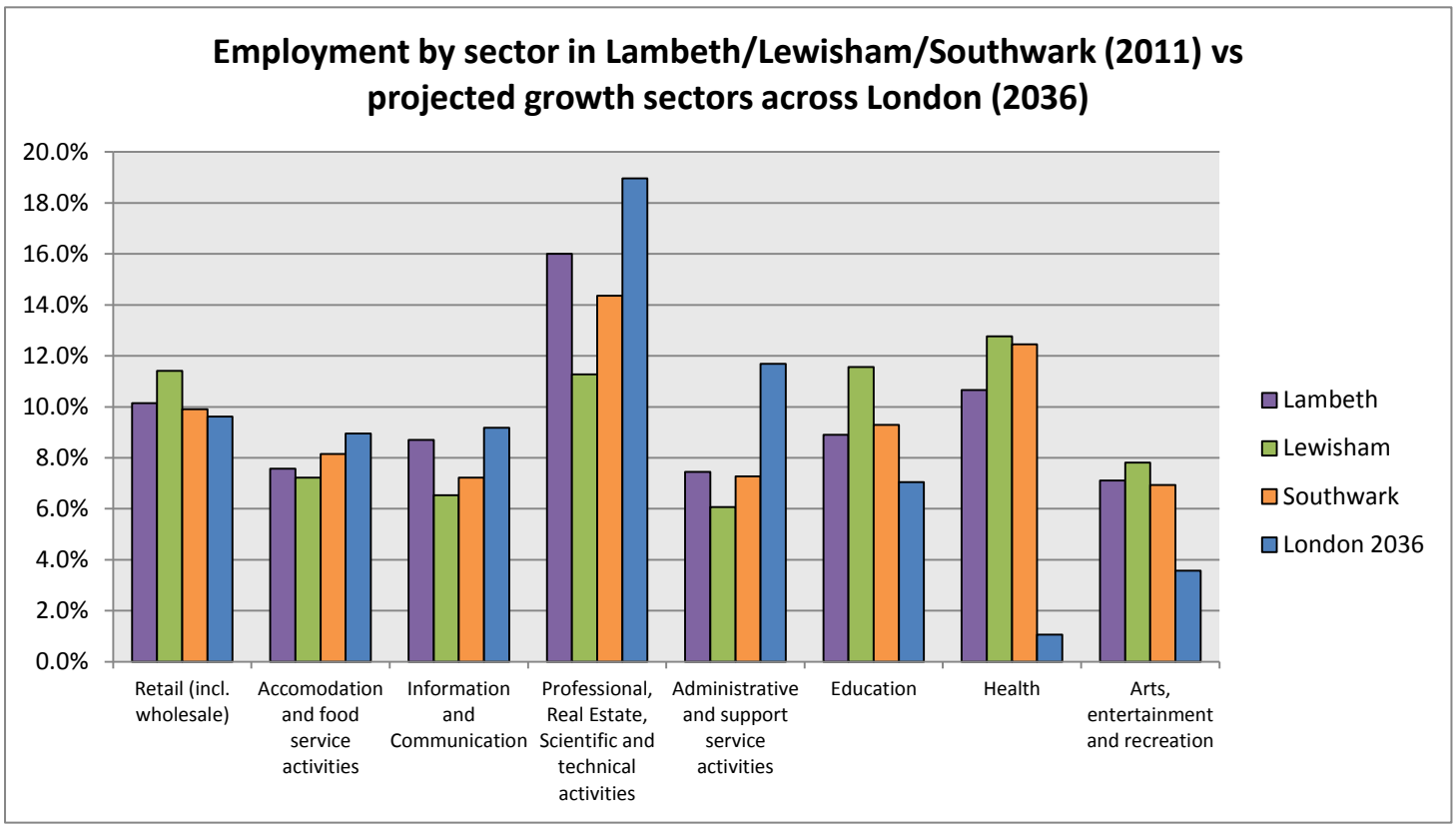


Chart 2 - borough-level sector employment rates (2011 Census) / projected proportion of London growth sectors in 2036 (GLA)

Travel to work

With the vast majority of London jobs based in the central and riverfront areas of the city, the data on travel to work patterns across the three boroughs is not altogether surprising. This, allied to geographical factors, access to the London Underground and the territories over which the boroughs stretch, explains why almost 67% of Lambeth residents and over 70% of Southwark residents travel less than 10km to work, whereas the corresponding proportion in Lewisham is 55%. This shortfall, however, is largely made up when also adding in the proportion of residents who travel between 10km-20km – by which point approximately 77% of residents in each of the three boroughs have completed their commute. This indicates the vast majority of the population work within the London economy – be it inner London or outer London (confirmed by an average of just 2.7% who travel over 30km to work).

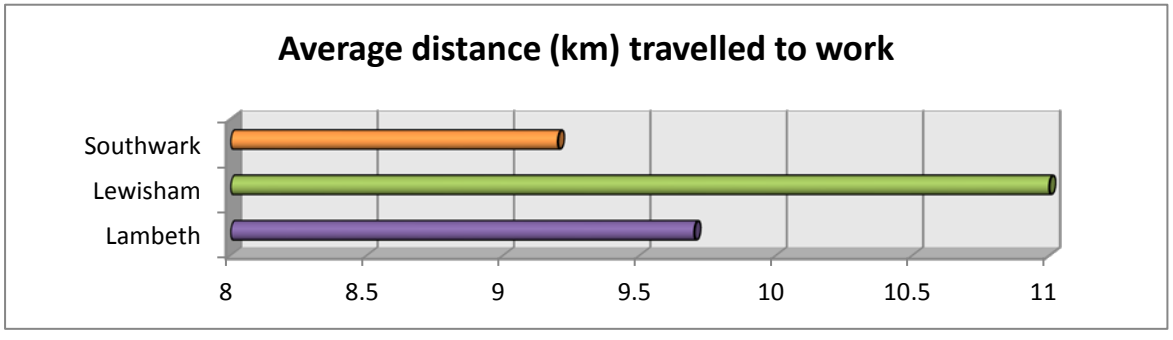


Chart 3 – distance travelled to work, 2011 Census

Impending major investments

Research commissioned by QTS indicates there is over £10.7bn worth of construction works to be completed in Southwark (£3.9bn), Lambeth (£2.5bn), Lewisham (£1.1bn) and cross-borough (£3.2bn) between 2014 and 2017. When looking at London as a whole, the capital investment is huge. There is a total projected capital investment of £62bn between 2014-1017 (£17.6bn projected for 2014, £19.4bn for 2015, £13,5bn for 2016 and £11.5bn for 2017). Combined with the Nine Elms Vauxhall development in Wandsworth, worth an estimated £20bn over 4 years, the total exceeds that of the Olympics (£8.7bn) and Crossrail (£14.8bn).

Figure 1 – projected construction works, 2014-2017

Pipeline projects identified in the LLS region include: the Shell Centre (Lambeth), Elephant and Castle (Southwark) and the Lewisham Gateway. Alongside this is the forecast construction of 20,000 to 30,000 new homes within the region. This is in addition to the Nine Elms Vauxhall development. The scale and number of programmes in the pipeline highlight the acute need for talented, appropriately skilled labour.

Unemployment rate

Mirroring both national and regional trends, unemployment has broadly declined across the three boroughs over the past 5 years. However, a sharp incline in both Lambeth and Southwark between April 2013 and March 2014 (mirrored slightly in Lewisham the year before) is cause for some concern. Similarly, the underlying data reveals that in spite of an overall downward trend, much of this is due to growth in the base population (those aged between 16-64), rather than any precipitous decrease in the number of those unemployed (for example, in Lambeth: 17,900 unemployed out of 176,800 in 2009/10 and 16,700 unemployed out of 199,500 in 2013/14).

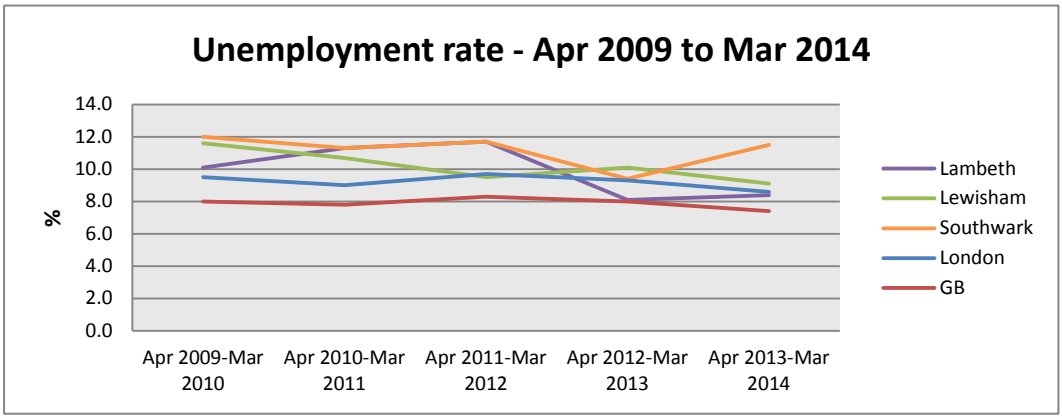


Chart 4 – unemployment rate (model-based estimates) - ONS

Skills base

There are marginal differences between the three boroughs and London in terms of the level of qualifications held by residents. All three boroughs either match or outperform the Inner London average for the proportion of residents with Level 1 or Level 2 qualifications. Whilst Lambeth and Southwark have a similar proportion of residents qualified to at least Level 4 as Inner London, there is a lower proportion in Lewisham. Both Southwark and Lewisham have a higher proportion of residents with no qualifications than the Inner London average. Though the margins are fine, the

data indicates a need to improve the skills base of residents at those margins so that they can take advantage of the opportunities offered up by the London labour market.

Qualification	Lambeth	Lewisham	Southwark	Inner London	London
No qualifications	14.2%	17.7%	16.3%	15.8%	17.6%
Level 1	8.5%	11.1%	9.4%	8.5%	10.7%
Level 2	9.8%	12.5%	10.2%	9.4%	11.8%
Apprenticeship	1.1%	1.4%	1.1%	1.0%	1.6%
Level 3	9.7%	10.8%	10.5%	10.1%	10.5%
Level 4 and above	46.6%	38.0%	43.1%	44.7%	37.7%
Other	10.1%	8.5%	9.3%	10.5%	10.0%

Table 1 – Qualification level by local authority area (2011 Census)

Ward	No qualifications (aged 16-24)
Downham	16.8%
Whitefoot	14.2%
Bellingham	14.0%
Grove Park	12.9%
Gipsy Hill	12.8%
Rushey Green	11.3%
Lewisham Central	11.3%
Coldharbour	10.7%
South Bermondsey	10.7%
Perry Vale	10.4%

Table 2 – qualification by ward and age (Census 2011)

A ward-level analysis highlights the impact of geographical location upon attainment; the majority of the wards with the highest proportion of 16-24 year olds with no qualifications are towards the south of Lewisham. It is crucial to ensure the further education offer across the three boroughs takes these place-based factors into account, so that those furthest away from the jobs market – both in terms of attainment and geography – are not at risk of further disenfranchisement. With large-scale local developments in the pipeline, the reshaping of the local FE offer must focus on ensuring a consistent flow of talented, skilled local labour towards these impending opportunities.

Alignment to LEP priorities

The aim to ensure local residents are adequately skilled to the commensurate level and in the disciplines required by employers is aligned with the London LEP ambition of developing Londoners' employability: "dramatically scal[ing] up efforts to ensure that everyone who grows up in London is equipped to compete for jobs in a changing and increasingly competitive labour market."[1] There is further resonance with the LEP priority on skills and employment: "In order for London's economy to grow, employers need to have a workforce with the knowledge, experience and skills to help them run and expand their operations."[2]

The employer perspective

There are opportunities for realignment between the supply of skills in the tri-borough area and the demand of employers and businesses. A report prepared by Economic Modelling Specialists International (EMSI) (see Appendix 2 for full data) for Lewisham Southwark College shows subject areas where the courses at Lewisham Southwark College are most sufficiently meeting local labour market needs (once the flow of JCP claimants are factored in) are: Horticulture (102%), Building and Construction 'not elsewhere classified' [n.e.c.] (94% - though an analysis of the types of courses and specific disciplines being offered indicates a mismatch in adequate levels of study and in supplying

[1] *London 2036: An Agenda for Jobs and Growth* – London Enterprise Panel

[2] https://lep.london/content_page/our-work-and-priorities

the market with people who possess the right skills), IT User Skills (92%), Transportation Operations and Maintenance (91%), and Customer Services (90%).

The top five subject areas where the College supply points to an oversupply into the labour market are: Painting and Decorating (479%), Floorcovering Occupations (303%), Plastering (293%), Bricklaying (235%), and Floristry (191%).

Subject areas where there appears to be undersupply into the labour market in the College's catchment area include Business Management n.e.c. (1%), Hairdressing (2%), Accounting and Finance (11%), Mathematics (15%), Performing Arts (17%), ICT Practitioners (20%), Media and Communications n.e.c. (21%), Public Services (23%), Travel and Tourism (23%), Hospitality and Catering (24%), Engineering (24%), Applied Science (26%), Health and Social Care (27%), Crafts, Creative Arts and Design (39%), Education Support (41%) and Sports, Leisure and Recreation (46%), and Business Administration (62%).

As part of the aforementioned QTS research, data was gathered pertaining to the number and types of workers required to complete the construction projects up to November 2018 across the three boroughs (and including nearby Nine Elms Vauxhall). The table at Appendix 3 lists the top ten trades and estimated volumes required. This data determined that the labour requirement for the entire area is 32,579. The training requirement (those who need to be in competency-based training) would be 6,515 (5% of the 32,579). The current number needed to be in training is 1,629. The competency-based training deficit (the numbers of workers who should be in training but are not) is therefore 4,889 workers or, calculated as a percentage of the deficit, 75%. This deficit demonstrates that there is a particular problem in LLS, compared to the London region deficit of 51%.

Research commissioned by LLS and delivered by the Centre for Economic and Social Inclusion (CESI) in 2013 on the supply and demand of skills across the three boroughs (as shown in tables 3.1 and 3.2 below) highlighted a proliferation of short courses at Level 1 and a number of courses covering subjects that did not match those needed for current and future occupations. Furthermore, there was a paucity of starters for the types of higher level courses employers look to for workers. Taken as a whole, the data highlights dissonance between the supply of skills in the region and those sought by the employer base.

Course Count

Course type	Entry	Level 1	Level 2	Level 3	Level 4+	Level Unknown	Total	%
A, AS, A2 Levels	0	0	0	38	0	0	38	4%
Advanced Apprenticeships	0	0	0	12	0	0	12	1%
FE long courses	52	86	144	118	6	2	408	45%
FE short courses	54	95	70	15	8	2	244	27%
FE very short courses	21	38	16	0	2	0	77	8%
Intermediate Apprenticeships	0	0	27	0	0	0	27	3%
Workplace Learning	0	0	68	34	0	0	102	11%
Total	127	219	325	217	16	4	908	100%
%	14%	24%	36%	24%	2%	0%	100%	

Sum of starters

Course type	Entry	Level 1	Level 2	Level 3	Level 4+	Level Unknown	Total	%
A, AS, A2 Levels	0	0	0	130	0	0	130	0%
Advanced Apprenticeships	0	0	0	0	0	0	0	0%
FE long courses	2,880	2,970	3,910	1,850	50	260	11,920	39%
FE short courses	4,990	3,360	3,350	400	140	0	12,240	40%
FE very short courses	400	2,720	700	0	0	0	3,820	13%
Intermediate Apprenticeships	0	0	100	0	0	0	100	0%
Workplace Learning	0	0	1,910	420	0	0	2,330	8%
Total	8,270	9,050	9,970	2,800	190	260	30,540	100%
%	27%	30%	33%	9%	1%	1%	100%	

Tables 3.1 & 3.2 – course types, levels and sum of starters across LLS region, 2012-13 (South London Tri Boroughs Skills and Jobs Matching – CESI)

The CESI research also emphasised the problem of inadequate provision at Level 3 and above across the region:

Local Authority of Provider (Main Address)	Provider (more than 1,000 learners)	Below Level 2	Skills for Life	Level 2	Full level 2	Level 3	Full level 3	Level 4 and above
Lambeth	LAMBETH COLLEGE	17%	25%	19%	15%	14%	10%	1%
Lambeth	MORLEY COLLEGE LIMITED	65%	10%	14%	1%	8%	2%	-
Lambeth	NACRO	52%	40%	6%	2%	-	-	-
Lambeth	LAMBETH LONDON BOROUGH COUNCIL	10%	85%	4%	1%	1%	-	-
Lewisham	LEWISHAM COLLEGE	15%	21%	24%	21%	9%	9%	0%
Lewisham	CHRIST THE KING SIXTH FORM COLLEGE	16%	5%	31%	2%	29%	17%	-
Lewisham	LEWISHAM LONDON BOROUGH COUNCIL	16%	58%	15%	6%	3%	3%	-
Southwark	SOUTHWARK COLLEGE	11%	20%	30%	21%	8%	8%	0%
Southwark	SOUTHWARK LONDON BOROUGH COUNCIL	10%	78%	10%	2%	-	-	-

Table 4 – skills provision across LLS region, 2012-13 (South London Tri Boroughs Skills and Jobs Matching – CESI)

This again highlights alignment problems between the provision of courses and the requirements of the labour market. Alongside data which shows a preponderance of short courses and the subjects needed for current and future job demand, the pressures on FE colleges are eminently clear.

Subject area	Occupations matched to subjects by volume 2013 %	Occupations matched to subjects by volume 2020 %	No of college courses	%	No of starters	%
Business Management	16%	17%	53	6%	1,470	5%
Administration	11%	9%	48	5%	630	2%
Preparation for Work/Foundations for Learning and Life	10%	10%	213	23%	15,510	51%
Health and Social Care	8%	9%	55	6%	2,380	8%
Accounting and Finance	5%	5%	27	3%	940	3%
Media and Communication	5%	5%	16	2%	70	0%
Nursing & medical Subjects/Vocations	4%	5%	2	0%	60	0%
Teaching and Lecturing	4%	4%	13	1%	140	0%
Retailing and Wholesaling	4%	3%	3	0%	130	0%
ICT for Users	3%	4%	33	4%	1,310	4%
ICT Practitioners	3%	4%	22	2%	620	2%
Marketing and Sales	3%	3%	3	0%	30	0%
Manufacturing Technologies	3%	3%	2	0%	0	0%
Public Services	3%	3%	14	2%	570	2%
Hospitality and Catering	3%	2%	31	3%	220	1%
Transportation Operations/Maintenance	2%	2%	7	1%	60	0%
Child Development and Well Being	2%	2%	20	2%	210	1%
Sport, Leisure and Recreation	2%	2%	30	3%	1,140	4%
Law and Legal Services	2%	2%	4	0%	0	0%
Travel and Tourism	1%	1%	14	2%	80	0%
Medicine and Dentistry	1%	1%	1	0%	130	0%
Other Languages, Literature and Culture	1%	1%	23	3%	150	0%
Crafts, Creative Arts, and Design	1%	1%	20	2%	110	0%
Engineering	1%	1%	31	3%	1,080	4%
Science	0%	0%	17	2%	300	1%
Sociology and Social Policy	0%	0%	2	0%	40	0%
Building and Construction	0%	0%	99	11%	1,650	5%
Urban, Rural and Regional Planning	0%	0%	1	0%	40	0%
Horticulture and Forestry	0%	0%	2	0%	30	0%
Performing Arts	0%	0%	26	3%	180	1%

Table 5 – subjects for current and future job demand, 2012-13 (South London Tri Boroughs Skills and Jobs Matching – CESI)

There is a worrying lack of supply for the future growth sectors, and almost half of all starters are enrolling onto Preparation for Work/Foundations for Learning and Life. There is pressure on colleges to keep courses short and popular so that payments can be quickly clamed upon completion. In large part, this reflects the way in which funding rules work, discouraging providers from putting on longer courses where there is a risk people may drop out before completion. The perversity of this is that it

becomes riskier to enrol learners who are likely to drop out – single parents, those with criminal records, and even those who are likeliest to find employment. Colleges also face supply/demand pressures from the learner marketplace, in that young learners do not want to study courses perceived as boring or uninteresting. In order to remain viable, therefore, colleges must respond to demand from learners for short courses and specific areas (e.g. hairdressing), otherwise private providers will fill the gap and colleges will face a funding shortfall. Once again, the perversity of this is that it entrenches a sharp divide between the supply of skills and the demand of employers. Unpicking this supply/demand relationship and rebalancing it is central to ensuring a supply of high-quality skills provision to meet employer demand and equip residents for the jobs of the future London labour market.

Summary

- Large employer bases in Lambeth and Southwark; smaller in Lewisham.
- Small and medium enterprises dominate in all three boroughs.
- Professional, real estate, scientific and technical activities; administrative and support service activities; information and communication; and accommodation and food service activities are forecast to grow to 2036 across London.
- Manufacturing; wholesale; transportation and storage; and public administration and defence are set to wane.
- Construction forecast to decline slightly across the city by 2036, but local programmes over the coming years are worth over £10bn (over £30bn when Nine Elms Vauxhall is factored in) and have begun to sharpen the demand for skilled local labour.
- The overwhelming majority of residents in the three boroughs work within the London economy. Those located further south, with no access to the Underground, face longer commutes.
- Residents across the three boroughs are well-qualified, with strong cores of people qualified to and beyond Level 4.
- However, data points to a stratum of residents with no qualifications – and further analysis points to a number of wards with a high proportion of residents with no qualifications (again chiefly towards the south).
- It is crucial to ensure the further education offer across the three boroughs takes these place-based factors into account, so that those furthest away from the jobs market – both in terms of attainment and geography – are not at risk of further disenfranchisement.
- The reshaping of the local FE offer must focus on ensuring a consistent flow of talented, skilled local labour towards the impending opportunities provided by the London labour market and by the large-scale regeneration work across the three boroughs.
- Ensuring local residents are adequately skilled to the commensurate level and in the disciplines required by employers aligns with the London LEP ambition of developing Londoners' employability so that "everyone who grows up in London is equipped to compete for jobs in a changing and increasingly competitive labour market".
- Research highlights the misalignment between the supply of skills in the region and the demands of employers. Whilst market needs are met and even surpassed for certain sectors, others are woefully undersupplied.
- Even with sectors that appear to be adequately supplied, such as construction, further analysis demonstrates a mismatch between courses on offer (too short, pitched at the wrong level, not covering the right disciplines) and the skills employers are seeking.

- A future needs analysis of the construction labour demand in the area, brought on by the wave of large-scale development, highlights a supply deficit of 75% (compared to a London region deficit of 51%).
- The primary goal must therefore be a systematic realignment between the supply of skills in the tri-borough area and the demand of employers and businesses.

Appendix 1 - GLA Economics, London Employment Projections (2013) to the year 2036

Sector	Growth/contraction
Professional, Real Estate, Scientific and technical activities	421,686
Administrative and support service activities	210,045
Information and Communication	168,186
Accommodation and food service activities	158,065
Health	61,232
Education	52,464
Other services	51,958
Arts, entertainment and recreation	41,415
Retail	18,600
Construction	-6,595
Primary & utilities	-18,034
Financial and insurance activities	-21,731
Public Admin and defence	-48,331
Transportation and Storage	-65,846
Wholesale	-66,116
Manufacturing	-95,132
All sectors	860,867

Source: *http://data.london.gov.uk/dataset/gla-employment-projections*

Appendix 2 - Comparison between Jobcentre Plus Claimants, Lewisham Southwark College Course Completions by Subject Area and Market Demand

Discipline /SSA3	Demand	Supply		Supply / Demand Ratio
	2014-19 Annual Openings	College Completions	JC+ Claimants 2014	
Accounting and Finance	14,669	265	1,288	11%
Accounting	7,335	167	644	11%
Bookkeeping	7,335	98	644	10%
Agriculture	821	8	522	65%
Land Based Studies	821	8	522	65%
Horticulture & Forestry	353	27	365	111%
Horticulture	316	3	318	102%
Floristry	37	24	47	191%
Business Administration	18,996	531	11,153	62%
Business Administration.	11,243	354	7,462	70%
Typing and Information Processing	986	74	215	29%
Property and Facility Services	3,342	15	488	15%
Customer Service 1	3,425	88	2,989	90%
Building and Construction	6,066	557	5,133	94%
Building and Construction n.e.c.	453	35	146	40%
Bricklaying	67	67	90	235%
Carpentry	235	62	230	124%
Construction	3,805	227	2,934	83%
Plumbing	371	41	230	73%
Plastering	56	34	131	293%
Electrical and Electronic Technology	856	36	409	52%
Painting and Decorating	195	40	893	479%
Floorcovering Occupations	28	15	71	303%
Business Management	160,269	347	7,157	5%
Business Management.	16,930	9	2,814	17%
Business Management n.e.c.	123,065	159	1,181	1%
Business	20,274	179	3,163	16%
Child Development and Well-Being	1,655	159	1,189	81%
Crafts, Creative Arts and Design	4,095	203	1,410	39%
Art and Design	1,319	160	535	53%
Applied Art and Design	2,308	24	636	29%
Fashion and Textiles	467	19	238	55%
Education Support	1,635	12	660	41%
Engineering	1,731	88	332	24%
Engineering (General)	1,731	88	332	24%
Foundations for Learning and Life	399	37	189	57%
English Language and Literature	399	37	189	57%
Health and Social Care	19,164	501	4,710	27%
Health and Social Care.	9,710	346	1,856	23%
Care Services	9,127	140	2,794	32%
Counselling	327	15	60	23%

Discipline /SSA3	Demand	Supply		Supply / Demand Ratio
	2014-19 Annual Openings	College Completions	JC+ Claimants 2014	
Hospitality and Catering	14,012	172	3,160	24%
Cookery and Catering	3,986	89	847	23%
Tourism and Hospitality	1,875	60	226	15%
Food and Beverage Services	8,152	23	2,087	26%
IT User Skills	1,436	495	826	92%
ICT Practitioners	15,660	213	2,902	20%
IT/Computing	9,100	183	1,540	19%
ICT Systems Support	6,559	30	1,362	21%
Mathematics	533	61	19	15%
Media and Communication n.e.c.	3,893	36	763	21%
Performing Arts	7,924	281	1,044	17%
Performing Arts.	641	142	380	81%
Stage Management	1,783	14	545	31%
Music	5,499	125	119	4%
Public Services	13,267	317	2,731	23%
Housing and Property Services	4,023	48	523	14%
Public Services.	6,324	261	1,172	23%
Security Operations	2,920	8	1,037	36%
Applied Science	954	32	212	26%
Science (General)	666	29	141	26%
Science n.e.c.	288	3	71	26%
Service Enterprises in Hair & Beauty	17,503	200	935	6%
Hairdressing	15,292	49	284	2%
Hairdressing and Beauty Therapy	1,562	17	431	29%
Beauty and Complementary Therapies	649	134	220	55%
Transportation Operations and Maintenance	319	51	240	91%
Automotive Maintenance and Repair	243	1	220	91%
Aircraft Operations	76	50	19	91%
Travel and Tourism	1,508	91	257	23%
Sport, Leisure and Recreation	2,988	202	1,166	46%
Sport	904	123	382	56%
Sport, Leisure and Recreation n.e.c.	1,434	13	582	42%
Fitness Instruction	252	55	169	89%
Leisure Management	398	11	33	11%

Source: EMSI Covered Employment - 2015.1

Source:

Appendix 3 - Labour requirement and training requirement by trade area, to deliver the pipeline of projects for 2014-17 across tri-borough and Nine Elms Vauxhall

Trade	Lambeth	Southwark	Lewisham	Tri-borough	Tri-borough peak profile	NEV	Total incl. NEV	Profiled peak total incl. NEV	Annual training demand (lower estimate)	Annual training demand (upper estimate)
Wood trades and interior fit-out	2,236	2,723	1,031	5,990	5,054	1,051	7,041	6,105	305	352
Plumbing, heating, vent & air con	1,420	1,733	654	3,807	3,209	685	4,492	3,894	195	225
Electrical installation	1,386	1,685	636	3,707	3,132	667	4,374	3,799	190	219
Painters & decorators	1,101	1,338	504	2,943	2,478	668	3,611	3,146	157	181
Labourers	981	1,195	453	2,629	2,212	455	3,084	2,667	133	154
Building envelope	811	985	372	2,168	1,830	479	2,647	132	115	132
Bricklayers	735	894	341	1,970	1,667	730	2,700	135	120	135
Non-construction operatives	615	753	283	1,651	1,383	n/a	1,651	83	69	83
Civil engineering operatives	497	602	227	1,326	1,113	362	1,688	84	74	84
Specialist building operatives	482	587	222	1,291	1,080	n/a	1,291	65	54	65
Total for top ten	10,264	12,495	4,723	27,482	23,158	5,097	32,579	20,110	1,412	1,630

Source: *QTS Ltd: South London Construction Training Network report, February 2015*

Agenda Item 7

Item No.	Classification: Open	Date: 14 November 2016	Meeting Name: Overview and Scrutiny
Report title:		New Homes Delivery Programme	
Ward(s) or groups affected:		All Wards	
Cabinet Member:		Councillor Mark Williams, Cabinet Member for Regeneration and New Homes	

BACKGROUND INFORMATION

1. The cabinet established the Independent Housing Commission in January 2012 in order to secure an unbiased perspective and make recommendations and conclusions for an investment strategy of up to 30 years. On 16 July 2013 cabinet considered the conclusions and next steps following community and stakeholder engagement and set out the council vision to deliver 11,000 new homes by 2043.

2. On 27 January 2015, the cabinet agreed its new long term housing strategy for the borough including specific commitments for increasing housing supply, including building 11,000 new council homes for social rent by 2043.

3. On 25 February 2015 Council Assembly endorsed the Council Plan to 2017/18 which included the Fairer Future Promise- Quality affordable homes, which states 'We will improve housing standards and build more homes of every kind, including 11,000 new council homes'

4. The council has set out its vision for the future of council housing and has continued its detailed conversation with residents about this.

KEY ISSUES FOR CONSIDERATION

WHAT HAS BEEN ACHIEVED – OVERALL POSITION

5. The council has already delivered 227 council homes for residents across Southwark.

6. A further 179 council homes are on site.

7. In addition to those homes on delivered or on site there is a pipeline estimated over 1200 council homes that are in earlier stages of the development process and consultation is continuing in line with the Charter of Principles.

8. The Charter of Principles is also being followed to consult with residents prior to seeking delegated approval from the cabinet member for regeneration for inclusion of further sites into the development pipeline for the New Homes Programme.

What has been achieved – direct delivery of new homes

9. The Willow Walk site previously housed temporary accommodation and was developed to create a total of 75 council homes through two blocks of accommodation. Ros Stark house was completed in August 2015 and is now providing 54 short stay accommodation units. 1 O'Reilly Street, completed in November 2015 is now providing residents homes in 21 general needs housing units in the form of flats for social rent. This development has been recognised and placed as highly commended at the LABC Building Excellence Awards 2016 within the "Best social or affordable new housing development" category.

10. Clifton Estate Garages *(1-8 Parish Apartments, 7 Clayton Road, London SE15)* completed in July 2016 providing 8 council homes, Masterman House Garages *(Flats 1-25 Piper Court, 8 Lomond Grove, London SE5)* completed in September 2016 providing 15 council homes as well as homes for sale.

11. 169 Long Lane (Flats 1-19 Villiers Court, 167 Long Lane, SE1 & 115 Weston St) created 21 new council homes and a commercial unit completed in October 2016.

12. There are a further 5 developments that are on site, delivering 123 council rented homes, 28 intermediate homes and a community centre. These homes are expected to be completed in 2016/17, except Sumner Road which only started in 2016. A number of these developments have been named following consultation with local residents. The new addresses are noted in brackets.
    - Gatebeck House (Gatebeck House)
    - Southdown House (Southdown House)
    - Cator Street Extra Care (Tayo Situ House)
    - Nunhead Site B (Candle Grove / Nunhead Lane)
    - Sumner Road (Blossom Court)

13. Lakanal Shops New Build has planning permission and is due to start early next financial year.

14. The following have been submitted for planning:
    - Tenda Road Car park
    - 35-41 Nunhead Lane
    - Pelier Street
    - Meeting House Lane
    - Daniels Road Car Park

15. The following are expected to submit planning shortly:
    - Haddonfield Estate garages
    - Commercial Way
    - Kinglake Street Garages
    - Goschen Estate

16. The remaining sites at various stages in the development process and consultation is continuing in line with the Charter of Principles:
    - Canada Estate
    - Lugard Road Garages
    - Fenham Road Garages
    - Welsford Street Garages
    - Rye Hill Park Garages

- 39-44 Rutley Close
- Seavington House and Garages
- Salisbury Est Car Park (Balfour Street)
- Mayflower T&RA Hall
- Tissington/Silverlock Estate underground garages
- Sceaux Gardens (Florian and Racine including some garages)
- Slippers Estate (Car Park), SE16
- Land 61-91 Brisbane Street (Elmington Estate)
- 66 Linden Grove (TA)
- Sedgemoor Place (TA)
- Bassano Street (Garages)
- Henslowe Road (Garages)
- Vestry Road (Lettsom T&RA Hall)
- Abbeyfield Estate - Bede Centre site
- Maydew House (additional build on top)

17. Employers Agents and Architects have been appointed through an existing OJEU compliant framework available for use by local authorities. Approval was given to enter into joining agreements with Peabody and Hyde to use their framework agreements. The architects will design the schemes to achieve planning and enable the schemes to be tendered on a design and build basis.

18. Three gateway 1 reports have been approved the strategy to procure contractors for schemes listed above and future schemes up to March 2019, the Gateways cover schemes which are: under OJEU procurement levels (£4.1m); over OJEU levels up to £10m; and over £10m, the latter of which was approved by Cabinet on 7 June 2016.

19. Consultation continues with residents on a number of other potential sites for inclusion in the programme. These sites will then be included in an IDM for the cabinet member for new homes and regeneration.

Hidden Homes Programme

20. Hidden Homes programme delivers new homes in existing properties or estates. The programme has already delivered 28 new council homes and there are currently four homes on site.

Building on top

21. The council is currently investigating whether it will be possible to build additional units on top of the existing homes.

22. Some possible opportunities are being investigated further and discussed with residents in line with the Charter of Principles. If residents support in principle the possibility of helping deliver more homes then more detailed structural surveys would be carried out to see if the proposals were technically feasible and viable.

23. Building on top has a number of potential advantages including the extra council homes that it will deliver and there being no additional land requirement. It is expected that the residents of the blocks will benefit from additional works such as roofing work and building cladding that will improve thermal comfort and reduce resident's bills.

24. Officers are investigating a number of existing buildings where additional units have been added on top in order to learn lessons and find innovative design. This will ensure that any project involving building on top in Southwark will deliver homes that the borough can be proud of for years to come.

What has been achieved –Southwark Regeneration

25. The Southwark Regeneration in Partnership Programme (SRPP) was made up of 18 sites, packaged into two lots (Lot A and B), that will deliver over 500 new council homes.

SCHEME NAME	RESIDENTIAL UNIT NUMBERS			
	Social rent	Intermediate	Sale	TOTAL
Copeland Road car park, SE15 (Lot B)	24	18	25	**67**
Peckham Library Square Peckham high street, SE15 (Lot B)	6	3	10	**19**
Petrol Station, 233-247 Old Kent Road SE1 (Lot B)	11	0	12	**23**
Flaxyard site, Sumner Road SE16 (Lot B)	97	24	0	**121**
21/23 Parkhouse Street (Lot B)	10	2	20	**32**
Council Offices - Sumner House, Sumner Road SE15 (Lot B)	0	0	48	**48**
Brandon Baptist Centre & Land Redcar Street SE5 (Wyndham) (Lot B)	74	0	40	**114**
Land at Angel Oak Academy, Chandler Way SE15 (Lot B)	26	32	27	**85**
ASC facilities - Fred Francis Centre, 269 Lordship Lane SE22 (Lot B)	16	0	16	**32**
Wickway Community Centre, St George Way SE15 (Lot B)	20	15	30	**65**
Albion St (Civic Centre site) SE16	22	0	0	**22**
Shops & Council Offices, Manor Place /Stopford Road SE17	30	0	30	**60**
Workshops, 42 Braganza Street SE17	18	0	15	**33**
South Dock Marina, Plough Way SE16	65	0	121	**186**
Albion Primary School Land, Albion Street SE16	50	0	0	**50**
Cherry Gardens School, Macks Road SE16	15	19	16	**50**
ASC facilities - Day Centre, 345 Southwark Park SE16	15	0	20	**35**

26. The two lots were tendered through the London Development Panel Framework.

27. Bids were received for Lot B and following tender evaluation and further due diligence Affinity Sutton will be awarded the contract in November 2016 to deliver Lot B. Affinity Sutton are working to an agreed delivery timetable starting with the sites that the council has identified as ‘quick wins’ within Lot B.

28. No bids were received for Lot A. A few of the Lot A bidders have commented on market uncertainties at the moment, particularly for the sale of the high value private properties. This is consistent with the council’s own research and feedback which demonstrates that in high value areas the market for private sales has stagnated due to factors outside the council’s control such as

government interventions on stamp duty and buy-to-let, Brexit and general market uncertainty.

29. Officers are addressing this general market uncertainty by repackaging the sites to improve marketability and by lowering development risks with the aim of retendering in the spring of 2017. To this end, officers are continuing efforts to complete public consultation, submit planning applications, initiate the Housing Zone funding draw down process and achieve vacant possession.

30. Design feasibility and pre-application assessments have been undertaken for all of these sites. Consultation is underway in line with the Charter of Principles for the sites. A majority of the sites have completed Stage 2 design and feasibility and planning applications are being progressed for the following sites within as 'quick win' sites, in order to achieve an earlier start on site:
    a. Civic Centre, Albion Street, SE16
    b. Shops & Council Offices, Manor Place/Stopford Road, SE17
    d. Workshops, 42 Braganza Street, SE17
    e. Car Park Site Copeland Road, SE15
    f. Flaxyard Site Sumner Road, SE15
    g. Petrol Station, 233-247 Old Kent Rd, SE1
    h. Land at Peckham Library Square Peckham High Street, SE15
    i. 21/23 Parkhouse Street, SE5

31. Design development is also progressing on South Dock Marina Boatyard. Following feedback from earlier consultation, the original proposals are being revised with new designs that will address concerns about height and massing. These were presented to the public in September 2016. There will be further consultations and it is expected that the scheme will be procured separately in 2017.

32. The Greater London Authority has confirmed £50m funding for two housing zones, Canada Water and Old Kent Road-Peckham, as part of the £600m in funding made available by the Mayor and government for the construction of 75,000 new homes. This will enable funding necessary to ensure delivery of the proposed affordable housing.

What has been achieved – Section 106 (s106) purchases

33. It was always envisaged that s106 purchases would contribute to the delivery of new homes. The council has secured two sites that will deliver new council homes. In 2015/16 the council has purchased homes on two developments delivering 80 social rented homes as well as 10 intermediate homes.
    - Surrey Docks has handed over providing 24 homes for council rent and 10 intermediate homes.
    - Blackfriars will not complete until 2017/18.

34. The council is in talks with developers over further s106 purchases across several sites. The council are investigating a number of potential s106 acquisitions to complement those already completed.

What has been achieved – Leathermarket CBS

35. In July 2016 a grant to a maximum sum of £9.252m was granted to Leathermarket Community Benefit Society Limited (CBS) has been provided by the council in order for a development of 27 new council funded homes at council rents on the Weston Street Garages (Kipling Garages). The scheme is due to start on site later in 2016.

36. The CBS plans to develop a further 37 units at Joseph Lancaster Nursery (Deverell Street).

What has been achieved – Charter of Principles

37. The council has committed to a four-stage consultation approach to ensure residents' views remain central to decisions relating to the delivery of the 11,000 new council homes.

Stage	**11,000 council homes – stages of public consultation**	**Time frame**	**Update**
Stage 1	Charter of Principles	August – October 2014	Completed
Stage 2	Borough-wide principles for development	January – September 2015	Completed
Stage 3	Estate-by-estate/ site specific engagement	Autumn 2015 onwards	Ongoing
Stage 4	Engagement with local residents around involvement in management of new homes	As various projects near completion	Ongoing

38. Stage 1 of the consultation was completed in October 2014, with cabinet approving the resulting Charter of Principles - a framework for consulting residents of Southwark on the on-going delivery of 11,000 new council homes - on 18 November 2014. Over 2,000 responses were received at this stage of consultation, demonstrating the potential for resident involvement in this historic project.

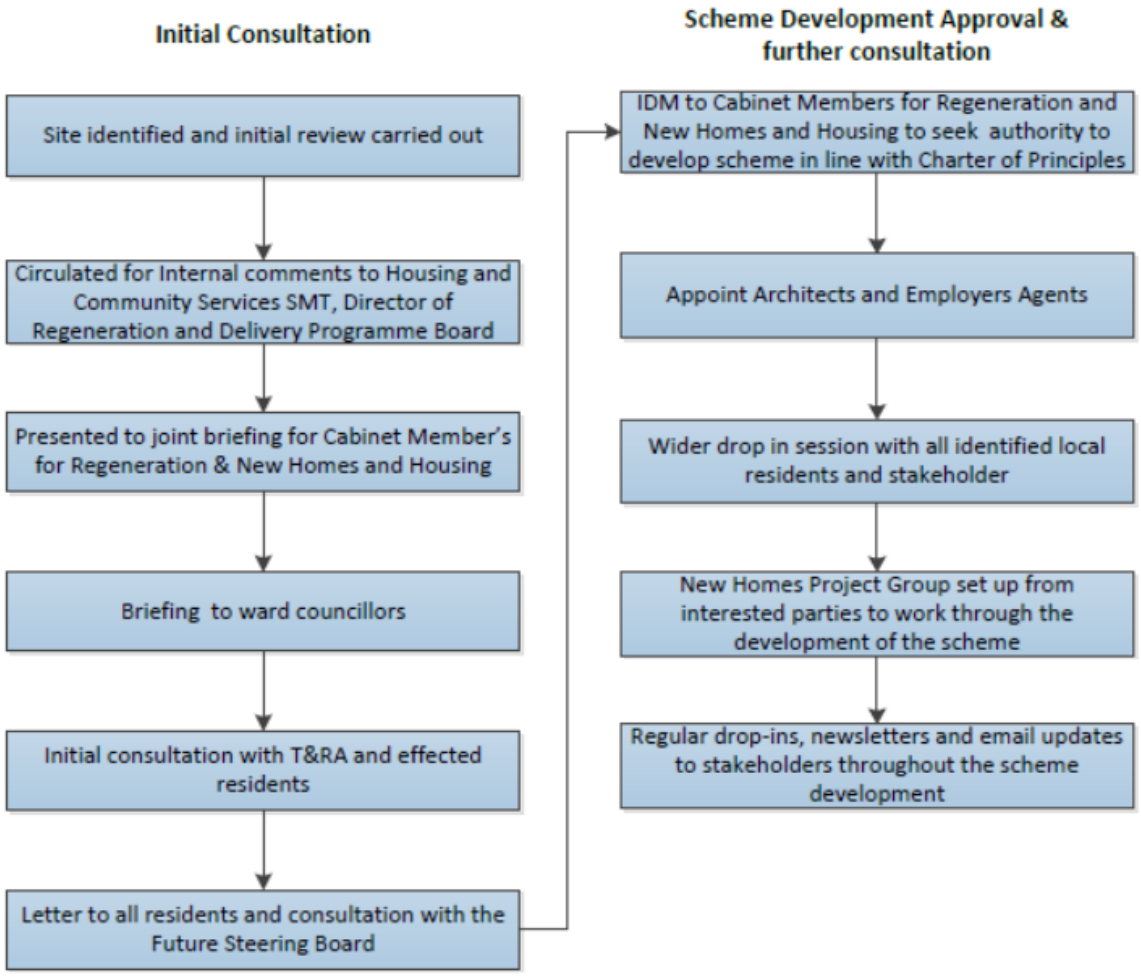
39. Stage 2 was completed in September 2015 with a report going to Cabinet in November 2015. This established borough wide principles for development. Over 2,500 people took part in the consultation focusing on where we could build the 11,000 new council homes, what these homes look should like and how we can we make these homes and neighbourhoods better places to live. Cabinet acknowledged the significant number of responses indicating the importance of high quality design indistinguishable from private housing, safe and well-lit areas and good access to public transport and GPs. Cabinet also noted that the majority of respondents expressed that new council homes should be highly energy efficient, well sound-proofed and spacious to cater for families, and for there to be well-maintained green space, communal sports facilities and opportunities for residents to interact at community events.

40. The feedback has been further incorporated into delivery plans through the design guide that has been delivered which in turn informs the employers requirements that have also been agreed.

41. Stage 2 included an interactive map for suggestion on where homes could be built and the list of suggested sites have been passed to planning for an initial investigation into their feasibility. In total we received 92 responses:
    - 46 responses were not taken forward in terms of identifying new sites as they either suggested where not to build, were comments unrelated to building council homes, unclear or vague, referred to a permitted development site or related to a site with a land use designation (such as open space) which would limit opportunities for redevelopment
    - 19 responses were on privately owned land
    - 28 sites where identified on council land require further investigation and, if viable, will be taken forward in line with the Charter of Principles

42. Stage 3 of the 11,000 new council homes consultation is also now underway with consultation plans for each new site, in line with the Charter of Principles. A location-specific plan of engagement is planned for each site to ensure that all residents and local stakeholders can be involved in the development of new homes.

43. For all the sites identified since the agreement of the Charter of Principles consultation has included a variety of ways that residents can be involved using the location-specific plan of engagement. In general this has followed the format below, although specific engagement plans will be drawn up depending on the site and feedback from stakeholders.



44. Responses to the consultation and proposals have generally been positive though this has varied depending on the site and proposals. Following the initial drop-in sessions, in most cases a New Homes Project Group is established. In order that those taking part in the group can play an active role, the initial meeting is chaired by a 'Tenant's Friend', and includes a training session. The groups are formed on a task and finish basis and will continue to meet throughout the life of the project, as outlined below. Where there is insufficient interest in forming a group, the consultation is tailored appropriately, and could include additional drop-in sessions, newsletters and attendance at T&RA meetings.

45. The New Homes Project Groups (NHPG):
    - act as the first point of consultation throughout the life of the project and to consider and make comment on the following key issues related to the development;
    - advise the council on how to ensure all residents affected by the site have an opportunity to comment on and review any proposals, and support the council in delivering local engagement
    - ensure that the council are aware of local issues that might impact on the proposals
    - identify local priorities that could be met and benefits that might be delivered alongside the scheme or ways to improve the estate as part of the scheme.
    - ensure that the council provides information in a timely and appropriate way to the NHPG and residents affected by the development.
    - comment on and advise the Council on significant publicity material the council produces linked to the delivery of the new homes.
    - continue to meet during the delivery phase of the project to gather resident feed back on delivery progress and discuss and propose solutions to issues that arise during delivery phase.
    - monitor the progress of the delivery of the new homes by providing feed back to monthly contractors monitoring meetings and raise any queries regarding the progress/ manner in which the build is progressing.

46. Stage 4 of the consultation is engagement with local residents around involvement in management of new homes. Where new homes are built close to existing TMOs discussions will take place about the new homes being managed through the local TMO.

47. On other sites discussions with residents about greater involvement in the management of their homes will take place post allocation.

The Future Steering Board

48. The Future Steering Board (FSB), a group of tenants and leaseholders nominated by their respective tenant and homeowner councils, supported by an independent resident's friend, continues to play a crucial role in providing detailed feedback to the council's policies and proposals in this area. They maintain an active role in the development of new homes and have visited and provided feedback on the Clifton Estate Garages (Parish Apartments) and Willow Walk.

What Has Been Achieved – Development of the Design Guide

49. Southwark Design Guide is a client brief to design consultants and contractors that is based around 15 design values the council wants for its new homes. The Southwark Design Guide was approved by the cabinet in November 2015 and was developed alongside the boroughwide consultation.

50. The design values are:
    1. Promote equality, diversity and social cohesion through tenure blind design.
    2. Provide a wide range of dwelling types and sizes that respond to different household sizes, ages, circumstances and lifestyle choices.
    3. Create a legacy of high quality buildings and spaces and places where these can be justified through a long-term approach.
    4. Involve residents every step of the way.
    5. Enhance the character, identity and psychology of an existing place – or create new places that have this potential.
    6. Be open to new ideas, innovation and the benefits of smart and sustainable technology without taking undue risks.
    7. Reduce capital cost by using space wisely in buildings that are straightforward to construct.
    8. Keep rents, service charges and general running costs down by using robust, good quality materials and designing for low maintenance and light-touch management.
    9. Reduce health and social care costs by making homes and neighbourhoods safe, comfortable, accessible and adaptable to changing need.
    10. Take a 'lean, green and clean' approach to energy consumption to reduce fuel poverty and protect the natural environment.
    11. Support family life and individual health and well-being by creating healthy environments that value privacy as well as sociability.
    12. Improve life chances and encourage social mobility by providing space to study and work and for recreation and play.
    13. Provide opportunities for social interaction and civic participation.
    14. Create homes and places where people feel they have ownership, and are proud to live in and want to care for.
    15. Seek to spread regeneration benefits beyond the immediate site boundary and ensure that new development takes account of future plans and looks for wider opportunities.

What Has Been Achieved – Development of Employer's Requirements and procedures

51. Leading on from the development of the design guide, a set of generic Employers Requirement (ERs) have been developed. The ERs sets out the councils requirements for Contractors to maximise values by ensuring a high quality product whilst driving out waste in terms of unnecessary cost, inefficient programme, inappropriate product selection and sub-standard workmanship. The ERs reflect the need to provide long term assets which enhance the council asset base and take into account the need to minimise future maintenance requirements. They also reflect the lessons learned from schemes completed and good practice developed across the Asset Management division. A specific set of ERs will be developed for each scheme.

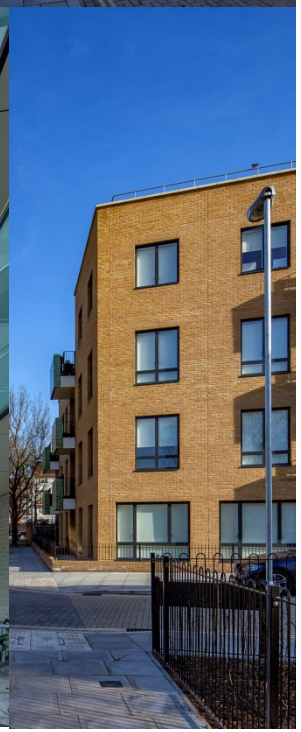
52. A set of procedures has been developed for the management of the new homes programme. The guide was developed in partnership with an experienced affordable housing consultant and drew on best practice in the industry. The

guide sets out the steps that need to be taken in identifying, acquiring and bringing forward sites for development and delivering successful housing projects.

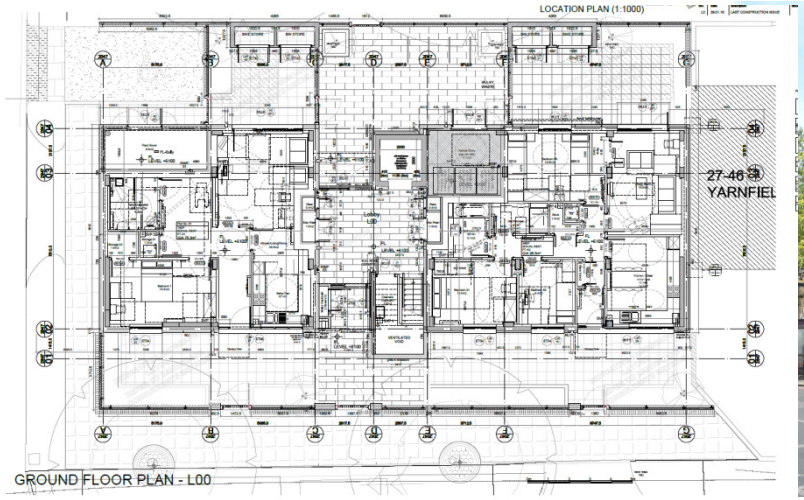
APPENDICES

No.	Title
Appendix 1	The programme in pictures
Appendix 2	Design Brief

New Homes Programme: Willow Walk

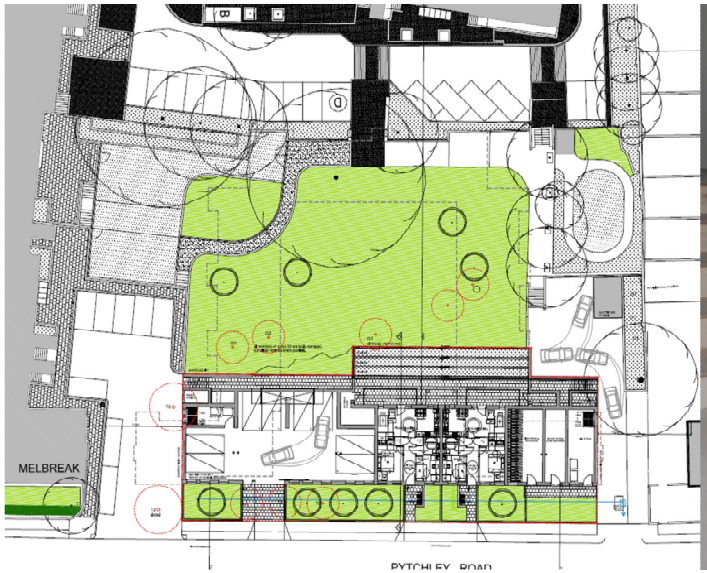


New Homes Programme: Clifton Estate

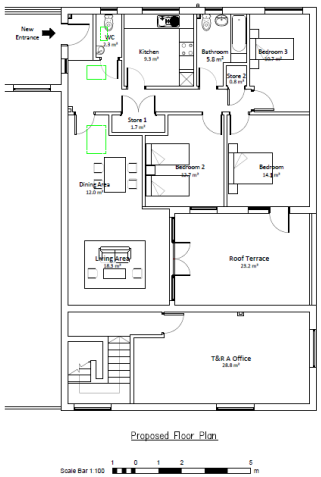


New Homes Programme: Masterman House

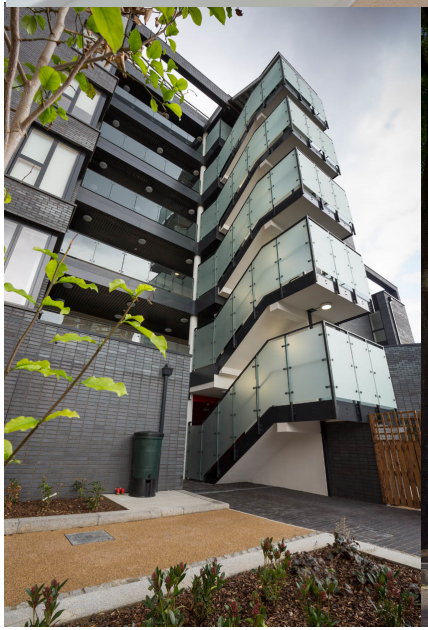
New Homes Programme: Southdown House



Hidden Homes: 210a Jamaica Road



New Homes Programme: Long Lane



NEW HOMES DESIGN STANDARDS

Change Control

Version No:	19
Issue Date:	23 November 2015
Status:	Interim Draft

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Contents

Introduction

Contents

- **Background and borough wide objectives**
- **The role of this document**
- **How is it is structured**
- **How it should be used**
- **How it relates to other standards**
- **Keeping it up to date**
- **Summary of minimum design standards**

Background and borough wide objectives

Southwark is once again building new council homes. Our aim is to build 11,000 new homes by 2043 –and 1500 of these by 2018. But quality is every bit as important as quantity. If we are to live up to the promises we have made we need to be clear about the values we hold and the standards we must meet.

Our expectations for these new homes are set out in a suite of three documents. The component parts are as follows:

- **Design Values**
- **Design Standards**
- **Technical Specifications**

The primary aim of our new programme of council housing development is to build more homes for affordable and social rent. We will, however, be developing across the full range of tenures – partly to achieve our goal of mixed communities and partly to help fund future development through cross subsidy generated by homes we sell, and the higher levels of revenue we will accrue through private rental.

In developing these documents, the starting point has been the five core **fairer future principles** set out in our **Council Plan.** All of these have implications for any new housing we build:

- **Treat residents as if they were a valued member of our own family**
- **Be open, honest and accountable**
- **Spend money as if it were from our own pocket**
- **Work for everyone to realise their own potential**
- **Make Southwark a place to be proud of**

The design values, design standards and the technical specifications also respond very directly to seven of our **10 Fairer Future Promises**:

Promise 1 – Value for Money
We will continue to keep council tax low by delivering value for money across all our high quality services.

Promise 2 – Make it easier to be healthy and live a healthy lifestyle
We will work across the council to reduce health inequalities and improve people's lives. By making all council homes warm, dry and safe and by building quality new homes, we are helping people to live healthier lives.

Promise 3 – Quality Affordable Homes
We will improve housing standards and build more homes of every kind including 11,000 new council homes with 1,500 by 2018. We will make all council homes warm, dry and safe and start the roll out of our quality kitchen and bathroom guarantee.

Promise 6 – A Greener Borough
We will protect our environment by diverting more than 95% of waste away from landfill, doubling the estates receiving green energy and investing in our parks and open spaces.

Promise 7 – Safer Communities
We will make Southwark safer with increased CCTV, more estate security doors and a Women's Safety Charter. We will have zero-tolerance on noisy neighbours.

Promise 9 – Revitalised Neighbourhoods
We will revitalise our neighbourhoods to make them places in which we can all be proud to live and work, transforming the Elephant and Castle, the Aylesbury and starting regeneration of the Old Kent Road.

Promise 10 – Age Friendly Borough
We want you to get the best out of Southwark whatever your age so we will become an age friendly borough, including the delivery of an ethical care charter and an older people's centre of excellence.

The role of this document

In order to make a genuine difference to the lives of our residents, these promises need to be turned into simple, practical measures that can be delivered on the ground. That is the purpose of this new suite of documents.

The first, **Design Values**, shows how our Council-wide pledges have been developed into a set of priorities that relate directly to the design and building of new homes in Southwark. It then demonstrates how these priorities have been taken forward in this, our second, **Design Standards** document, and on into the **Technical Specifications,** the third document.

In here, we set out the design standards we expect to see for all of our new homes and developments. Southwark is a large and varied borough with a very wide range of housing need, tenure and typology at very different densities. So although these standards are unique to us they will still need to be supplemented on a project-by-project basis to reflect extra sites specific requirements. Key aspects of this and the Technical Specifications will then be incorporated in the Employers Requirements we produce for every scheme. Without being over prescriptive, the aim is to achieve a consistent level of quality while delivering value for money over the long term, at a time when all local authority budgets are particularly stretched.

Our aim is to look to the future while learning from the past. Our experience as landlord continues to inform our role as client and in developing this suite of documents we have drawn on the wide-ranging experience of many residents, councillors, council staff and consultants, including Levitt Bernstein and PRP architects, who have produced these documents for us.

How it is structured

The standards are divided into three sections:

1. **The public realm**
2. **Communal areas**
3. **Private spaces in and around the home**

Each section starts with a summary of design considerations followed by the standards we require. Both relate clearly back to our design values.

Inevitably, it is possible to be more specific with internal areas than external areas as the latter vary more from site to site. The level of detail therefore increases through the three sections.

The standards are set out in simple tables under a series of sub-headings that broadly follow the sequencing of the GLA housing standards. Where they relate directly to our existing planning policy standards, these are identified in the first column. They are also cross-referenced to the corresponding GLA standard and to the technical specifications in our third document.

There is an additional blank table to allow us to add in extra requirements for an individual project.

As well as acting as a design brief, this document can be used to evaluate proposals. Compliance with each of the standards can be checked and recorded in the final column of the tables.

As we explain in a later section, very recent changes to government policy relating to housing standards, mean that we will need to issue an updated version of this document before the end of this year and this interim version has been produced with that in mind.

How it should be used

The three documents will be used individually and together. They will be used to convey our expectations during a bidding process and form the main part of our brief to the consultants we appoint. They also represent a commitment to our residents.

They need to be read in conjunction with our Core Strategy, New Southwark Plan and related policy documents, all of our existing housing related planning policy documents, the London Plan and other GLA standards and relevant external publications.

We know that building new homes takes a great deal of effort, and needs a wide range of skills from a large number of participants. Good teamwork is essential if we are to emerge with a good product and that relies on a common understanding of shared goals. We therefore expect everyone who wishes to work with us - whether as designers, other consultants or development partners - to familiarise themselves with the full suite of documents as well as with our other housing related policy documents.

This process starts with an understanding of our **Design Values**– what they are, and where they come from. We expect them to be a constant reference point throughout the entire process. They should underpin all the decisions that are made and remain the test of a successful outcome.

As the design process gets underway, the **Design Standards** will become the most relevant day-to-day reference point up to planning stage. From there on, the **Technical Specifications** will pay a larger role.

We will, however, remain open to alternative proposals, products, materials or approaches that can achieve an equivalent or better result more effectively or more economically. We are also aware that viability varies - that some sites, or types of project, are more challenging than others - and accept that there is sometimes a need to compromise.

Where this happens, the onus will be on the consultants and contractors we work with to explain and justify any deviations, as soon as they become apparent, and to offer alternative solutions. This applies to our own standards, and the GLA standards.

Where we are seeking funding it will be imperative to flag-up any areas where it is difficult to meet the GLA standards. This needs to happen early to allow us to discuss this with the investment manager from the GLA Housing and Land Team and provide the necessary detail for the proforma as soon as possible.

As proposals emerge and develop, we will be reviewing them against our values and standards and will expect our design team to carry out and submit a comprehensive audit against the full set of design requirements, prior to making a planning application. We also expect our appointed teams to engage with our planners and with experts from highways, sustainability, arboriculture, ecology, waste management and other fields as appropriate.

Subject to possible project specific tenure variations, where it is deemed necessary, the new standards and specifications will apply to all new housing owned and built by us, or built on our behalf. They may also apply, in whole or in part, to new specialised housing, particularly sheltered housing, but this will be discussed and agreed for the individual project concerned.

How it relates to other standards

The standards in here complement and supplement our existing council standards and take account of many other external standards – particularly those of the GLA. As far as possible, they also take account of final outcome of the Governments review of housing standards, published in March 2015.

They interpret these documents in the context of our own house-building programme, and add extra standards where we feel they are necessary. They provide more detail, and at a more practical level. They cover issues such as management and maintenance - the less 'glamorous' areas that receive little coverage in typical design guides, but are crucial to long-term success.

The new documents relate to the planning policy framework as follows:

National Planning Policy Framework (NPPF)

Current and emerging national space standard and regulations

London Plan and GLA housing standards, including funding criteria

Southwark Local Plan comprising:

- Core Strategy 2011
- The Emerging Southwark Plan

Southwark Supplementary Planning Documents:

- Sustainable Design and Construction 2009
- Residential Design Standards 2011
- Sustainable Transport 2010

Area Action Plans (AAPs)

Neighbourhood Plans

Transport Plan 2011

Cycling Strategy 2015

Southwark Housing Design and Technical Brief:

- Design Values,
- Design Standards
- Technical Specifications

The GLA housing standards draw on external standards including Building for Life, the Code for Sustainable Homes, Secured by Design, Lifetime Homes, the Wheelchair Housing Design Guide and the GLA Best Practice Guidance for Wheelchair Accessible Housing, 2007.

Our own requirements adopt some, but not all, of these other documents. This is partly because some, including the Code, will be withdrawn as a result of the Government's review. To simplify what is currently a very complex picture, a summary of the minimum design standards we require is included at the end of this section.

Keeping it up to date

Not yet in use, this document has already been affected by new government policies and legislation. Ministers announced last year that new homes must achieve Zero Carbon (with Allowable Solutions) from 2016. This year has seen the introduction of new and amended Building Regulations for accessibility, security, waste and water, and the publication of a new national space standard.

These changes took effect from October 2015 and will affect the GLA planning and funding standards as well as our existing local planning policies and the standards in here. Rather than wait, we have continued with the drafting of what is now an interim version because we have projects already underway and others about to start. We therefore intend to update both this and the technical specifications later this year. At the same time, we hope to bring our existing planning policies into line too.

Looking further ahead, we intend to review our requirements regularly to ensure that they remain current, and reflect what we learn. As the standards are implemented we will seek feedback from our own staff (particularly housing managers) and from external development partners and consultants.

In particular, we will reflect and act upon what we learn from our residents.

Summary of minimum design standards

General requirements for all tenures

- **Southwark design standards set out in this document (subject to project specific tenure variations)**
- **Other housing related Southwark planning policy requirements**
- **GLA housing standards including**:
  - All Baseline and Good Practice standards
  - Code for Sustainable Homes (Level 4)
  - Secured by Design (including certification where possible)
- **New national space standard and new regulations for accessibility, security, water and waste where these supersede GLA standards**
- **London Plan parking standards**

Requirements for wheelchair housing

- **New regulation M4(3) Category 3 for wheelchair housing comprising:**
  - Wheelchair accessible standards for affordable rented housing
  - Wheelchair adaptable standards for private and intermediate housing

(Note that this supersedes our current planning policy requirements for affordable rented housing to meet the South East London Housing Partnership Wheelchair Design Guidance and for private and intermediate tenures to comply with the wheelchair adaptable standards in the GLA Housing SPG 2012 and Best Practice Guidance 2007).

New Southwark Plan, Preferred Option, Consultation Version, 22 October 2015

The most relevant Development Management Policies are listed below and their requirements briefly summarised;

DM1 **Affordable homes** - sets out the tenure mix generally expected

DM2 **New family homes** - sets out the dwelling mix generally expected, by tenure.

DM6 **Homes for households with specialist needs** - confirms that 10% of all new dwellings must meet the new optional requirement M4(3) 'Wheelchair User Dwellings' of the Building Regulations, and that all affordable wheelchair dwellings must be accessible (not adaptable) and also meet the requirements of the SELHP wheelchair Housing Design Guide, including its space standards

DM8 **Optimising delivery of new homes** - sets out density targets across the borough, lists the enhanced design standards that would allow higher densities to be considered, and includes a methodology for calculating density, including in mixed use buildings

DM9 **Design of places** - describes the general approach to urban design and placemaking

DM10 **Design quality** - sets out the general principles for good design

DM11 **Residential design** - sets out the general principles for good housing design, confirms the requirement for new homes to meet the nationally described space standard and provides minimum play requirements within communal space

DM12 **Tall buildings** - sets out the general design principles for tall buildings

DM48 **Car parking** - sets out general requirements and requires any new parking need to be met on site

DM49 **Parking standards for disabled people and the mobility impaired** - sets out general requirements and requires one accessible parking space to be provided for every wheelchair accessible dwelling

DM51 **Designing out crime** - reinforces the need for overlooking and active frontages and requires the principles of Secured by Design to be met

DM53 **Biodiversity** - requires the protection and enhancement of natural habitats

DM56 **Energy** - requires major new development to be Zero Carbon, $C0_2$ reduction to be achieved on site where possible, and connection to be made to existing District Heat Networks (DHNs) and CHP to be considered elsewhere

DM62 **Reducing water use and improving water quality** - confirms the need to meet the optional requirement in Part G of the Building Regulations of 105 litres/per person/per day, excluding 5 litres for external use

1. The public realm

Contents

Design considerations

The standards we require

Additional requirements for this project

Design Considerations for the public realm

How we feel about where we live extends well beyond our own front door. The quality of our external environment is integral to our sense of wellbeing and belonging. Places that are well designed become well loved and well used. They provide a framework for stable and sustainable communities and a platform for individual fulfilment and mutual support. Feeling valued and proud of where we live leads to responsibility and good stewardship too.

The design standards in this first section deal largely with the public realm and should be read alongside our existing planning policy documents and the Building for Life criteria.

From the start of every project we want to see our design values reflected in the proposals put before us. We look for design that is appropriate to its physical context, reflects the best aspects of local character and integrates well with the surrounding area. We expect new development to realise the full potential of every site and exploit opportunities to improve the wider area wherever possible. Character, continuity and enclosure, quality of the public realm, ease of movement, legibility, adaptability and diversity are key components of successful urban design and place making.

We expect the response to context to be clearly demonstrated by a site analysis diagram highlighting the constraints and weaknesses of the site and its immediate surroundings. In our capacity as clients, we will be in active dialogue with our appointed teams and development partners, and will be discussing design ideas as they emerge and evolve. We will want to see and discuss this analysis at the start of the design process in order to comment and feed in local knowledge. We will also expect to see a concept diagram showing how the design responds to the unique characteristics of the site and addresses broad planning policy objectives.

Early sketch designs will need to show how the outline proposals address key aspects of our project brief including requirements for housing mix, tenure and density, parking and cycle storage.

We will want to see how the scheme is shaping up in terms of scale and massing and be reassured that the general layout and approach has the potential to deliver homes that have adequate amenity space, daylight, sunlight and privacy, avoid undue overlooking, noise and disturbance and meet our environmental sustainability objectives. We will want to talk about materials and components and see precedents, models and 3D images.

Our new housing standards also place strong emphasis on designing for ease of management and maintenance -and therefore to our ability to keep service charges down. This means providing good access to all parts of a development–considerations that affect very early layout decisions. We will want to know not only how residents and visitors will access their homes, parking and other facilities, but also how we, and others, will gain access for deliveries, waste collection, emergency situations, routine maintenance and more major repairs.

Similarly, early design decisions about form, massing and orientation have a significant impact on the long-term sustainability of a development. The biggest benefits are often achieved as a result of sound strategies which understand the links between buildings that are attractive, accessible, durable and energy efficient - spaces that are interesting, enjoyable and bio-diverse - materials and components that are easy to maintain, green and locally sourced - and the health and well-being of residents.

Creating buildings and spaces that stand the test of time is one of our top priorities and we want that resilience to be social as well as physical. Designing with and for residents is critical to achieving these aims.

The design standards we expect for external areas are set out on the following pages. This should be read in conjunction with the public realm section of the technical specification.

The standards we require

Key to Southwark policy source references:
SD&C Sustainable Design and Construction SPD, 2009
RDS Residential Design Standards SPD, 2011
SSDM Southwark Streetscape Design Manual

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
1.1 General requirements						
RDS (1.3) (2.2)	1.1.1	Building and spaces should work together to: • respond to their physical context and local character • respect their neighbours • integrate with the existing pattern of buildings and spaces • make a positive contribution to the neighbourhood • optimise the development potential of the site; using the density policy in the Core Strategy as a guide • support the principles of tenure neutral development and mixed communities whereby no group of people is segregated or stigmatised • be designed to age well over a long life • create a safe, attractive, desirable and accessible environment that responds to the human scale even when large or tall buildings are proposed • consider ease of management and maintenance	1.1.1 1.1.2 2.1.1 2.2.1			
	1.1.2	Layouts should maximise the potential for passive solar gain and the use of appropriate renewable technology through the orientation and siting of buildings and spaces, while also considering the visual impact of PV panels etc.				
	1.1.3	Existing assets such as important structures, boundary walls, mature trees and hedgerows should be preserved and incorporated into new development where possible.				
	1.1.4	Buildings should have a strong presence and discernible character that is as evident in the detail of every component as it is in the overall form and massing.				

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
	1.1.5	The design, specification and placement of 'everyday elements' such as doors, windows and balconies, should be carefully considered to combine practicality with appropriate character.				
	1.1.6	Special attention is required at ground level to ensure that: • entrances are welcoming and visible • frontages are not dominated by cycle stores, bins and recycling • homes enjoy privacy while providing active overlooking • boundary treatments are appropriate to their setting • planting is incorporated where this is practical • people feel safe whether they are using the street or within their home • rooms have adequate daylight	3.1.1 5.1.1			

1.2 Streets and other movement networks

	1.2.1	New residential buildings should address, and contribute to, the public realm and provide active overlooking of streets and public spaces through the placement of entrances, windows and balconies. When flank walls are visible, they should make a similar contribution, rather than remain blank.	1.1.2 1.2.3			
SSDM	**1.2.2**	The street pattern should be legible and coherent with a clear hierarchy of routes that take people safely and conveniently where they wish to go, while discouraging through traffic on 'estate roads'.	1.1.2			
	1.2.3	New roads should be designed with reference to our SSDM, and embody an aspiration to improve permeability for residents. Development proposals should be mindful of the Cycling Strategy and the requirement to facilitate routes in the adopted Network Map.				
	1.2.4	Pedestrians and cyclists should be given a higher priority than cars. The design of cycle routes should reflect the standards set out in the SSDM and the London Cycling Design Standards and reflect the local traffic context.				
	1.2.5	New roads, pavements, street lighting, bollards and street signs should be designed to adoptable standards unless otherwise agreed.				

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
	1.2.6	Through-routes should be provided where practical, and turning heads incorporated where cul-de-sacs are unavoidable; allowing for refuse vehicles to turn where necessary.				
	1.2.7	Shared surfaces should be limited to low traffic 'estate roads' and mews type settings where traffic speed is restricted by design.				
SD&C (11.8)	1.2.8	Sustainable urban drainage (SUDS) should be implemented where possible through the use of permeable paving. Refer to SSDM.	6.4.4			
	1.2.9	Good vehicular access for delivery, maintenance and emergency services must be provided to all parts of the site, with the presumption that servicing will take place off-street. As a guide, emergency and service vehicles should be able to pull up and park within 30m of every communal and private entrance, and maintenance vehicles within 10m of plant rooms, play areas, gardens, refuse stores and other areas needing regular maintenance.				
	1.2.10	Tree planting should be incorporated wherever possible; using carefully chosen species appropriately spaced (typically at least 8m apart) in large tree pits away from service routes. Other types of street planting (shrubby or herbaceous) should generally be avoided. Refer to SSDM.				
	1.2.11	Lighting to streets and other outdoor spaces should be low energy (preferably LED) with vandal resistant fittings selected to suit the use of the space and the character of the place. Care should be taken to minimise nuisance to dwellings and, where appropriate, be timed or motion activated.				
	1.2.11	Underground services should be confined to dedicated, identifiable zones, clear of tree planting or other obstacles, and with a surface that can easily be taken up and reinstated (grass or small paving units, rather than tarmac). Refer to SSDM				
	1.2.12	Street 'furniture' (seating, bollards, signage etc.) needs to be carefully selected and sparingly used to avoid 'street clutter' and minimise maintenance. Timber seating will not usually be appropriate in public areas. Refer to SSDM				
	1.2.13	Satellite dishes, boiler flue terminals and extracts should not be located on street facing elevations.				

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
1.3 Boundary treatments						
	1.3.1	It is important to achieve clear demarcation between public and private areas, and, where appropriate, defensible space should be provided as a buffer zone to ground floor dwellings.				
	1.3.2	Planting beds should be included in front gardens where possible, and refuse and cycle storage carefully integrated. (See also Sections 2 and 3). Where boundary planting is not retained behind a wall, railing or fence, the pavement should be wide enough to remain usable in the event that the planting is not adequately maintained. Refer to SSDM				
1.4 Public open space						
RDS (3.1,3.2)	1.4.1	New public open space is likely to be needed for larger schemes (40 or more homes as a rule of thumb) depending on what already exists (or is planned) in the immediate neighbourhood.				
	1.4.2	Every new open space should have a clear purpose and complement, rather than duplicate, what exists nearby.	1.2.1			
RDS (3.2)	1.4.3	Spaces should provide opportunities for incidental play and, where possible include attractive natural play elements (for example tree trunks and boulders).				
RDS (3.2)	1.4.4	Developments with a potential occupancy of 10 or more children should make provision for play in accordance with current GLA guidance (including the methodology for calculating child density).	1.2.2			
	1.4.5	Planting should be carefully selected to provide year-round interest, be low maintenance and drought resistant. Beds and borders need to be at least 1m wide to avoid drying out to support healthy plant growth and prevent drying out. Small areas of grass should also be avoided. Refer to SSDM				
	1.4.6	The design and layout of the scheme as a whole, should always aim to retain existing trees, encourage biodiversity, support existing eco-systems and create new habitats. Refer to SSDM	6.6.1			

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
1.5 Car Parking						
Southwark Plan	**1.5.1**	Parking ratios must comply with the London Plan and reference the emerging Southwark Plan with a presumption for car free development in areas of high public transport accessibility. Parking ratios should be cross checked against Census car ownership levels to highlight suitability of parking levels and realistic demand from future residents. The presumption is that any car parking will be provided off street. Mitigation, such as car clubs and other facilities such as to increase cycle usage, should be used to reduce the demand for car parking and overspill parking in non CPZ areas – parking surveys are required in this case. In CPZ areas, residents will be excluded from applying from on-street parking permits.	3.3.1			
	1.5.2	A designated parking space, (with 1200mm access zones to 3 sides and dropped kerbs) is required within 30m of every wheelchair (Category 3) home even in developments that provide no other parking (zero-parking). Wheelchair parking on an adopted highway is not acceptable.	3.3.2			
	1.5.3	Parking should be secure and overlooked. Where underground or under croft parking spaces are proposed, their future-use or potential for conversion should be considered.				
	1.5.4	Wherever car parking is provided within the public realm it should be carefully designed and located to minimise visual impact but close to the homes it serves. It should be interspersed with trees and/or low maintenance planting, well-lit and well-overlooked. Refer to SSDM	3.3.3			
	1.5.5	Parking areas should be as level and even as possible to provide maximum safety and accessibility, surfaced in semi-permeable paving (a dark colour to disguise oil spills) and with bays demarcated by a contrasting colour or pattern of paving, rather than by painted lines. Refer to SSDM	6.4.4			
1.6 Materials, durability and composition						
	1.6.1	Materials used should look attractive, weather well, have a long-life and require limited maintenance; particularly in areas that are difficult to reach. They should be responsibly sourced, non-polluting and specified to achieve life cycle value, rather than simply to minimise the capital cost.	6.5.1 6.5.2			

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
	1.6.2	For external facades, brickwork is preferable to less durable, higher maintenance materials such as timber or render, but it must be of high quality and well detailed. Material choices and arrangement of external elements should form a coherent composition rather than appear as 'bolt-ons' and non-material amendments.				
	1.6.3	Window frames should be self-finished, composite construction (aluminium/timber) where possible. UPVC and painted or varnished external timber components should generally be avoided.				
SD&C (11.3)	**1.6.4**	Green roofs are encouraged in appropriate locations but must be carefully specified and served by a dedicated watering point. Brown roofs may work better where low maintenance is the priority and they are not visible. The use of green walls is not generally encouraged, but will be considered on a site-by-site basis where there are strong justifications.	6.4.4			

NOTE: Density should be calculated in accordance with the methodology set out in our Residential Design Standards (RSD), Appendix 2

Additional requirements for this project

1. Density target:
2. Tenure breakdown:
3. Dwelling mix:
4. Parking requirement:
5. Cycle storage provision: Refer to London Plan standards and Sustainable Transport SPD

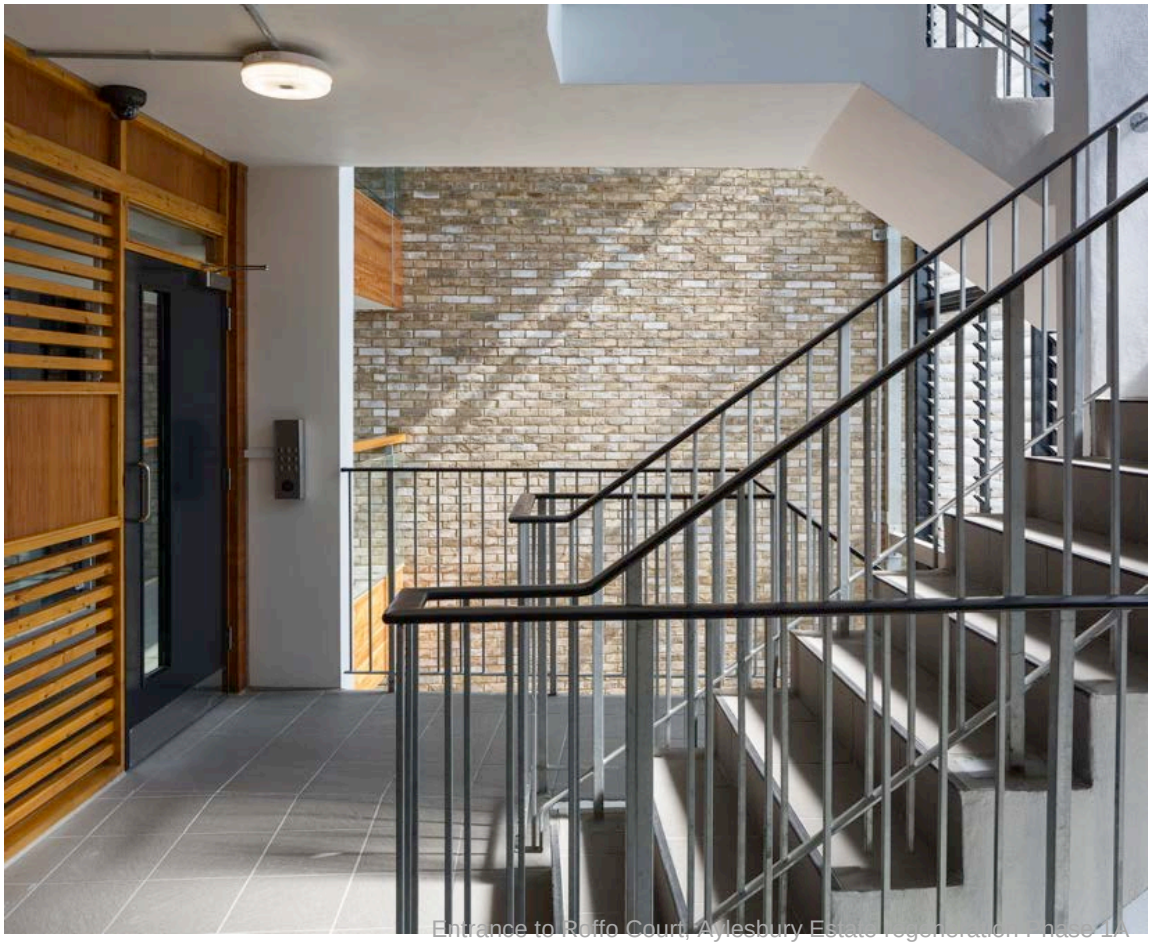
2. Communal areas

Contents

Design considerations

The standards we require

Additional requirements for this project



Entrance to Roffo Court, Aylesbury Estate regeneration - Phase 1A

Design considerations for communal areas

Communal areas are inevitable in high density urban areas where flats predominate. We want to make a virtue of necessity by ensuring that they are convivial spaces that provide opportunities for social interaction and foster community cohesion.

Communal areas can also be some of the most difficult spaces to manage and maintain, especially in complicated mixed-use developments. They have a very significant impact on service charges too, so we prefer to keep internal areas to a reasonable minimum. This means that they will generally only comprise entrance lobbies, lift and stair cores and circulation areas along with essential storage for waste, recycling and bicycles.

Although many of our projects will be mixed tenure, cores will generally be mono-tenure as this simplifies management responsibilities and service charges. The number of dwellings served by each core needs to be carefully balanced, particularly in affordable rented cores where lift access is provided. It is important to have enough households to keep service charges down while keeping numbers at manageable level. Smaller cores also feel safer, less institutional and allow residents to get to know their neighbours.

Previous models of council housing were too often let down by uninspiring, unsafe and invisible entrances. We want the entrances to our new buildings to be genuinely inviting; not just adequate. The sense of arrival begins at the approach to the building and the quality of the route from the communal entrance to the private entrance to each flat matters to residents and their visitors. Initial impressions often form lasting memories.

Communal circulation needs to be safe and uncomplicated - designed to make way-finding simple. Where possible, we seek to avoid escape stairs and dual entrances to the same core. All areas should be bright, fresh, airy and pleasant, and materials hardwearing and easy to clean.

Spaces should be designed to encourage our residents to be good neighbours and discourage anti-social behaviour - such as undue noise, dumping of waste and storage of personal items.

Long, dark, double-loaded corridors do little to encourage a sense of pride and shared responsibility and give rise to single aspect dwellings. We therefore welcome the fact that the GLA standards set limits for the number of homes per floor and per core. We seek efficient, manageable arrangements such as small clusters of flats or short access decks– simple solutions that add value to residents' daily lives without putting undue pressure on service charges.

Many otherwise good scheme fall down because they have failed to set aside enough space for everyday necessities bike and bin stores, as well as for plant rooms, meters, service risers and cleaners cupboards. Others are compromised because these facilities are either too prominent, or are not in safe, accessible locations.

Wherever possible we want to be able to access and maintain services and equipment from communal areas rather than from within flats. This will allow us to isolate and rectify problems quickly and easily with minimal disturbance to residents.

The design standards we expect for communal areas are set out on the following pages. This should be read in conjunction with the communal areas section of the technical specification which includes schedules of preferred internal finishes.

The standards we require

Key to Southwark policy source references:
SD&C Sustainable Design and Construction SPD, 2009
RDS Residential Design Standards SPD, 2011
SSDM Southwark Streetscape Design Manual

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
2.1 General requirements for communal areas						
	2.1.1	There should be no hierarchy or segregation in communal spaces unless there are site specific reasons for doing otherwise.				
	2.1.2	Cores should serve a maximum of 25 dwellings or 100 people/bed spaces, and each landing (or length of landing) give access to a maximum of 8 dwellings, unless higher numbers are expressly permitted. Single orientation open deck access should be considered provided that it enhances or increases security. Designing for passive natural surveillance should be the starting point.	3.2.1 3.2.2			
	2.1.3	Internal communal space generally should be secure but welcoming, and naturally lit and ventilated as far as possible. Spaces should be modest in size to keep to service charges reasonable but designed to encourage social interaction, a sense of collective ownership and self-maintenance.	3.2.3			
	2.1.4	Finishes should be attractive, durable and easy to clean.				
	2.1.5	M and E services and equipment must be well integrated and concealed where possible, but accessible where necessary for adjustment, servicing and repair.				
2.2 Entrances and mail delivery						
	2.2.1	Entrances should be visible from the public realm, inviting, secure and accessible to the widest possible range of users, and offer shelter from wind and rain. This is particularly important in mixed use buildings where the residential entrances have to compete with shops, or other non-residential uses, to maintain a safe and prominent street presence. CCTV is a last resort we wish to avoid.	3.1.1			

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
	2.2.2	A safe, level, well-lit drop-off space is required close to every communal entrance, with dropped kerbs to assist wheelchair users.				
	2.2.3	LBS signage to be discretely visible and open to design adaptation. Wording to include 'Year built; name of architect; name of contractor; for London Borough of Southwark' sign integrated into entrance composition.				
	2.2.4	All access control systems should have digital entry phones in every home, linked to a main front door and with visual verification and electronic door release.				
	2.2.5	Within the context of the composition, entrance doors should ideally be steel or aluminium with glazed panels, but not fully glazed to floor level.				
	2.2.6	Dirt control matting, extending at least 1800mm in front of the door, fitted flush with the surrounding floor and with a surface texture suitable for wheelchair users, should be provided.				
	2.2.7	The location of the lift and stairs should be obvious when entering the lobby and the location of all dwellings served by the entrance in question, clearly signed. The design of all areas should encourage healthy, active living and the stairs should be emphasized as the most attractive option.				
	2.2.8	Individual A4+ size letterboxes should be located either within the external wall of the lobby (to allow mail to be delivered from outside and retrieved from inside) or located within the entrance lobby, where this has a second set of security doors. The minimum preferred height is 900mm above FFL to assist wheelchair users, and help prevent spinal injuries to postal workers.				

2.3Cores and circulation areas

	2.3.1	All corridors and decks must be at least 1500mm wide; unheated but with some natural light and ventilation.	3.2.3 3.2.4			
	2.3.2	Lift access is required to every flat on, or above, the third floor (fourth storey). Two lifts are required to every flat on, or above, the seventh floor (eighth storey) and to any wheelchair accessible or adaptable flat. Our preference is for all flats to have step-free access and we aim to achieve a minimum of 15 flats per core to make this viable. Where lift access cannot reasonably be achieved, consideration should be given to the provision of a suitable stair lift.	3.2.6 3.2.7			

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
	2.3.3	Way-finding should be as clear and simple as possible, and the number of doors, lobbies, secondary access controls and changes of direction, minimised.				
	2.3.4	Internal artificial lighting should provide even illumination and be either motion activated or operated by a dawn to dusk timer. Our preference is for artificial lighting to be in the yellow/red spectrum (rather than green/blue) as this is softer, warmer and more flattering to skin-tone.				
	2.3.5	External artificial lighting, especially on access galleries, should be sited away from windows.				
	2.3.6	Stairwells must provide a refuge space on every level on which a wheelchair flat is located and our preference is to include a refuge space on every floor for the benefit of visiting wheelchair users.				

2.4 Services and ancillary areas

	2.4.1	Service risers should be located in accessible but discreet positions within each core and dry riser outlets housed within enclosed risers in stairwells (rather than exposed) unless these are clearly intended to be a aesthetic design feature.				
	2.4.2	Communal heating pipes should be concealed and must be insulated, even internally, to reduce the risk of overheating.				
	2.4.3	Maintenance access is required to all flat roofs via either secure stairs or a fixed, inclined ladder, rather than via a roof hatch or a private balcony. Roofs should generally have a parapet and railings; a ‘man-safe’ system is only acceptable for small areas where recovery does not require extra equipment (for example where fixed ladders are provided).				
	2.4.4	A cleaner’s cupboard (minimum 1.5 x 2.5m approx.) is required to each core and should include hot and cold water supplies, a sink and bucket stand, and electrical points.				
	2.4.5	Gas and electricity should be individually metered for each home. Meters should be located in risers on the floor level on which the dwelling is located, kept separate from other services and accessible to residents. Enough space should be allowed for pre-payment meters.				

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
	2.4.6	As a minimum, isolating valves are required in communal corridors to allow services to be quickly shut down and damage restricted without needing to gain access to dwellings. Our preference is for all SVPs, stopcocks and other important services within flats to be accessible from communal areas.				
	2.4.7	Satellite dishes and TV aerials, should be communal, rather than individual, wherever possible.				
	2.4.8	The services design should allow for the retro-fitting of sprinklers unless provided at the outset. We prefer to include sprinklers in wheelchair flats but will advise on a project-by-project basis.				

2.5 Underground and undercroft parking areas

	2.5.1	Where practicable, any parking should incorporated within the site boundary. Undercroft parking (typically ground level, beneath a podium within a courtyard block) is preferable to underground parking, which will not generally be permitted. (See also Section 1). Where undercroft parking is provided, the possible future re-use/conversion of this space to dwellings should be considered at the outset.				
	2.5.2	Underground parking areas should be secure and gated. Undercroft parking areas should be designed to allow gates to be fitted (either at completion or in the future) and be naturally lit as far as possible. Both undercroft and underground areas should be natural ventilated where possible.				
	2.5.3	All covered, communal parking areas should be for the use of the residents of that building only. They should include charging points for electric cars and dedicated storage for mobility scooters together with charging and locking points where possible. These features should be routinely incorporated in parking areas for 20 or more cars.				

2.6 Communal cycle stores (see also Section 3)

	2.6.1	Cycle parking provision should conform with the London Plan minimum standards and always be located close to residents' homes, cores and/or entrances, as appropriate.	3.4.1			

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
	2.6.2	Where communal cycle storage is provided for residents, individual lockers are required within communal stores that are accessed via the core. Double-stacked storage should be avoided. Contact the Transport Policy team for further advice.	3.4.2			
	2.6.3	Where cycle storage is provided above ground, the lift car should be at least 18mm deep.				
	2.6.4	Visitor cycle parking spaces should be provided as per London Plan standards. They must allow cycles to be effectively locked (e.g. to metal hoops) be overlooked and located close to entrances. Where provided in communal stores, visitor cycle parking must not be combined with residents' parking.				

2.7 Communal refuse and recycling stores (see also Section 3)

	2.7.1	Proposals must meet current Southwark Waste Management Requirements.	3.5.2			
	2.7.2	Communal bin stores should be discreetly sited (generally within 15m of core entrances but preferably not immediately adjacent to them) and the risk of noise and smell to nearby dwellings minimised. They should allow waste to be deposited and collected from outside and be accessible to wheelchair users.	3.5.1			
	2.7.3	Doors should be secure and constructed of pre-finished (not painted) steel with louvers (unless ventilation is achieved by another means). Finishes and facilities should be suitable for hosing down.				

2.8 Communal outdoor space

RDS(2.6)	2.8.1	A minimum of 50m^2 of communal amenity space should be provided for every block of flats.				
	2.8.2	Communal outdoor space to be: • overlooked by those for whom it is intended and attractive when viewed from above • secure, with controlled access for all residents – generally via cores • accessible to all, including wheelchair users.	1.2.3			
	2.8.3	For general ease of access, safety and management, amenity space should be at low level (ground or podium) where possible. Rooftop spaces must be overlooked by dwellings and lift-served.				

Additional requirements for this project

1.
2.
3.
4.
5.

3. Private spaces in and around the home

Contents

Design considerations

The standards we require

Additional requirements for this project

Design considerations for spaces in and around the home

We aim to give our residents light, spacious, quiet and practical homes that support family life and personal development. These simple attributes are more difficult to achieve in higher density environments and, like other urban areas, Southwark has some areas of poor air quality and major roads that generate high levels of traffic noise and pollution. Extra care is needed in these situations.

We expect homes to be dual aspect wherever possible to achieve good levels of natural light and ventilation and a choice of outlook. This is particularly important on busy streets, where the ability to retreat to quieter spaces within, and attached to the home, is essential. We want to exceed current Building Regulations in respect of soundproofing between dwellings and will consider triple glazing and the use of wintergardens instead of open balconies where conditions are particularly exposed or noisy. Similarly, where air quality is below ideal levels, or there is a risk of overheating, we will look at whole house ventilation and shading devices where appropriate. In all circumstances, we will adopt passive measures where possible.

The minimum space standards of the new national space standard generally mirror those set out in the London Plan, Housing SPG and Housing Design Guide and ensure that homes are spacious enough for residents to be comfortable and for the principles of Lifetime Homes (the new Category 2 accessibility standard) to be incorporated.

This is vital for us – our residents have diverse needs and often remain in the same home for many years so spaces that are flexible and adaptable enough to respond to the physical challenges of aging and disability without the need to uproot, are important in maintaining a good quality of life and reducing long-term health and care costs. The facility to incorporate assistive technology is part of our wider future-proofing strategy that means many of the homes we build now will take us into the next century. To cater for higher levels of disability, we will continue to require wheelchair accessible and adaptable housing.

One of the other practical ways in which we can help all of our residents is to build highly energy efficient homes; adopting a fabric first approach. While this has a modest impact on capital cost, it has no on-gong cost burden yet the fuel savings that result from a well-insulated home can be enormous - enough to lift most people out of fuel poverty.

We recognise that families are often under particular pressure and want layouts to provide a good balance of social space - where families can sit, eat or play together, and genuinely private space - where individuals can study, work, rest or play alone.

The home is also the area where residents can have the most choice, both at the outset and in the future. We want to give all households the ability to have a separate kitchen if this is what they prefer, or what their cultural needs dictate, and the flexibility to furnish and use rooms in different ways over time. Residents will be able to choose from a menu of internal finishes, including paint colours, kitchen fittings and wall tiling.

We also know that having enough internal storage is vital, especially as so many of the homes we build will be fully occupied. We aim to exceed minimum national and GLA requirements by providing an airing cupboard in all homes, extra storage for ‘dirty items’ in flats and dedicated utility space for larger households.

Our standards also guarantee that all new dwellings will have a reasonable amount of private outdoor space. These too, are a modest uplift on the GLA standards.

The design standards we expect within and around the home are set out on the following pages. This should be read in conjunction with the private spaces in and around the home section of the technical specification which includes schedules of preferred internal fittings and finishes.

The standards we require

Key to Southwark policy source references:
SD&C Sustainable Design and Construction SPD, 2009
RDS Residential Design Standards SPD, 2011

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
3.1 General requirements within the home						
RDS (2.4)	3.1.1	All new dwellings should meet or exceed the full set of spatial requirements set out in the tables within Annex A. Table 1 comprises the new National Space Standard and Table 2 sets out our own room requirements. This may require larger overall floor areas than the minimum GIAs of Table 1. Substantially larger floor areas will be required for Category 3 wheelchair homes.	4.1.1			
RDS (2.4)	3.1.2	To ensure a good mix of dwelling types, we also require the average internal dwelling floor areas (GIAs) to be as follows: • 2 bed 1 storey - average 66m^2 • 3 bed 1 storey - average 85m^2 • 4 bed 1 storey - average 95m^2 • 3 bed 2 storey - average 92m^2 • 4 bed (and above) 2 storey - average 104m^2 • 4 bed (and above) 3 storey - average 110m^2				
	3.1.3	Fully furnished internal layouts (using the GLA furniture schedule) should be provided to a scale of at least 1:100.	4.1.2			
RDS (2.9)	3.1.4	All dwellings should meet at least the internal requirements of the new M4(2) Category 2 of the Building Regulations) irrespective of whether step-free access can be achieved.				
RDS (2.10)	3.1.5	The requirement for wheelchair dwellings will be confirmed on a site by site basis. All designated wheelchair dwellings should meet the requirements of M4(3) (Category 3 wheelchair accessible) of the Building Regulations and the mix should generally reflect the overall dwelling mix and tenure balance, unless otherwise requested. Threes storey wheelchair homes are not permitted.	4.9.1			

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
	3.1.6	Internal and external doorsets should be at least 2100mm high.				

3.2 Living, dining and kitchen areas

RDS (2.4)	3.2.1	Living, kitchen and dining floor areas should meet the requirements of Table 2, Annex A.	4.4.1			
	3.2.2	The width of the main living area should be at least 2.8m for 1-3 people and 3.2m for 5 people or more.	4.4.2			
RDS (2.5)	3.2.3	We prefer all homes with 2 or more bedrooms to have a separate kitchen or kitchen/dining room, close, or connected, to the living room but with access from the hallway, rather than solely from the living room. This is essential for homes with 3 or more bedrooms where our strong preference is for a separate kitchen/dining room. (Wheelchair homes may have fully open plan living, kitchen and dining arrangements).	4.4.3			
	3.2.4	Where a separate kitchen, rather than a kitchen/dining room, is provided we would prefer this to include space for 2 people to eat unless the kitchen is directly connected to the dining area.				
	3.2.5	Where the kitchen is part of an open plan living area, it should occupy an alcove or discreet part of the room where it is partially screened from the sitting area.				
	3.2.6	Where the kitchen or kitchen/dining room is a separate room it should have a window, and we prefer a kitchen within an open plan living space to have a window too.				
	3.2.7	All kitchen layouts should be practical (preferably 'C-shaped' or 'L-shaped', rather than a straight run) and provide a convenient relationship between the sink, hob and fridge. The minimum worktop lengths set out in the GLA (LHDG) furniture schedule should be achieved. Sinks and hobs should have at least 400mm worktop to each side and wall cupboards should be maximised.				
	3.2.8	There is no requirement to provide white goods except in wheelchair accessible dwellings.				

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
3.3 Bedrooms						
RDS (2.4)	3.3.1	Bedroom floor areas should meet the requirements of Table 2, Annex A.	4.5.1			
	3.3.2	Bedroom widths should meet the requirements of Table 1, Annex A.	4.5.2			
RDS (2.5)	3.3.3	Bedrooms should be accessible from a circulation space, not via another room.				
	3.3.4	We prefer not to have more than one single bedroom in any home.				
	3.3.5	Built-in wardrobes should not generally be provided but will be considered where there is a natural alcove in the room.				
3.4 Bathrooms and WCs						
	3.4.1	Where possible, bathrooms should have natural light and ventilation. The window should only be positioned above a bath where this is the only available location.				
RDS (2.5)	3.4.2	A second WC is required in homes with 3 or more bedrooms and this is preferable in homes with 2 bedrooms.	4.6.1			
	3.4.3	A second bath or shower room is required in homes for 7p and above. This may comprise a fully installed level access shower in the WC.				
RDS (2.5)	3.4.4	Bathrooms should be accessed from circulation, rather than from a bedroom, and include some built-in storage where possible.				
	3.4.5	In wheelchair accessible dwellings which offer the choice of an installed bath or shower, the shower should be provided at the outset unless otherwise requested by the LBS occupational therapist.				

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status

3.5 Entrances, circulation and storage areas

RDS	3.5.1	All private entrances should have doorbells (including flats accessed from communal areas).				
	3.5.2	In a house, we prefer a porch or lobby to be provided to conserve energy and avoid the front door opening directly onto the stairs. We will not accept an entrance door that opens directly into a room.				
	3.5.3	Straight stair flights are preferable to winders.				
	3.5.4	For the minimum area of built-in storage refer to Annex A.	4.7.1			
RDS (2.4)	3.5.5	Some built-in storage should be provided on every floor of the home and not more than 50% of the total area should be within bedrooms. An airing cupboard with slatted shelving and a heat source should be provided in all homes as part of the general storage requirement.	4.7.1			
	3.5.6	A utility room is required in homes for 7p and above, and is preferable in all homes where this would not increase the overall floor area. The space should aim to include a sink and drainer, plumbing and drainage for a washing machine, floor and wall cupboards and the boiler or heat exchanger.				
	3.5.7	Wherever living/kitchen/dining spaces are open plan, plumbing and drainage for a washing machine should be provided in a storage cupboard or utility space, with space for a separate tumble drier above. This space should be additional to the minimum storage requirement.				
	3.5.8	Flats with 2 or more bedrooms should have additional storage of at least 1m^2, located close to the entrance and suitable for storing a buggy, light gardening tools and other 'dirty items'.				

3.6 Floor to ceiling height

RDS (2.4)	3.6.1	The floor to ceiling height of the main living area should be at least 2.5m over at least 75% of the room. We prefer this height to be achieved in all habitable rooms but a minimum of 2.3m is acceptable in bedrooms where this is achieved over at least 50% of the floor area in 'attic rooms'. Higher ceilings/taller windows are encouraged at ground floor level, particularly in high density development.	5.4.1			

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status

3.7 Private open space (rear gardens, balconies and wintergardens)

RDS (3.2)	3.7.1	The minimum area of private open space we require for flats is as follows: • 2p - 5m^2 • 3p - 6m^2 • 4p - 7m^2 • homes with 3 or more bedrooms - 10m^2 We prefer to achieve at least 10m^2 of private open in 2 bed homes too, and where this cannot be achieved, require the balance to be provided as additional communal space. Where possible, the minimum required area for all dwelling types, should be achieved in one space, rather than multiple spaces, to allow families to sit out together. Noting the emphasis on composition in sub-section1.6, balconies should be designed as an integral part of the building to avoid any sense of being an ill-considered 'bolt-on'.	4.10.1			
	3.7.2	Wintergardens will be considered instead of balconies in noisy or exposed locations, especially in tall buildings.				
	3.7.3	All private outdoor space should be accessed via a living space, kitchen/dining room or circulation area, not solely via a bedroom.				
RDS (3.1)	3.7.4	Rear gardens to houses should be the full width of the house, at least 10m long and 50m^{2}in area. They should be generally turfed, with a patio at least 2m deep and include the following features: • external lighting • secure socket for a rotary washing line adjacent to the patio • garden shed on a concrete base connected to the patio by a path • insulated outdoor tap for watering • water butt				
	3.7.5	Cycles and refuse/re-cycling should only be stored in rear gardens that are accessible without needing to go through the home. Alleys between adjoining rear gardens are not permitted.				

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status

3.8 Front gardens (see also Sections 1 and 2)

	3.8.1	Front gardens to all ground floor dwellings should be private, rather than communal, and adjacent gardens separated by a wall, fence or railing.				
	3.8.2	Front gardens should be deep enough to include secure, covered cycle storage and a refuse and recycling enclosure with doors (and preferably covered) unless stored elsewhere. Cycle and bin storage should not obstruct windows, doors or paths.				
	3.8.3	Planting beds are encouraged but should be at least 750mm deep. Where trees are planted within front gardens, these should be at least 5m from the wall of the house or block of flats.				
	3.8.4	All ground floor windows should be accessible for cleaning from outside.				

3.9 Privacy and sound-proofing

SD&C (11.4)	3.9.1	Facing windows on front (street-facing elevations) should be at least 12m apart, and this distance increased to 21m on rear elevations unless compensating measures such as screening, angled or bay windows are provided.				
	3.9.2	Clear glass balustrading to balconies should be avoided where this compromises privacy.				
	3.9.3	The main living space or principle bedroom should not face onto an access deck and a secondary bedroom may only do so where the deck is pulled away to create a void in front of the window.				
	3.9.4	Full height ground floor windows should be avoided on facades that face the public realm unless set well back from the pavement and with adequate screening.				
	3.9.5	Party walls should be of double skin masonry construction and achieve sound-reduction of at least 3dB above current Building Regulations (Part E).				

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status

3.10 Aspect, orientation, daylight and sunlight

	3.10.1	We have a strong preference for all homes to be dual aspect, and this is essential for homes with 3 or more bedrooms. No north facing single aspect homes are permitted.	5.2.1			
RDS (2.7)	3.10.2	All habitable rooms should have natural light, ventilation and a view out from a 'vertical window' (not just a roof light).				
	3.10.3	As a general rule, glazing to habitable rooms should be equivalent to 15 - 25% of the floor area of the room, depending on the proportions and function of the room, and the orientation and outlook.	5.5.1			
RDS (2.7)	3.10.4	Internal layouts should ensure that the living area (or kitchen/dining room) and the balcony are orientated to receive sunlight for part of the day.	5.5.2			
RDS (2.7)	3.10.5	Assessments will be required for any dwellings where there is concern that they may not receive sufficient daylight and/or sunlight.				

3.11 Overheating and air quality

	3.11.1	Over-heating should be mitigated by ensuring through-ventilation (achieved by dual aspect dwellings) and appropriate window size and specification. Where further measures are required, other passive measures such as adjustable screening and shading devices should be used before resorting to mechanical cooling.	6.3.1			
SD&C (11.4)	3.11.2	An air quality impact assessment and, where necessary, proposals for mitigation will be required for developments in an Air Quality Management Area.	5.6.1			
SD&C	3.11.3	Gas boilers should be low NOx rated.				

policy reference	standard reference	requirement	GLA reference	technical reference	PM brief reference	audit status
3.12 Safety and security						
RDS (2.2)	3.12.1	The physical security standards of Section 2 of Secured by Design should to be achieved and certified (unless CCTV is demanded) and certification for Section 1 acquired where possible.	6.3.1			
RDS (2.2)	3.12.2	Particular attention must be given to the security of ground floor doors and windows, and to first floor balconies. Consideration should begin with the design of any boundary treatment in the context of the streetscape. (See also Section 1).				
	3.12.3	Windows on upper floors should be designed to meet the safe cleaning criteria for non-residential buildings within Approved Document K of the Building Regulations. Areas of glazing that cannot be safely reached from inside, to be kept to a minimum and etched or other semi-obscure glazing used.				
3.13 Energy, power and water						
SD&C (11.1)	3.13.1	A 35% reduction in CO2 emission (over Building Regulations Part L 2013) should be achieved as a minimum, and a fabric first approach adopted.	6.1.1			
SD&C (11.2)	3.13.2	An assessment of the energy demand, CO_2 emissions and details of how renewable energy options have been considered, is to be submitted.				
SD&C (11.2)	3.13.3	Developments should be connected to existing CHP networks where these exist, or allow for connection in the future where a network is planned.				
SD&C (11.2)	3.13.4	Developments should aim to achieve a 40% reduction in CO2 emissions from onsite renewable energy (which may include sources of decentralised energy).				
	3.14.5	Low energy lighting should be installed, using LED fittings where possible.				
	3.13.6	Provision should be made for smart metering, including the facility to allow the energy consumption of homes to be monitored and compared.				
SD&C (11.7)	3.14.1	Our current target of 105 litres/day/person for internal potable water should be met, and where possible, improved towards 80 litres/day.	6.4.1			

Additional requirements for this project

1.
2.
3.
4.
5.

Annex A: Space Standards

Table 1 New National Space Standard

number of bedrooms	number of bed spaces	1 storey dwellings	2 storey dwellings	3 storey dwellings	built-in storage
	1p	39 (37)			1.0
1b	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	
4b	5p	90	97	103	3.0
	6p	99	106	112	
	7p	108	115	121	
	8p	117	124	130	
5b	6p	103	110	116	3.5
	7p	112	119	125	
	8p	121	128	134	
6b	7p	116	123	129	4.0
	8p	125	132	138	

The Gross Internal Area (GIA) of a dwelling is defined as he total floor space measured between the internal face of the perimeter walls[1] that enclose the dwelling. This includes partitions, structural elements, cupboards, ducts flights of stairs and void above stairs. The GIA should be denoted in m^2.

[1]The internal face of a perimeter wall is the finished surface of the wall. For a detached house the perimeter walls are the walls that enclose the dwelling, and for other houses or apartments they are the external walls and party walls.

The standard requires that:

a. The dwelling provides at least the gross internal floor area and storage area set out in Table 1
b. A dwelling with 2 or more bed spaces has at least one double (or twin) bedroom
c. In order to provide one bed spaces, a single bedroom has a floor area of at least 7.5m^2 and is at least 2.15m wide
d. In order to provide two bed spaces, a double (or twin) bedroom has a floor area of at least 11.5m2*
e. One double (or twin bedroom is at least 2.75m wide and every other double (or twin bedroom is at least 2.55m wide)
f. Any area with a headroom of less than 1.5m is not counted within the GIA unless used solely for storage (if the area under the stairs is to be used for storage assume a general floor area of 1m^2 within the GIA
g. Any other area that is used solely for storage and has a headroom of 900-1500mm is counted at 50% of its floor area, and any area lower than 900mm is not counted at all
h. A built-in wardrobe counts towards the GIA and bedroom floor area requirements, but should not reduce the effective width of the bedroom below the minimum widths set out above. The built-in area in excess of 0.72m2 in a double bedroom and 0.36m2 in a single bedroom counts towards the total storage requirement
i. The minimum ceiling height is 2.3m for at least 75% of the GIA*

1. Standards marked* are exceeded by our own requirements in Table 2
2. See also our average dwelling size requirements in Standard 3.1.2 of this document.

Table 2 Minimum room areas

DWELLING TYPE	1 BED	2 BED	3 BED	4 BED
Double bedroom	**12**	**12**	**12**	**12**
Single bedroom		**7.5**	**7.5**	**7.5**
Living room (where eating is in the lounge)	**16**	**17**	**18**	**19**
Kitchen (where eating is in the lounge)	**6**	**7**	**8**	**8**
Kitchen/diner (where separate living room)	**9**	**11**	**11**	**12**
Living room (where kitchen/diner provided)	**13**	**13**	**15**	**15**
Open plan living/kitchen/ dining	**24**	**27**	**30**	

Source: Residential Design Standards except where exceeded by new National Space Standard

Notes:

1. Figures shown in blue boxes are derived from our RDS and either exceed the new National Space Standard or are additional standards.

2. Figures shown in white boxes are from the National Space Standard and exceed our RDS requirements.

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OVERVIEW & SCRUTINY COMMITTEE **MUNICIPAL YEAR 2016/17**

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