1 The development of 14–19 education

What is Chapter 1 about?
This chapter will provide an overview of the historical development of 14–19 education and the key issues that have affected the current climate. We will also briefly consider the possible impact of future changes in the sector. We consider what we mean by 14–19 education in its current form and we introduce the concepts of pedagogy and andragogy and their different roles in the sector. The chapter is enhanced by reflective tasks and further reading and will enable you to understand the development of the sector.

Task 1.1 Preliminary reading

What is 14–19 education?
Traditionally, schools have taught up to the age of 16 in compulsory education, while colleges and sixth form colleges have taught from the age of 16 in post-compulsory education. However there has always been a crossover between the two. As we can see from the timeline on pages 8–10, 14 has always been a crucial time in the development of young people. This can be seen from the 1917 Lewis report which made it compulsory to stay on at school until the age of 14 to the 2009 Nuffield report which proposed fundamental changes to the education of 14–19-year-olds. Historically, for those young people unlikely to achieve 5 A*-C grades at GCSE, vocational provision has often been offered at the local college to prepare them for the world of work. These 14–16-year-olds who have
attended colleges since the 1990s have often been seen as difficult to reach and in danger of dropping out of education all together. The schools have sent them to college in an attempt to keep them interested where they have traditionally followed courses in areas such as construction, catering and hair and beauty. Staff that have been given these groups to teach have received no special training and have often struggled to control behaviour and maintain achievement. These groups have been viewed as the ‘worst’ groups and have often been taught by the newest tutor. Unsurprisingly this has lead to disappointing results and a poor reputation for vocational options for 14-year-olds.

There are alternatives in our education system, such as Steiner Waldorf schools, which develop young people’s vocational skills and focus on their emergent development as active citizens within their own communities. However such alternatives are few and normally fee paying and therefore only accessible to the minority.

Since 2002 the focus has been on giving all young people at the age of 14 a realistic choice of options which includes recently developed courses leading to specialist diplomas in some vocational areas. These specialist diplomas are delivered in partnership between schools, colleges and employers and are intended to provide consistent educational experiences for all 14–19-year-old learners. The idea is that young people move seamlessly between schools, colleges and workplaces and remain in education and training at least until the age of 18. However there are many factors that will influence the success of this concept, not least of which is the change of government to a Conservative/Liberal Democrat coalition.

**Andragogy and pedagogy**

As tutors/practitioners it is important to understand the differences between teaching a child (14–15), a young person (16–18) and an adult (19+) and to think about the tools and techniques we use. The different developmental stages that young people go through during this very difficult period in their lives need to be taken into consideration. Learners in each of these categories have specific needs and teaching them requires tutors to adapt their teaching techniques and to understand the different stages of development.

14–15-year-old learners often:

- find many faults with, and are embarrassed by, both parents;
- like to be busy and involved in many extracurricular activities;
- are very anxious to be liked;
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- have a large and varied social circle which includes friends of both sexes;
- may be quarrelsome and reluctant to communicate;
- show a strong desire for independence; want to be free of family;
- find relationships with siblings may be better than with their parents;
- see friends as very important and may have one or two ‘best friends’;
- commonly opt for dating and romantic relationships;
- develop improved arguing skills (demonstrated often and with great passion);
- acquire improved reasoning skills;
- begin to learn to apply concepts to specific examples;
- learn to use deductive reasoning and make educated guesses;
- learn to reason through problems even in the absence of concrete events or examples;
- become able to construct hypothetical solutions to a problem and evaluate which is best;
- start to focus on future outcomes beginning with a present focus, mixed with some fantasy;
- learn to recognize that current actions can have an effect on the future;
- start to set personal goals (and may reject goals set by others);
- improve decision-making skills;
- begin independently to differentiate right from wrong and develop a conscience;
- learn to distinguish fact from opinion;
- learn to evaluate the credibility of various sources of information;
- become able to anticipate the consequences of different options;
- may challenge the assumptions and solutions presented by adults/tutors/practitioners.

16–18-year-old learners often:

- display many of the same behaviours as 14–16-year-old learners;
- challenge authority and oppose structure;
- need to know why they are being asked to do something;
- have an overwhelming desire for social acceptance from their peers;
- are trying to answer the question ‘Who am I?’, going through processes of identity testing and identity formation in an attempt to discover and clarify values while exploring all the possibilities of who they might become as adults. This can often be frustrating for
the adults who know them but as tutors/practitioners, we should be tolerant and accepting of the various identities they ‘try on’;
• move closer to being independent, autonomous beings, connected to but separate from others, in control of one’s life but aware of limitations and boundaries.

19+ or adult learners often:
• learn best when they perceive the outcomes of the learning process as valuable, contributing to their own development, work success, and so on;
• have very different ideas about what is important to learn;
• are very different from each other. Adult learning groups are likely to be composed of persons of many different ages, backgrounds and education levels;
• have a broad, rich experience base to which to relate new learning;
• learn more slowly than young people, but learn just as well;
• are much more likely to reject or explain away new information that contradicts their beliefs;
• have well-formed expectations, which, unfortunately, are sometimes negative because they are based upon unpleasant past formal learning experiences;
• are more likely to have undergone a transformational learning process in order to return to education.

All learners are different and it is impossible to describe each stage definitively. We all know 14-year-olds who demonstrate all of the behaviour of adults, and adults who display the behaviour of 14-year-olds. But in general we can see that there is a staged development of independent learning and psychological development that takes place from the age of 14 through to adulthood. We need to be aware of these stages and factor them into our dealings with these learners.

An important theory for the teaching of young people and adults is the theory of andragogy, developed by Knowles and which he referred to as ‘the art and science of teaching adults’ as opposed to that of pedagogy, ‘the art and science of teaching children’. It is important to note the difference between the two.

Knowles identified four ways in which adults were different from children in their learning:

1 Self concept: adult learners are self-directing, independent and responsible for their own learning.
2 Experience: adult learners have a reservoir of practical examples, skills and knowledge that can be drawn upon and reused in new learning situations.
3 A readiness to learn: adults are internally motivated to learn and participate actively in the learning process.
4 An orientation to learning: adults work best in environments where they can apply reasoning abilities.

(Knowles 1980: 43)

Although this theory can be criticized for a number of reasons, one of the key criticisms is that not all adults are self directed and motivated to learn. There is also not necessarily such a clear division between pedagogy and andragogy. Some adults prefer a pedagogical approach and many children prefer an andragogical approach. This area will be explored in more depth in Chapter 2.

Task 1.2

Think about your own experiences of teaching. Which age groups have you taught? Do you think there is a difference between teaching 14–15-year-olds as opposed to young people aged 16–18 or adults 19+?

The historical development of 14–19 education

The 14–19 phase has been described as a period of transition – from youth to adulthood, from compulsory schooling to employment for some, from compulsory schooling into post-compulsory education and training for others.

(Pring et al. 2005)

As will become clear from the timeline in Box 1.1, provision of education for 14–19-years-olds has been constantly changing and is still in a period of transition. Even as this book goes to press there is yet more change on the way, with a coalition government and further planned alterations to the existing curriculum.

While we may become used to constant change and adapting to different policies, the needs of our 14–19-year-old learners remain constant. Whatever changes are made to the curriculum, funding or providers of 14–19-year-old education, there will always be a need for staff in schools and colleges and training providers to deliver high quality education and training to meet the needs of these very complex learners.
Box 1.1 Timeline of key developments in 14–19 education

1917 Lewis Report proposed school leaving age of 14 with no exemptions, followed by attendance for at least 8 hours a week or 320 hours a year at day-continuation classes up to age 18.

1918 Education Act (The Fisher Act) implemented recommendations of 1917 Lewis Report. This wide-ranging act extended education provision. The school-leaving age was to be raised to 14 and all young workers were to be given right of access to day-release education (not immediately implemented). The leaving age was eventually raised by the 1921 Act.

1926 Hadow Report, The Education of the Adolescent, proposed junior and senior schools with transfer at age 11, secondary education for all, and increase in school leaving age to 15.

1956 Colleges of Advanced Technology were created as technical and FE colleges were upgraded to this status. In the mid-1960s most of these became ‘new universities’.

1959 Crowther Report was a wide-ranging report on the education of 15–18-year-olds which recommended provision of FE for 15–18-year-olds, especially school-leavers. It questioned the value of day-release provision for apprenticeships.


1973 the school leaving age was raised to 16.


1982 Technical and Vocational Education Initiative (TVEI) launched, which aimed to stimulate technical and vocational education for 14–18-year-olds, administered by Manpower Services Commission (MSC).

1983 TVEi pilot schemes began.


1988 Higginson Report carried out a review of A Levels.

1988 Youth Training Guarantee meant that all 16- and 17-year-olds were to be in education, employment or training.

1990 YTS was renamed Youth Training.

1992 Further and Higher Education Act removed FE and sixth form colleges from local authority control and established Further Education Funding Councils (FEFCs) and unified the funding
of higher education under the Higher Education Funding Councils (HEFCs), as well as introducing competition for funding between institutions and abolishing the Council for National Academic Awards.


1994 Modern Apprenticeships pilot schemes were announced.

1995 Modern Apprenticeships introduced.

1995 Youth Credits were introduced and the Youth Training name was dropped.

1996 Tomlinson Report dealt with inclusive education in FE.

1996 Dearing Report reviewed vocational qualifications for 16–19-year-olds but its recommendations were largely ignored.

1996 Jobseekers Act laid down rules about the relationship between study and eligibility for the Job Seeker’s Allowance.

1997 Education Act was wide ranging but much watered down because of the forthcoming general election. It abolished the National Council for Vocational Qualifications (NCVQ) and the School Curriculum and Assessment Authority (SCAA) and replaced them with the Qualifications and Curriculum Authority (QCA).

1997 Investing in Young People announced by DfEE with its aim to increase participation in post-16 education.

1999 Modern Apprenticeships were expanded to 82,000 places. Investors in Young People was developed further and renamed ConneXions.


1999 Education Maintenance Allowance (EMA) pilot schemes aimed at greater take-up of and achievement in post-16 education.


2004 Tomlinson Report, *14–19 Curriculum and Qualifications Reform*, was a report of the working group chaired by former chief inspector Mike Tomlinson.

(continued)

2006 Leitch Report, on prosperity for all in the global economy, highlighted the notion of world class skills.

2006 Framework for Excellence was about benchmarking the quality of provision.

2007 Teaching 2020 was a paper setting out the government’s vision for schooling in the future.

2007 School leaving age was announced as rising to 18, to be implemented from 2013.

2008 14–19 Specialist diplomas were introduced to bring more vocational options to young people.

2008 Machinery of Governance proposed changes to funding and abolition of the Learning and Skills Council (LSC).


2009 Skills for Growth White Paper on investing in skills and the introduction of skills accounts.

2010 Qualifications Curriculum Framework (QCF) set out to deliver flexibility in the curriculum. It introduced the personal learning record.

2010 New coalition government intending to make changes to 14–19 diplomas.

As we can see there have been many reports and legislative changes designed to engage 14–19-year-olds and to increase participation in education and training among this age group. Throughout this timeline it is clear how pivotal ‘14’ appears to be as a decisive age for life-changing decisions and educational practices.

We have chosen to focus on four of the most recent initiatives in order to give some indication of the current climate. We are aware that these things can change quickly but the messages and aims behind them remain. We are going to look more closely at both of the Tomlinson reports, the Leitch report and the Nuffield review.

The Tomlinson Report, 1996

Inclusion in further education (FE) is based on the concept of inclusive learning and not on the traditional discourse of inclusion/integration
usually used in schools education. This often involves notions of social acceptance and belonging. Inclusive learning in FE was introduced by John Tomlinson in the Tomlinson report 1996, published by the FEFC Learning Difficulties and Disability Committee. The concept is defined as follows:

Inclusive learning is a way of thinking about further education that uses a revitalized understanding of learning and the learner’s requirements as its starting point. The aim is not for students simply to ‘take part’ in further education but to be actively included and fully engaged in their learning. By ‘inclusive learning’ therefore, we mean the greatest degree of match or fit between the individual learner’s requirements and the provision that is made for them.

(FEFC 1996a: 32)

The report’s proposals were aimed at improving FE’s response to learners with physical or learning disabilities, and at matching provision to a wider range of individual learning needs. It challenges the deficit model of the learner, and stresses the responsibility of the college or other educational institution to take into account the requirements of each individual.

The report also introduces the term ‘inclusive learning’ to describe the move to provide education for all learners that is suitable and fit for purpose. Inclusive learning is a term designed to address the need to ensure that people can have access to further education and training, despite any learning or physical disability that they may have. The Tomlinson report has been influential in promoting a learner-centred approach to further education and training which goes beyond the original remit of addressing the needs of people with learning difficulties and physical disabilities.

A key part of the report was that students with any learning or physical disability should not be seen as having problems, i.e. a deficit model. Rather it promoted the need to focus on what institutions can do to respond to individual student requirements. This approach was intended to ensure that people were not labelled and would be enabled to learn to the best of their abilities (see Hillier 2005). ‘Put simply, we want to avoid a viewpoint which locates the difficulty of deficit with the student and focuses instead on the capacity of the educational institution to understand and respond to the individual learner’s requirements and see people with disabilities and/or learning difficulties first and foremost as learners’ (FEFC 1996a: 2). No longer would students be expected to adapt to the requirements of the currently constructed Post Compulsory Education and Training (PCET) institutions. Rather PCET institutions would have to adapt to the needs of the learners coming through their doors. ‘Participation must be widened, not simply increased’ (Kennedy 1997). This
means that the curriculum offer is of paramount importance to encourage learners to participate.

It is arguably the curriculum which always stood – secure as a Berlin Wall – between mainstream and segregated special provision; it was the possibility of mediating that curriculum, and the means of its delivery, which enabled ‘integrative’ education; and it is still the curriculum on which the success of any truly inclusive initiative rests.

(Clough and Corbett 2000: 21)

With the decline in the welfare state in which it was the responsibility of the government to provide all types of social welfare, including education, we have seen the ‘state’ abdicating some of its responsibilities for education. In the current climate the idea that the curriculum must meet social needs has become less important, and the idea of what ‘needs’ means has also changed. Need no longer refers to a generalized need of potential students, but to various ‘special needs’. These include the needs of 14–16-year-old learners and those likely to disengage with education altogether.

So what does all this mean?

The Tomlinson report was vital in opening up the curriculum to meet the needs of each group of learners and not just those with traditional ‘special needs’. The needs of 14–16-year-old students who were attempting to access the curriculum for vocational training were identified as being important and the curriculum and teaching techniques were adjusted to enable these young people to succeed on equal terms with the traditional post-16 learners. Colleges and schools were to work together to provide meaningful options for these young people rather than expecting them to fit in with the existing curriculum.

It also meant that education providers needed to consider the curriculum offered for all. Rather than offer the same old options they needed to identify what learners and employers actually wanted and provide courses in those areas.

Further education colleges have come a long way since the Tomlinson report in their efforts to provide inclusive learning for all groups and communities. The FE classroom includes a much wider range of students who are all catered for and their individual needs assessed and addressed. Support for learning has been fundamental in addressing these changes, as has the changing ethos and environment in FE colleges. However, despite the policy push for inclusion and lifelong learning, there is still evidence of a learning divide.
Tomlinson (1996), Kennedy (1997) and Moser (1999) made a strong call for widening participation in FE for groups who have traditionally been excluded. However, with the pressure on FE colleges to engage in a market economy and to organize courses for profit it is difficult to see how they can maintain this commitment to the community and its diverse needs.

Colleges are in an arena in which there is a constant tension between social inclusion/inclusive learning and economic pressures. The resulting conflicting forces are still being negotiated by both staff and communities: ‘The resource demand of widening participation means that colleges are being responsive where resources are made available rather than starting from first principles with a review of what the most appropriate strategies may be within their own locality’ (Lumby and Foskett 2005: 92).

In order to address the remaining conflicts we need to truly value education for all: ‘Education has always been a source of social vitality and the more people we can include in the community of learning, the greater the benefits to us all. It is the likeliest means of creating a modern, well-skilled workforce, reducing levels of crime, and creating participating citizens’ (Kennedy 1997: 16).

The Tomlinson Report, 2004

In 2004 Mike Tomlinson published his second major report into further education called 14–19 Curriculum and Qualifications Reform.

The aim of this report was to address the problems of having too many qualifications that were not understood by either parents or employers. He suggested that the sector was over-burdened by examinations and a very complex curriculum offer. He suggested that there should be a new framework for qualifications where all qualifications were available in equal credit values and could be taken flexibly to make up an overall ‘diploma,’ ‘certificate’ or ‘award’.

The aims of the report were to:

1. **raise participation and achievement** by tackling the educational causes of disengagement and underachievement and low post-16 participation;
2. **get the basics right** by ensuring that young people achieve specified levels in functional mathematics, literacy and communication and ICT, and are equipped with the knowledge, skills and attributes needed to succeed in adult life, further learning and employment;
3. **strengthen vocational routes** by improving the quality and status of vocational programmes delivered by schools, colleges
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and training providers, setting out the features of high quality provision and identifying a clear role for employers;

4 **provide greater stretch and challenge** by ensuring opportunities for greater breadth and depth of learning. This will help employers and universities to differentiate more effectively between top performers. Stretch and challenge at all levels will encourage young people to think for themselves and be innovative and creative about their learning;

5 **reduce the assessment burden** for learners, tutors/practitioners, institutions and the system as a whole by reducing the number of times learners are examined; extending the role of tutor assessment; and changing assessment in A levels in order to improve the quality of teaching and learning;

6 **make the system more transparent and easier to understand** by rationalizing 14–19 curriculum and qualifications within a diploma framework, where progression routes and the value of qualifications are clear.

The proposals centred on linked developments. First, a common format for all 14–19 learning programmes which combines the knowledge and skills everybody needs for participation in a full adult life with disciplines chosen by the learner to meet their own interests, aptitudes and ambitions. Secondly, a unified framework of diplomas which provide a ready-made, easy-to-understand guarantee of the level and breadth of attainment achieved by each young person, whatever the nature of their programme. Finally, clear and transparent pathways through the 14–19 phase and progression into further and higher learning, training and employment, which are valued by employers and HE and motivate young people to stay on in learning after the age of 16.

**So what does all this mean?**

The findings of the review were discussed in the 2005 white paper **14–19 Education and Skills**, and it was decided to dilute some of Tomlinson’s recommendations by retaining GCSEs and A levels as cornerstones of the new system. Tomlinson had advocated that GCSEs and A levels be phased out and academic diplomas introduced in their place.

However, much was retained from the report including the move to introduce new specialized vocational diplomas, including academic and vocational material, covering a key occupational sector of the economy. The diplomas would be available at levels 1 (foundation), 2 (GCSE) and 3 (advanced). They would introduce the diplomas in 14 areas and make these a national entitlement by 2015. The first four diplomas in
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information and communication technology, engineering, health and social care, and creative and media were to be ready in 2008. Eight more were selected to be available by 2010.

These diplomas are currently in process of being introduced and as yet there is little data available on the success of this initiative. What we do know is that they have been fundamental in highlighting the 14–19 debate and in encouraging collaboration and meaningful working between schools and colleges for the benefit of young people. Whatever the future holds for the specialized diplomas it is certain that the provision of vocational options and transitions at the age of 14 will continue to occupy the minds of future governments and policy-makers.

The Leitch Report, 2006

This review recommended that the UK commits to becoming a world leader in skills by 2020, benchmarked against the upper quartile of the Organisation for Economic Co-operation and Development (OECD). This means doubling attainment at most levels. The objectives outlined for 2020 include the following:

1 95 per cent of adults should achieve the basic skills of functional literacy and numeracy, an increase from levels of 85 per cent literacy and 79 per cent numeracy in 2005.

2 Over 90 per cent of adults should be qualified to at least Level 2, an increase from 69 per cent in 2005. There is a commitment to go further and achieve 95 per cent as soon as possible.

3 There should be a shift in the balance of intermediate skills from Level 2 to Level 3. This should improve the esteem, quantity and quality of intermediate skills. The result should be 1.9 million additional Level 3 attainments over the period and an increase in the number of apprentices to 500,000 a year.

4 Another target is to have 40 per cent of adults qualified to Level 4 and above, up from 29 per cent in 2005, with a commitment to continue progression.

As well as these ambitious objectives, the following principles were intended to underpin the delivery of this ambition:

*Shared responsibility*: employers, individuals and the government must increase action and investment. Employers and individuals should contribute most where they derive the greatest private returns. Government
investment must focus on market failures, ensuring a basic platform of skills for all, targeting help where it is needed most.

*Focus on economically valuable skills:* skill developments must provide real returns for individuals, employers and society. Wherever possible, skills should be portable to deliver mobility in the labour market for individuals and employers.

*Demand-led skills:* the skills system must meet the needs of individuals and employers. Vocational skills must be demand led rather than centrally planned.

*Adapt and respond:* no one can accurately predict future demand for particular skill types. The framework must adapt and respond to future market needs, and build on existing structures. We should avoid the temptation to chop and change. Instead, performance of current structures should be improved through simplification and rationalization, stronger performance management and clearer remits. Continuity is important.

**Main recommendations**

In addition to the principles outlined above the report made some specific and wide-ranging recommendations:

1. **Increase adult skills across all levels.** Progress towards world class is best measured by the number of people increasing skills attainment. The raised ambitions will require additional investment by the state, employers and individuals. The government is committed to increasing the share of GDP for education and skills.
2. **Route all public funding for adult vocational skills in England, apart from community learning, through Train to Gain and Learner Accounts by 2010.**
3. **Strengthen the employer voice.** Rationalize existing bodies, strengthen the collective voice and better articulate employer views on skills by creating a new Commission for Employment and Skills, reporting to central government and the devolved administrations. The Commission will manage employer influence on skills, within a national framework of individual rights and responsibilities.
4. **Increase employer engagement and investment in skills.** Reform, re-license and empower Sector Skills Councils (SSCs). Deliver more economically valuable skills by allowing public funding for vocational qualifications only where the content has been approved by SSCs.
5 Launch a ‘pledge’ for employers voluntarily to train all eligible employees up to Level 2 in the workplace. In 2010, review progress of employer delivery. If the improvement rate is insufficient, introduce a statutory entitlement to workplace training at Level 2 in consultation with employers and unions.

6 Increase employer investment in Level 3 and 4 qualifications in the workplace. Extend Train to Gain to higher levels. Dramatically increase apprenticeship volumes. Improve engagement between employers and universities. Increase co-founded workplace degrees. Increase focus on skills at Level 5 and above.

7 Increase people’s aspirations and awareness of the value of skills to them and their families. Create high-profile, sustained awareness programmes. Rationalize existing fragmented ‘information silos’ and develop a new universal adult careers service.

8 Create a new integrated employment and skills service, based upon existing structures, to increase sustainable employment and progression. Launch a programme to improve basic skills for those out of work, embedding this support for disadvantaged people and repeat claimants. Develop a network of employer-led Employment and Skills Boards, building on current models, to influence delivery.

So what does all this mean?

Lord Leitch suggests that we need to focus on the development of vocational skills and work-related curricula in order to meet the country’s emerging skills gap. The workplace is constantly changing and the jobs that our children and grandchildren will do may not yet exist or even be required in the current climate. So how do we as educators design a curriculum that trains people to do these non-existent jobs?

Many authors (including Giddens 1998 and Leadbeater 2000, cited in Pring et al. 2009) have espoused the view that there is a need to train our young people to do high-level jobs that are not yet thought of and contend that globalization and technological change are inevitably driving the economy in this direction. However, what they seem to ignore is that there is an ever-widening pool of low-paid jobs at the bottom of the labour market for which it is difficult to find workers. Do we raise expectations unnecessarily by over-training our young people for them to be condemned to low-paid and often part-time employment?

Additionally, the number of graduate vacancies has fallen by nearly 7 per cent in 2010 according to the Association of Graduate Recruiters (AGR). This reported decrease follows a drop of 8.9 per cent in 2009. The median graduate starting salary has also failed to rise and remains at the
2008 figure of £25,000. Even though the number of job vacancies is falling the number of people going to university has been radically increasing. There were 334,594 accepted applicants according to UCAS in 1999, yet ten years later in 2009 there were 481,854 – an increase of 44 per cent and an increase of 25,227 (5.5 per cent) on entry for 2008. There was an overall increase in the number of applicants of 8.7 per cent. Applicants aged 20 and under showed a 6.9 per cent increase.

Mary Curnock Cook, UCAS Chief Executive, commented (Curnock Cook 2010):

2009 saw an unprecedented demand for places at university or college, but significantly more students have been accepted into higher education than ever before. Whilst there have been increases across the board, our figures show that there has been a particularly large increase in applicants aged 25 years and over – 89,133 in 2009, compared to 77,286 in 2008 – a 15.3 per cent increase. Males aged 25 and over have seen the biggest rise in acceptances – up 10.8 per cent to 20,963.

According to Leitch, by focusing on the development of vocational education that meets the needs of employers ‘in terms of skills, deficiencies will reduce. Upskilling and portable, economically valuable qualifications throughout the entire workforce will ensure improved labour supply’.

It is true that this report has had a significant impact on 14–19 education in as much as the spotlight has been well and truly focused on skills and workplace training. Young people are being given the opportunity to undertake qualifications that are based in the workplace from the age of 14. However there is still the challenge of overcoming the belief that these opportunities are only of benefit to those low achievers who might not achieve five or more grade A–C GCSEs.

**The Nuffield Review**

There are two key questions at the heart of the ongoing debate about education and training for all young people, irrespective of background, ability or attainment:

- What counts as an educated 19-year-old today?
- Are the models of education we have inherited from the past sufficient to meet the needs of all young people, as well as the social and economic needs of the wider community?
These questions were addressed in the light of evidence collected over five years by the Nuffield Review of 14–19 Education and Training: the most rigorous investigation of every aspect of this key educational phase for decades. This review gives an overview of 14–19 education and training and makes suggestions for the kind of education and training that should be provided over the coming decade and beyond.

The review, in looking to the future and in the light of accumulated evidence, makes five over-arching demands:

1. *The re-assertion of a broader vision of education* in which there is a profound respect for the whole person (not just the narrowly conceived ‘intellectual excellence’ or ‘skills for economic prosperity’). This must operate irrespective of ability or cultural and social background, and be based on a broader vision of learning, learning which contributes to a more just and cohesive society.

2. *System performance indicators ‘fit for purpose’* in which the ‘measures of success’ reflect this range of educational aims, not simply those which are easy to measure or which please certain stakeholders only.

3. *The re-distribution of power and decision-making* such that there can be greater room for the voice of the learner, for the expertise of the tutor and for the concerns of other stakeholders with regard to the learning needs of all young people in their different economic and social settings.

4. *The creation of strongly collaborative local learning systems* in which schools, colleges, higher education institutions, the youth service, independent training providers, employers and voluntary bodies can work together for the common good. This collaboration will extend to curriculum development, provision of opportunities for all learners in a locality, and ensuring appropriate progression into further education, training and employment.

5. *The development of a more unified system of qualifications* which meets the diverse talents of young people, the different levels and styles of learning, and the varied needs of the wider community, but which avoids the fragmentation, divisiveness and inequalities to which the present system is prone.

*So what does all this mean?*

The Nuffield Review aims to understand the specific needs of 14–19-year-old learners in a changing society and global economy. There is an increasing number of young people not in education, employment or training
(NEETs) and the review seeks to find a solution for this phenomenon. The report concludes that more vocational education is the solution for some of these learners. More inclusive education is also advocated to extend opportunities and hope for our young people. The review concludes that a lot rests on the quality as well as the breadth of the provision offered.

We need to be able to include all learners, challenge the more able and support those with specific learning needs to achieve to their maximum potential. However, as always, there are areas of concern, not least of which is the need for organizations to work collaboratively for the good of young people even when there is no parity of esteem, pay, or conditions of service.

It is important also to note that many of the solutions offered by the review are not new but have been tried before. We need therefore to learn the lessons of the past in order to be able to meet the needs of the future.

Many of these solutions have failed in the past due to lack of funding or because rapidly-changing initiatives have rushed from one suggested solution to another. Any planned change to education needs to be given the time and the resources to succeed before we rush headlong into the next solution, as this has been the biggest stumbling block to effective reform over the last 30 years.

**Task 1.3**

How do you think these initiatives have changed the experiences of your learners?

1. Are you experiencing more 14–16-year-olds in your organization?
2. How does this impact on your teaching?

**Task 1.4**

1. Make a list of all the things that your learners want from you, the tutor.
2. Are you meeting all of these needs?
3. Is it possible to meet all of these needs?
4. What else can you do to give your learners a better experience?
5. How do you expect things to change in the future?
Possible future developments

The new government has announced its plans including the following statement taken from their website (August 2010):

We propose a revolution in skills and training, with:

- A massive expansion in the provision of real apprenticeships
- Measures to make it easier for companies to run apprenticeships
- Creating 100,000 additional apprenticeships every year with a £775 million injection of funds
- A £2,000 bonus for each apprenticeship at a small or medium-sized enterprise
- More community learning to improve skills and employability
- A £100 million NEETs fund aimed at youngsters not in any kind of education, training or employment
- A £100 million injection into the adult community learning fund
- Supply-side reform to set further education fund
- Freeing Further Education colleges from unnecessary bureaucracy
- Allowing new providers to enter the sector
- A revolution in careers advice
- Providing a careers adviser in every secondary school and college in the country
- Creating a new all-age careers advice service

Although some of these plans echo aspects of the Tomlinson, Leitch and Nuffield reviews it is possible that another rapid change of direction is on its way, as the new government seeks to make education its own and undo some of the changes made by the previous administration.

It is already expected that there will be changes to the specialist diplomas and the provision offered to 14-year-olds. Yet it is clearly evident that there will be provision of education for 14–19-year-olds and it will be delivered in partnership between schools, colleges and employers.

Chapter summary

This chapter has focused on the learners and their specific needs and desires rather than particular programmes or curricula. Whatever the
curriculum, the needs and interests of these learners will remain the same and our ability to understand them, empathize with their issues and concerns and enhance their learning, will be paramount in our teaching. By understanding the specific stages of development we can use emotional intelligence to engage with our young people on an individual basis and to help them to maximize their potential and achieve their goals.

The chapter has also focused on the historical development of 14–19 education and has been informed by three key governmental reports that necessitated a thorough understanding of teaching and learning within this age range. The reports themselves have been instrumental in understanding why there has been disengagement and underachievement among young learners and have suggested a more meaningful approach to their education and training.

Further reading
