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The response of some Further Education colleges to youth training  
under the New Training Initiative

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The response of some Further Education colleges to youth training under the New Training Initiative.

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Using the results of postal surveys of teachers and trainees as well as case studies the provision for the Youth Training Scheme (YTS) during 1983/4 made by a representative sample of Further Education colleges is examined. The policy intentions of governmental and quasi-governmental bodies are placed in their political context, focussing on the curricular policies of the Manpower Services Commission (MSC) and the Further Education Unit (FEU).

The policy of the government and the MSC to change the image of youth training measures from that of a short-term social support measure (current under the Youth Opportunities Programme) to one of a permanent national training scheme is judged to have had a large measure of success. YTS in the year concerned was integrated with existing examination and apprenticeship structures. However, a streaming process according to educational level is identified, whereby lower stream trainees on college based courses receive a student-centred curriculum to a greater degree than trainees on employer based YTS courses. The influence of the FEU, struggling to preserve a liberal educational philosophy in vocational preparation, is judged to have more relevance for the (minority) lower stream courses. It is suggested that if the FEU wishes to extend its influence to the rest of YTS it will have to examine how its educational philosophy may be reconciled with the teaching style associated with traditional examination courses in FE, which have generally been adapted for YTS by teachers.

The views of trainees lend justification to the MSC policy of promoting work-based learning, since trainees bring to YTS a perspective that places great value on experiences that seem like, or may lead to, real work. However, several aspects of MSC policy designed to promote work-based learning are judged to have failed, and an examination of employers' provision is recommended.

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## CHAPTER ONE: THE POLITICS OF YOUTH TRAINING: SOME RECENT HISTORY.

### 1.1. Introduction.

The Manpower Services Commission (MSC) was set up in 1974 as a quasi-governmental agency in order to take on some of the responsibilities of the Department of Employment (D of E). Apart from taking over the running of labour exchanges (re-named Job Centres) the MSC, through its Training Services Division, took on responsibility for organising government provision of training opportunities for young people and adults. In 1976 the MSC, in response to government concern about the growing level of youth unemployment, added the Work Experience Programme (WEP) to its list of special training measures. Over 15,000 places were provided under WEP during the following financial year. In addition to this 15,000 places were offered to young people under the Training Opportunities (TOPs) programme, which had previously catered solely for adults. All these courses were later to be combined under the general title of the Youth Opportunities Programme (YOP) which, between 1978 and 1982, provided training and work experience for progressively larger numbers of entrants (150,250 entrants in 1978/9; 440,000 in 1981/2. (Statistics from MSC Annual Reviews).

In their various forms YOP courses provided young people with work experience and vocational preparation designed to make them more attractive as potential employees, so that young peoples' relative disadvantages compared to older job applicants might be ameliorated. However, YOP had originally been conceived of as a short term measure to be reduced once unemployment levels began to fall. This prospect grew more distant with a worsening economic situation. At the same time the Government as well as employers' organisations began to see this situation as an opportunity for the

restructuring and improvement of the industrial training system. Thus, in 1981, MSC produced a consultative document proposing a New Training Initiative (MSC 1981). This Initiative contained three major objectives: firstly to restructure the existing apprenticeship system, secondly to provide for adult training and re-training and thirdly to institutionalise a national system of youth training which would provide a bridge between school and work for young people. This third objective was to be brought about by provision of a Youth Training Scheme (YTS). One billion pounds was set aside by the Government for YTS in its first year (1983/4) and it was hoped that 460,000 school leavers would enter the programme. Eventually it was expected that YTS would become a two year programme, an aspiration which is likely to be realised since the Spring 1985 Budget contained a commitment to such an expansion.

This increasing provision for youth training has been directed largely by the Department of Employment (D of E) by means of the MSC. The expansion has meant that the MSC operation has come increasingly to encroach on areas where previously the DES (via Local Education Authorities) was solely responsible. YTS has meant that educationists, particularly in Further Education colleges, have been exposed to a new philosophy of education and training and have had to deal with new organisational arrangements. It is the purpose of this thesis to examine how Further Education colleges responded to YTS in its first year of operation (1983/4). This purpose will be achieved by examining the extent to which college provision is in accord with the policies of governmental and quasi governmental agencies concerned with YTS, and by assessing the extent to which and reasons why provision deviates from policy guidelines. The study also aims to document the experiences and views of trainees on YTS, to relate these to policy considerations and, in particular, to examine whether different types of YTS schemes evoke different

responses from trainees.

This chapter will be concerned with the policies and attitudes adopted by the various bodies and social groups involved including government departments, quasi-governmental agencies, employers, the education service, youth workers and young people themselves. It will become evident that there are strongly felt differences between various groups about the purposes of youth training and that these differences are influenced by both the forces of self-interest and the legacy of traditional practices for the groups concerned. Each of the differences about the purpose of YTS has associated with it implicit statements about what should go on within the courses, although the bodies concerned have not always worked out the curricular implications in any detail. This chapter on policy differences, then, will provide the necessary background to the curricular issues considered in Chapter Two.

### 1.2. The MSC approach.

The MSC managing board consists of nine members, three nominated by the CBI, three by the TUC, two representing local authorities and one representing professional education. It is accountable to the Secretary of State for Employment and its chief executive functions are to "help people train for jobs which satisfy their aspirations and abilities and to help employers find suitable workers" (MSC 1976).

This emphasis in representation and the approach towards the world of work is reflected in the MSC's provision for youth training. Furthermore, while it recognises that without the cooperation of the education service it is difficult to provide quality training in the quantity desired, it will be shown that the MSC is, nevertheless, critical of educational offerings.



### 1.2.1. Preparation for work or a social service?

Early special measures for youth training were seen as an emergency social service to alleviate the negative effects of unemployment on young peoples' morale. But the theme of preparation for work was also evident. Thus the ex director of WEP, the precursor of YOP, wrote that

"Ability to "speak the same language" as an employer and the confidence which this imparts when being interviewed is therefore perhaps the most valuable gain from work experience." (Bayly 1978).

The Job Creation Programme (JCP), which operated at the same time as WEP, was also seen as valuable in this respect. It was seen as cultivating "good work habits among young people...experience in work disciplines" (MSC 1977a).

WEP and JCP were envisaged by the MSC as temporary measures to be disbanded once unemployment fell:

" WEP was originally proposed for a life of one year only, and although more profound considerations were never absent, the principle objective was simply to give unemployed young people, especially school leavers, something worthwhile to do for up to nine months or so, while waiting for the labour market to recover." (Bayly 1978).

As unemployment rose steadily each year from 1976 onwards, so the prospect of cutting back on special measures to cope with the young unemployed receded. The deliberations which led to the Holland Report of 1977, which proposed the Youth Opportunities Programme (MSC 1977a), reflect an acceptance, greater than that implicit under WEP, that high levels of youth unemployment were likely to persist. The growing mood in the MSC and the government at this time was that, paradoxically, the problem of youth unemployment might be

exploited to benefit the training system. Youth training began to be thought of as a means to economic recovery through the more effective induction of young people into the world of work. Thus the Holland Report contained the theme of training for work as well as that of providing an emergency social service which had previously held sway. YOP was seen as a "bridge to work," improving the level of understanding between young people and their employers (Holland 1979). The MSC suggested that YOP would be required for at least five years during which it would help preserve the nation's stock of skills and increase the competitiveness of young people in a labour market discriminating against them (MSC 1977a). Thus in 1978 the MSC were keen to emphasise the success of YOP in improving employability by reporting the results of a survey showing that 84% of YOP leavers were in jobs (MSC 1978a); another survey found that the main emphasis of YOP courses was on improving employability (THES 1978).

Fear of the effects of unemployment on young peoples' attitudes and general social adjustment was another key justification for YOP. Thus young people were seen as being "in danger of losing their confidence and sense of purpose," needing "encouragement and aid to restore self-confidence" so that they might enter the labour force (MSC 1977a). It was hoped that a training programme would prevent destructive behaviour if young people understood the reasons for unemployment. "It prevents violence on the streets" said one MSC scheme organiser in South Tyneside (Hofkins 1980).

According to the MSC the general effect of YOP on young people would be to help them learn to be responsible adults and to cope with adult work relationships:

"A basic difference between school and work lies in the fact that the worker is principally a contributor rather than a consumer, and has entered into a contract of his own free will. The relationships with those in authority and with colleagues in the two institutions are also different. A study of these new work-place relationships will help to clarify the experience of trainees." (MSC 1977a)

From about 1980 plans were being laid for a successor to YOP. Several things influenced MSC and government thinking for this new programme. Thus, comparisons with other European countries' provision for youth training revealed that these were generally more extensive and effective than Britain's (MSC 1982b). The MSC's special programmes came to be conceived by the Department of Employment as a means to the permanent restructuring of Britain's system for youth and adult training. Plans were made for the Youth Training Scheme within the general structure of the New Training Initiative. YTS would replace the first year of apprenticeship training (MSC 1981). The intention was that the Initiative would enable all young people under 18 to be trained or continue in education and that this would replace the old time serving method of apprentice training with a system of agreed standards. As plans for YTS under NTI developed the economic arguments for the need for a comprehensive training scheme were increasingly emphasised by the MSC. For example:

"The scheme we propose will make a central contribution to economic survival, recovery and growth. Our aim is to provide for what the economy needs, and what employers want - a better equipped, better qualified and better motivated workforce." (MSC 1982a)

The key difference between the Holland Report of 1977 and the Youth Task Group report of 1982 which outlined the purpose and structure of YTS provision is the greater emphasis of the later document on economic arguments compared with the earlier document where the emphasis was on training as a social service to avoid social unrest

in a time of high unemployment. As if to underline this, the Youth Task Group state in the first paragraph that YTS report is "not about youth unemployment," but about providing a "permanent bridge between school and work" (MSC 1982a).

The deliberations of the Youth Training Board (YTB) - a committee set up by the MSC as a consequence of the 1982 document to oversee developments in YTS - show a similar desire to maintain an image of YTS as a training scheme. For example, in debating the role of schemes to cater for young people with special needs the Board stated:

"Unlike the Youth Opportunities Programme [YTS] is not a special employment measure designed to provide work experience for young people who have particular difficulty finding employment" (YTB 1983a).

The Youth Training Board in 1983, on learning that not all places on YTS had been taken up by 16 year olds, resisted suggestions that the scheme should be extended to 17 year olds on the grounds that this would give people the impression that it was simply a short term measure for the unemployed. For similar reasons they also resisted the idea that YTS leavers who failed to find jobs should be allowed back on the scheme. "In short, the Board continues to see YTS as a training scheme - not another special measure for the unemployed" (YTB 1983b).

The failure of YTS to recruit large numbers of employed people in its first year was disappointing for MSC. This was precisely because, as Fennell (1984) points out

"until there are substantial numbers of employed trainees on YTS it is in danger of retaining its 'unemployment scheme' image."

From this there can be no doubt that the MSC wished to get away from the idea that YTS was aimed simply at giving the unemployed

something to do. It is paradoxical that it is high youth unemployment which has made such a training scheme possible and YTS will be judged by many political commentators on the extent to which it succeeds in disposing of a public image inherited from YOP.

#### 1.2.2. MSC's view of the education system.

As the MSC's provision for young people increased so did its volume of criticism of the education system. As will be shown some of this criticism took the line, similar to that of employers, that schools were inadequate in preparing pupils for work (Young 1982b MSC 1980) Similar criticisms by the MSC focussed on the Further Education system.

When YOP began it was felt by the MSC that the trainees were likely to be disillusioned with and resentful towards school, so that, if motivation were to be retained, it would be wise for training schemes to be as little like school as possible (eg: O'Brien 1978). This would necessitate teachers in FE colleges having to learn new ways of working with groups of unemployed youth and the teachers should have experience of the industrial world (Maclure 1982). This sort of advice was mildly expressed by the MSC in the early days but with plans for YTS under way the MSC's view became stronger and more confident, becoming associated with an increasingly clear view of education's role as a support service rather than a central agency for organising youth training. This is best exemplified in a speech given by Geoffrey Holland in September 1982 to the annual meeting of Regional Advisory Councils for Further Education where he argued that the provision of FE for the Youth Training Scheme would have to be substantially different from that

provided for YOP. The YTS scheme

"must be work-based and therefore employer-based, not classroom based...the role of the education service must be a support role, the role, at best, of a partner not of a focus around which all else must or should, revolve." (Holland 1982a).

He went on to say that the FE response to YOP had tended to treat young people on YOP schemes as inferior and second rate and had failed to offer trainees something which they saw to be of value. Social and Life Skills were taught to the exclusion of more important skill training for occupations. Indeed, Social and Life Skills were sometimes "an alibi for those who have no real idea of what to do or what the market requires." (Holland 1982a). Criticism of FE by MSC officials continued as YTS got under way. In 1984 Tolley, in charge of monitoring the quality of YTS for MSC, suggested that the education service had a "holier than thou" attitude, urged it to "abandon prejudices" and to support his attempt to improve quality in YTS. Unless this happened, Tolley suggested, private training agencies would take the work away from colleges (Tolley 1984).

Surveys of the provision of YOP courses by the colleges have indicated that the MSC did not approve schemes which included what they considered to be too much general education, even though there was disagreement between MSC officials as to what this might involve. Thus, in a survey by the West Midlands Regional Curriculum Unit (WMRCU 1980), colleges reported the MSC as variously disapproving the inclusion of health care, physical activity, leisure activity and a residential period. In a survey of ILEA college provision White (1981) discovered the MSC recommending, in some cases, that particular courses should include nothing to do with unemployment and should exclude literacy and numeracy teaching.

Perhaps the most widely publicised incident of this kind

occurred when the MSC sent a letter to colleges in November 1982 suggesting that political and social education should not occur within YTS. Teachers and their unions as well as other educational interests reacted very strongly against this. Watts(1983), for example, regarded this as "a direct attack on the principles of liberal education." However, when the Youth Training Board came to debate the issue in 1983 it concluded that it

"accepted the need for clear guidance on political activities but...shared a strong concern about unworkable restrictions on the scope of legitimate off the job training." (YTB 1983c)

Returning to the subject a month later the Board suggested that dealing with the "world outside employment" should not be regarded as an opportunity to propagate political opinions but should "reflect the Scheme's primary aim of enhancing individuals' skills and effectiveness" (YTB 1983d). Thus the Board sought to defuse a situation which had touched on some of the deeper sensitivities underlying the introduction of YTS.

### 1.3. Relations between government departments and the MSC.

#### 1.3.1. Department of Employment.

Because of his known political leanings, it has been suggested that, with the appointment of David Young to the chairmanship of the MSC in 1981, it lost any independence it had and became a political instrument (Cunningham 1984, Wellens 1984). Government intervention in the appointment of the educational representative on the Youth Training Board provoked similar claims (TES 1984a). But, as was shown earlier, the MSC is accountable to the Department of Employment and was originally set up to carry out duties previously

carried out by the Department. It is no surprise, therefore, to find considerable congruence of views between the Government and the MSC. It has been suggested (MacLure 1982) that when the Labour Party is in power the TUC has the upper hand in the deliberations of the MSC, and that with the Conservatives in power the CBI has the most influence.

Both Labour and Conservative party policy involve pressing for the sort of comprehensive training programme for youth that the New Training Initiative involves, but with certain significant differences in curricular emphasis. Thus in 1978 a Conservative Party study group argued for the importance of "developing among young people a respect for moral values" in any social education component of training (Guardian 1978). It has been claimed that it was pressure by the Conservative government that led to the MSC's attempt to ban political education from YTS (TES 1982b) and a Department of Employment memo in 1983 confirmed that it was the government's aim to exclude material concerning the "organisation and functioning of society" from YTS (TES 1983b). The Labour Party, on the other hand, emphasised a "critical awareness of society through economic and political literacy" (Labour Weekly 1982) as a chief aim for a social education component of training. The party endorsed the inclusion of cultural and recreational activities and opposed suggestions by the Conservatives to include military training as an option. It also followed TUC policy in its concern to ensure that YOP and YTS schemes should not be doing work that would otherwise have been done by paid employees (Labour Weekly 1982). Plans for the implementation of YTS involved reliance on a voluntary response by employers rather than the statutory one that the Labour Party would have preferred (TES 1981). As YTS has progressed so the Labour party has criticised underfunding of the programme (TES 1984b).



The Department of Employment under the Conservative government has pressed the economic arguments for youth training and advocated a closer relationship between training and education, exhorting both employers and the education service to respond generously to MSC plans. These themes are evident in the 1981 White Paper on youth training (Great Britain 1981) and in the statements published in various magazines of employers' organisations (eg: Dept. of Employment 1982). Tebbit, Secretary of State for Employment, has also been concerned to encourage employers to back YTS generally and to provide sufficient work experience places (TES 1984c, Guardian 1983a).

However, not all the Department's policies in the field of youth training have been supportive of MSC plans. An important point of issue was the proposal in the 1981 White Paper (Great Britain 1981) to reduce trainees' allowances and to make the scheme effectively compulsory by withdrawing social security benefit to those not taking part. Both these measures were retracted in response to immediate and strong criticism by most organisations associated with youth training, including the MSC (Guardian 1982a, TES 1982a). Nevertheless, young people who refuse places on YTS are denied some social security benefit and this has provoked claims that an element of compulsion on YTS has been introduced (TES 1982a, Guardian 1983b). These features are symptomatic of the considerably tougher approach of the Department towards YTS compared to the MSC. The 1981 White Paper did not have the same breadth of vision as did the MSC proposals; for example, it did not place very much emphasis on links with adult training, nor did it accept that the scheme should be for young people in employment as well as the unemployed and the MSC were critical of these things (Holland 1982b, Haxby 1982). An increasingly important priority for the Department has been the need to cut down the length and cost of apprenticeships

(Tebbit 1982). This, and similar moves designed to save money, led one commentator (Short 1982a) to claim that the government was using youth training as a way of lowering wage levels for 16-19 year olds. Indeed Tebbit has since been quite ready to applaud this strategy (TES 1983c).

In November 1982 the Prime Minister announced the Technical and Vocational Education Initiative in schools under MSC guidance, aimed at instituting a programme of study more in line with the requirements of employers. Another development along similar lines occurred when, in the 1984 White Paper "Training for Jobs" (Great Britain 1984) it was proposed that the MSC should become responsible for a large proportion of non advanced and work related further education courses. These developments tend to confirm the view that the government has used the MSC to circumvent the usual channels of control over education in order to more easily influence its direction.

### 1.3.2. Department of Education and Science (DES).

Numerous commentators have pointed out the relative lack of DES control over plans for youth training (Goodlad 1983, TES 1982b). Maclure (1982) considers this "a matter of almost paranoid anxiety for the educational world." There are several indications that the DES stood aside while the Department of Employment, using the MSC, increased its direct line of control over educational and training provision. The MacFarlane Committee, a DES committee set up in 1979 to examine Further Education was not encouraged to look at provision for the unemployed as this was felt by the DES to be "the responsibility of other departments" (DES 1981). Responsibility for the Unified Vocational Preparation scheme (UVP), a programme aimed at providing training opportunities for young people, was also

passed from the DES to the Department of Employment when plans for YTS came to include such young people.

Curricular policy for vocational preparation has largely been developed by a unit within the DES known as the Further Education Unit (FEU). This unit exists to provide a lead for colleges in all areas of the FE curriculum but in recent years has, in fact, concentrated a large proportion of its effort on the various provisions funded by the MSC. The FEU's proposals for a new full time course in vocational preparation (known as ABC after the title of the document concerned: "A Basis for Choice" FEU 1979a) to be run by the colleges, was aimed at the same type of young person as was YTS. The proposals led to the introduction of the Certificate in Pre-Vocational Education (CPVE - Joint Board for Pre-Vocational Education 1984) which is an important initiative by the DES in this area. But fears have been expressed that CPVE will not be able to compete with YTS simply due to the fact that it offers a similar diet to YTS (though with less work experience) but with no maintenance allowance (TES 1982b). Furthermore plans for ABC's implementation have been slow in coming forward from the DES and the provision planned is for a group much smaller than YTS.

The DES, however, while content to allow others to be responsible for the overall running of YTS, has been energetic in its exhortations to the education service to support the scheme. It has also been more willing to comment on curricular issues than the Department of Employment and has advocated the use of FEU publications as guidelines for the YTS curriculum (DES 1982)

Much DES effort has been expended in persuading schools and colleges to offer courses with content that is more relevant to work than traditional educational offerings. This was true under the Labour Government as well as the Conservative. For example in 1976 Mulley, the then Education Secretary argued that

"The essential feature of these courses must be relevance: relevance to all the demands and opportunities of the adult world which the young worker is entering, and relevance, above all to his working situation." (Mulley 1976)

In 1978 Shirley Williams, also as Secretary of State, was saying

"Schools should not allow themselves to fall into the trap of thinking that there was a clear and natural antithesis between general and vocational education, and that the acquisition of pure knowledge was of necessity of higher educative value than the learning of applied skills." (Williams 1978)

She went on to uphold UVP as the ideal way of integrating education and work in a relevant manner, a theme repeated in 1982 by another DES spokesman (Hamilton 1982). On other occasions DES spokesmen have argued variously for schools to be preparing pupils for the world of work (MacFarlane 1980a), for more cooperation between schools and FE colleges (MacFarlane 1980b) and for LEAs to be more involved with providing for the needs of local industry (DES 1982).

However, the relatively mild approach of the DES to curriculum matters may have changed under the Conservative government. O'Connor (1982) commenting on the 1981 White Paper (Great Britain 1981) suggested that this emphasised a "more restricted education for work" rather than the "education for life" that the FEU's proposals for ABC courses embodied. William Shelton (Under Secretary of State in the DES) speaking in June 1982 (Shelton 1982) attempted to distinguish between what schools could provide - the more general approach of ABC - and what FE could provide - more occupationally specific work for the Youth Training Scheme.

Direct references to the role of the education service in encouraging certain attitudes in pupils and trainees have been evident in DES statements since 1979:

"Vocational preparation in the 4th and 5th year in schools should provide a broad programme of general education but with a practical slant; develop personal attributes such as a sense of responsibility and the capacity for independent work, and help students discover what kind of job they might expect to tackle with success." (Shelton 1981)

"The education system bears a particular (though not exclusive) responsibility for developing those personal skills and attitudes which go beyond the technical requirements of the job but are....essential in the work situation." (DES 1982)

What is evident, then, in relationships between government departments and the MSC, is a shift in the locus of control from the DES to the Department of Employment. Under the Conservatives the Department of Employment has promoted policies for YTS that are narrower than are acceptable to many educational interests. A restricted definition of social education, a distinct wariness about political education and promotion of the idea of military youth training have been features of the Conservative approach. At the same time the Conservative government has sought to make entrance to YTS virtually compulsory and to reduce the allowance payable to trainees. The DES under both Labour and Conservative control has been concerned to exhort the education service to pay more attention to the needs of industry. With the Conservatives the DES has come increasingly to stand aside as the MSC has been used by the government to exert a more direct line of control over vocational preparation, via the Department of Employment, than had previously been the case.

#### 1.4. The views of employers and industrial training bodies.

A review of the positions of employers and industrial training bodies shows that to a large extent the developments in youth training policy so far described conformed to what they wished to see. This involves a more direct preparation for work than the education service had offered previously. Thus the MSC programmes have received general support from employers, and the Confederation of British Industry (CBI) set up a working group with a brief to recruit employers willing to provide work experience placements for YTS. Economic arguments for the need for training have carried particular weight with such bodies. Thus the CBI pointed out that YTS

"would help to provide participating employers with a young workforce with some competence and practical experience in a wide range of related jobs or skills and help to provide the country as a whole with a more versatile, adaptable, motivated and productive workforce to assist us to compete successfully in world markets." (CBI 1982).

Also, the British Association for Commercial and Industrial Education (BACIE) stated that YTS offered employers

"a much more assured supply of key skills; a more versatile, more readily adaptable and therefore more productive workforce; better utilisation of skills and more cost effective expenditure on training." (BACIE 1981)

The CBI wished to see YTS as a training programme rather than a social support measure. Thus they argued, in relation to the Industrial Training Boards (ITBs), that

"The relationship between the Boards and industry has been adversely affected by the MSC link. There is a conflict between the pursuit of industrial objectives formulated jointly by a Board and its industry and the pursuit of social and political objectives promoted by [MSC] and formulated by the Government and/or MSC." (quoted in MSC 1980. p.18)

Youth Training Board minutes show that the CBI members have been in favour of reducing the level of funding for college based YTS programmes that largely cater for students with special needs and which may be viewed as more a social than a training provision (YTB 1982).

Of the Industrial Training Boards the one that has been most in accord with CBI views is the Construction Industry Training Board (CITB). This Board wanted to have control over YTS provision in their occupational area (CITB 1983) and their representatives argued against the broad based approach to training advocated by MSC and in favour of specific training for specific construction trades (Kemp 1983). For the first year of YTS (1983/4) the MSC allowed the CITB views to prevail since it was important to MSC's general strategy that CITB deem the first year of YTS equivalent to a first apprenticeship year. At least one MSC official, however, regarded this as a "temporary trade-off" only (Robinson 1983).

Not all the ITB's have shared the CITB view. Occasionally the economic argument has given way to the social support argument. For example, the Rubber and Plastics Industrial Training Board pointed out that "destructive social behaviour" was a problem that training must solve (RPITB 1978).

The CBI argued against the 1982 government plans to make YTS compulsory and to reduce the allowance and this is one occasion where they have not supported government plans (Harper 1982). However, there is evidence to show that the overall strategy of lowering wage levels for the 16-18 age group has been welcomed by

employers and training organisations. Thus BACIE (1981) argued that both unions and trainees should accept that lower wage levels are appropriate for those of trainee status and the CBI has said similar things about wages for apprentices (CBI 1980b). The CBI on another occasion resisted pressure to raise the level of trainees' allowances (TES 1985b). The MSC has encouraged employers to regard participation in YTS as financially advantageous to them. Young, when MSC chairman in 1982, wrote that

"YTS...is attractive financially to employers. You now have the opportunity to take on young men and women, train them and let them work for you almost entirely at our expense, and then decide whether or not to employ them." (Young 1982).

The fact that under YTS apprentices are far cheaper for employers has been pointed out in an economic analysis by Myers (1983). Elsewhere, the CBI has shown that cost considerations are an important determinant of employers' attitudes towards YTS. The CBI has argued that the charge made by the colleges for off-the-job training is too high (CBI 1982b) and has issued guidelines to employers on how to argue for lower fees, advocating greater use of part-time or temporary staff by FE (CBI 1984). Employers have also been reluctant to release employees for training as YTS supervisors due to the cost involved (CBI 1985).

The CBI representatives on the Youth Training Board have argued that employers should be responsible for recruitment to YTS in order to select the best applicants, although this would exacerbate the divide between employer based YTS and other YTS provision (YTB 1982a). In a number of other ways employers have resisted what they consider to be excessive demands on their time when providing for YTS trainees. Thus the CBI has argued that YTS documentation is over elaborate (YTB 1983e) and employers' resistance to the work involved forced the MSC to change plans for the introduction of a national



profile assessment system for YTS trainees (TES 1983). A CBI Youth Training Board representative argued, in relation to MSC's plans for monitoring the quality of YTS, that they "did not relish the prospect of inspectors crawling all over the scheme getting in the way" (YTB 1983f).

The MSC has sometimes found it necessary to urge employers to do more work to support youth training, both in providing placements and in recognising a duty to contribute to funding the scheme ( eg: Holland 1982b) and generally it has made every effort to make participation by employers an attractive prospect, by reducing paperwork (Into Work 1979) and allowing them a fairly free hand in arranging off-the-job training (YTB 1982b). But a comprehensive evaluation of the Unified Vocational Preparation programme (UVP), a programme often held up as an example of good practice by the MSC and as a useful blueprint for YTS provision (Wray et.al. 1982) found evidence that many employers did not provide an adequate training input and too often regarded the mere fact of participating in the scheme as fulfilling their responsibility. There is anecdotal evidence showing that employers used young people on YOP as cheap labour (Into Work 1982b). The MSC has been concerned on behalf of both employers and themselves to deny this accusation of cheap labour (Bayly 1978). In fact the CBI has generally been defensive about employers' level of effort in providing for YOP and YTS (eg: CBI 1980a). They prefer to exhort the education system to greater efforts, as will be shown.

Employers value highly both attitudinal and motivational factors in job applicants, even though when asked what they look for they often state only work skills and academic qualifications. Research commissioned for the Holland Report (MSC 1978b) found that employers turning down applicants for jobs did so most often on the grounds of poor attitudes and appearance and lack of basic numeracy

or literacy skills. Another, but small scale, survey (reported in Plunkett 1979) found that employers felt that they could teach employees specific work skills themselves, and that training should concentrate on improving young peoples' confidence. A Regional Advisory Council report (Regional Advisory Councils for FE 1980) pointed out that employers felt that the negative attitude of many young people to industry was a problem that training should solve. Employers' appreciated the increased commitment and confidence that they perceived in employees sent on the UVP scheme (Wray et. al. 1980). YOP and YTS offer an opportunity for employers to assess these attitudinal and motivational factors that they evidently consider to be important. YOP schemes have been found useful by employers when used as a sort of probationary period or extended interview. Seeing a young person in a work setting for a long period enabled employers to assess their suitability in a more comprehensive way than possible in a short interview (Into Work 1979, Raffe 1981). In this way less reliance could be placed by employers on examination qualifications and more on actual performance.

Employers' views of the content appropriate for youth training courses are more narrowly restricted to vocational training than are the views of the MSC. While the MSC has endorsed the view that some preparation for life outside employment may be appropriate, the CBI views such suggestions as "defeatist" (CBI 1981). The CBI's response to the NTI proposals included the criticism that

"The document...tends to deal with the purposes of training in a confusing variety of ways; as an activity of general benefit to the community, as a possibly helpful alternative to unemployment and, in the more usual sense, as a preparation for a job or change of occupation." (CBI 1981)

The implication is clear that "the more usual sense" is the CBI's preferred version. Preparation for work should include studies of the

"role, nature and importance of industry and commerce in the nation's economic and social life...this approach would contribute significantly to the vocational preparation of the individual students concerned. It could have the added advantage of helping to promote a general understanding of the means by which the nation's way of life and standard of living is sustained which we regard as vitally important for staff and students alike throughout the educational system as a whole."  
(CBI 1980b)

The reference to the need for teachers to have a greater understanding in this last statement is in accord with the extremely critical evaluations that employers generally express when referring to education. It has been shown how the MSC has become more outspoken in its criticisms of the educational provision for youth training; employers and the CBI have always been critical. Thus the research done for the Holland Report found that employers were dissatisfied with the amount of vocational preparation in schools, wanting more to be taught about "the meaning of 'earning a living '" (MSC 1978b). The CBI (CBI 1981), commenting on the NTI proposals were of the opinion that "solutions are being sought more in the employment sector than within the education system" and remarked further than the MSC had failed to push the education system to try harder. The CBI noted that employers could not go on providing "remedial education" for ever. Schools should

"enhance their contribution towards improving the general employability of young people in terms of developing personal skills and qualities as well as knowledge needed for working life."(CBI 1981)

On numerous other occasions since the beginning of YOP employers and training organisations have expressed views that schools are unappreciative of the needs of industry (reported in Regional

Advisory Councils for FE 1980), that education and training must be brought closer together (RPITB 1978, Giles 1981) and that the education system must rethink its attitudes and employ teachers with experience of commerce and industry (BACIE 1981, Wray et.al. 1980). In the light of these reservations about education that employers hold it is understandable that, although they would like education to take some of the burden of training provision from employers' shoulders, the CBI has stated that they would make efforts to "ensure that YTS is, as far as possible, employer based." (CBI 1982a).

To summarise, employers - and to a large extent training organisations - want youth training to be work oriented and to improve young peoples' motivation to work. They are unwilling to regard YTS as a social support measure to help people cope with unemployment but prefer the view that the MSC has come increasingly to adopt, that YTS is a training measure that will promote economic recovery. At the same time they are concerned to make YTS as cost effective as possible. They are critical of the education system for not performing the task of training as they see it, and have reservations about allowing education to become the base for training schemes in case training starts to include things of which they do not approve.

### 1.5. Teachers and teachers' unions.

#### 1.5.1. School teachers and their unions.

It has been shown how the growth of provision for youth training has been accompanied by criticisms of the education system by MSC and employers. Schools have been seen by both to have failed

in supplying the need of industry for a motivated labour force and the need of less academic pupils for a relevant education and an experience of success. The response of schools to the need for vocational preparation was cautious, compared to that of Further Education, until the announcement of the Technical and Vocational Education Initiative (TVEI) in November 1982. On this announcement LEA's, in spite of resenting the manner in which TVEI was announced, were quick to submit proposals for the scheme to involve their schools. Before this, schools at one stage were hoping for some involvement with YTS (Schools Council 1982) but this desire was accompanied by a reluctance to move wholeheartedly into training rather than education. Thus a head teacher was reported as saying:

"My great fear is that everybody is putting such great emphasis on the work ethic and on producing fodder for industry that they may leave out the broader elements of education that are so important to this age group." (Guardian 1982d).

A conference, in February 1982, organised by various educational interests and the MSC for school personnel issued a statement to the effect that schools were willing to contribute to YTS but wanted to be assured that it was

"A serious attempt to solve the educational and career problems facing the 16-19 age group and not just an attempt to turn schools and colleges into "custodians", merely keeping youngsters off the dole." (Schools Council 1982)

This same conference expressed the hope that schools should be "equal partners" with FE in the New Training Initiative. In fact this did not occur. It is difficult to avoid the conclusion that schools were taken by surprise at the rapidity of developments in the area and that the later TVEI has been welcomed as a way in which schools can mount effective competition to Further Education in providing vocational preparation in order to stem the fall in sixth

form rolls.

The NUT in the period preceding YTS was concerned about schools being excluded from the scheme. They argued (NUT 1982), as did the NAS/UWT (1982) and NAHT (Swallow 1979), that pupils staying on in full time education in schools or colleges should be given a maintenance allowance. A motivating factor behind this policy was the fear of losing pupils to the training schemes. All the teacher unions and associations wanted schools to play a bigger part in vocational preparation than they did at that time.

#### 1.5.2. NATFHE and the further education sector.

NATFHE (1977) welcomed the Holland Report, has argued (with the NUT) for a comprehensive scheme of training for all in the 16-19 age group (Farley 1981) and have supported the MSC plans for NTI (NATFHE 1982a). The White Paper of 1981 (Great Britain 1981) led it to oppose the Department of Employment's narrow approach (see section 1.2.2) and to urge the government to accept all parts of the MSC Youth Task Group's proposals of May 1982 in preference (NATFHE 1982b). NATFHE's opposition to the Conservative government's policy went so far as to lead Farley, Assistant Secretary for Further Education in the union, to accuse Norman Tebbit of "advocating slave labour rather than high quality training." (Farley 1982).

The union noted that the expansion of provision for youth training under YTS would mean more jobs for its members, but did not want to accept lower conditions of service for these additional teachers (NATFHE 1982b, 1982c). It wished to be represented on committees concerned with organising YTS courses and followed the TUC in expressing concern about job substitution (Farley 1981, NATFHE 1982c) and in urging the need for the monitoring of the quality of YTS (NATFHE 1977, 1982a). Like the schoolteacher unions

it would have preferred a maintenance allowance for all in the age group (NATFHE 1977) for it feared that otherwise students would be lured away from traditional full time educational offerings.

In line with the schoolteacher unions NATFHE was also concerned that education was not being allowed enough say in what was to be involved in youth training courses (NATFHE 1982d). In the early days of YOP, NATFHE had argued that the DES rather than the Department of Employment should be responsible for organising the provision. Later, it argued that LEA's should be the fully accredited sponsors of YTS schemes (NATFHE 1982a) and warned that YTS provision should not be allowed to jeopardise full time vocational preparation courses (NATFHE 1982b). With intensifying criticisms of the education sector coming from the MSC - and NATFHE's response here was defensive (Education 1982) - Farley went so far as to argue that

"If the education service anywhere, either through its own volition, or at the dictate of others, fails to become involved in a substantial way in providing for young people then a dangerous and major schism will arise. On the one hand there will be young people in full-time education provided for through the education service, and on the other will be those young people in the Government's scheme provided for through the Manpower Services Commission. This divide would ....exacerbate current class divisions, further worsen race relations and widen the gap between the 'haves' and the 'have-nots'." (NATFHE 1982e)

NATFHE has also been concerned to deflect criticism of off-the-job training provision by FE on to other targets. Thus, it has been very critical of private sector training provision for YTS (NATFHE 1984). It has also argued that the MSC should direct some of its attention towards the provision for YTS made by employers rather than college provision (TES 1983f). There is also evidence to suggest that NATFHE is committed to student-centred methods of educational provision within YTS, rather than knowledge or skill-centred provision conducted solely to serve the needs of employers. As early as 1977 there was debate within the union about

how closely training should conform to the needs of employers (NATFHE 1977) and a National Executive Council statement in February 1982 suggested that a general education component "may" be necessary (NATFHE 1982b). On other occasions union representatives have endorsed the use of FEU publications as guidelines for courses (THES 1980) and advocated teaching styles that allow student participation in making decisions about the content of their courses. (NATFHE 1982a). At the same time NATFHE representatives have argued for the need for FE teachers to change their attitudes and methods for youth training courses (Farley 1980). NATFHE has also stated that

"An important long term objective of the NTI must be to raise the aspirations for continued education and training, whether through further, higher or adult education." (NATFHE 1982b)

It is clear that one of NATFHE's aims has been to integrate YTS with mainstream FE provision by making it easy for trainees to transfer from YTS on to other FE courses (NATFHE 1982c).

Participation by colleges in YOP schemes was heavily weighted towards providing short courses and Social and Life Skills inputs (FEU 1978, West Midlands RCU 1980, Bedeman and Courtenay 1983). With YTS this has changed, with vocational departments rather than general studies departments playing more of a part. There are some indications that FE staff have been uneasy about the existence of too strong a work bias in courses. Both a West Midlands Regional Curriculum Unit survey (WMRCU 1980) and a survey of London colleges conducted by White (1981) found some teachers complaining that the MSC did not appear to trust their judgement on educational components of courses. The West Midlands survey found that some colleges were opposed to the idea of assessing trainees at all, and in articles in NATFHE's journal to their members (Pates 1982, Barr and Aspinall 1984) it has been claimed that many lecturers feel uneasy about the bias of Social and Life Skills materials towards



conformity to a work ethic. Teachers' opinions expressed in articles vary from those who are hostile to YTS provision for political reasons (eg: Moos 1983, Woolcock 1983) to those who feel that participation is inevitable given economic realities and who see positive benefits in MSC curricular policy (eg: Boffey 1984a).

Thus while the NUT and school teachers have had to accept that plans for YTS do not include their participation, the FE teachers and their union have been much more closely concerned. Evident in NATFHE's position are two conflicting opinions. On the one hand NATFHE wishes to defend its members' economic interests and perceives that participation in YTS is essential if FE colleges are to maintain a role in vocational preparation. On the other hand NATFHE contains members who are strongly critical of the Conservative government's educational and training policies and who regard YTS as an embodiment of much that they find objectionable.

#### 1.6. Youth workers' organisations, youth workers and the careers service.

Reviewing the opinions of these groups reveals that youth workers have generally been more critical of youth training provision than members of the education service. One important organisation expressing the views of youth workers is Youthaid. This organisation has varied between accepting MSC plans (as where it defended them against tougher proposals from the government and employers (Youthaid 1982a, 1984)) and criticising them. Criticisms by youth workers tend either to be the sort that accept fundamental aims but urge a much higher quality provision, or the sort that criticise fundamental aims. Youthaid criticisms have generally been of the first type.

Clare Short, ex-director of Youthaid and subsequently a Labour MP, has on occasion seen great advantages in a departure from the academic offerings usually made to lower ability pupils. For example, she stated that in the best of YOP

"The world of work is used as an educational vehicle to develop a range of personal abilities in each young person." (Short 1980).

and later:

"[process training] aspires to exactly the same objectives as the best of liberal education - the development of the talents and the capacities of each individual." (Short 1982d).

Youthaid (1980) has emphasised the advantages to the economy of a flexible workforce, has argued for "good quality trainee-centred education and training" (Youthaid 1981) and has emphasised that youth training is both an economic and a social measure (Youthaid 1980).

Youthaid's view of training, however, is certainly not one that involves uncritical preparation for work alone. Short, in 1982, criticised the appointment of David Young to the chairmanship of MSC as she felt this made the MSC more likely to follow Conservative policies (Short 1982a). Youthaid had been reported as supporting the FEU's suggestion that skills for unemployment should be included on YOP courses (Hencke 1978). Elsewhere Youthaid has argued that other things than improving employability should be the focus of courses (Youthaid 1979) and that preparation should be wider than just for the demands of the current workplace (Youthaid 1980). In this bias away from exclusive preparation for work Youthaid is joined by Salmon, a youth worker, (Salmon 1982) who argues that NTI proposals of the MSC "reinforce the 'work ethic' at the very time when one should be challenging it," points out the need for preparation for

"creative leisure" and deplores the 1981 White Paper approach.

Most of Youthaid's lobbying has been concerned with ensuring that quality is maintained in training schemes. Thus it has criticised employers both for using training places as cheap labour and for providing inadequate training facilities (Youthaid 1978, 1980, Sawdon 1978). Youthaid also has on various occasions complained of inadequate FE provision (Short 1981), defended trainee's rights (Youthaid 1978) and complained of a school atmosphere in courses (Youthaid 1980). It has also complained that trainees have had inadequate opportunity to contribute to running YOP courses (Youthaid 1978), has argued that employers should top up inadequate levels of allowance (Youthaid 1982) and pointed out a need for more local control of schemes (Youthaid 1978). It has been suggested (TES 1982e) that these sorts of criticisms have made less welcome the idea that youth workers should be represented on national and area boards that oversee the running of YTS schemes.

Since 1983 there have been signs that Youthaid's complaints have become stronger. In an article in the TES (Short 1982a) its director explained that while she used to be in favour of youth training she had now become greatly disillusioned due to the strategy of the government in using YTS as a means of reducing wage levels. In 1983 Finn, working for Youthaid, presented an extremely critical analysis of YTS derived from a sociological perspective, viewing YTS as a crisis management measure by the State ideological apparatus (Finn 1983, 1984). In 1983 the Youthaid director launched an attack on the cheap labour aspect of the scheme (Hirsch 1983).

The opposition of some youth workers is fundamental. Salmon (1982) has questioned the point of training for work in a time of massive unemployment, and has argued that most low level jobs do not require a year's training in order to learn the necessary skills. Another strongly worded attack on youth training policy has been

published by Davies, of the National Youth Bureau, arguing that the MSC approach threatens liberal educational values and places the needs of the workplace above those of individuals and destroys real jobs:

"Today, almost unthinkingly, young people are defined first as workers and only then - if at all - as people." (Davies 1982).

Davies deplores the fact that the DES has opted out of plans for NTI and resents the fact that the youth service has been co-opted to recruit young people whose alienation he feels is justified. He sees the whole initiative as an extension of repressive means of social control. Similar analyses have been presented by Avis (1983), Loney (1983) and Atkinson et.al. (1983). A historical study of the "dole colleges" of the 1930's has supported sociological analyses of this type where, it is claimed, government provision then was similar in its aims and methods to YOP and YTS and where - such is the implication - similar deceptions were practised (Horne 1983).

Both government ministers and members of the Youth Training Board have shown concern that such views of YTS have also affected the commitment of the careers service to YTS. In 1983 Morrison, Under Secretary of State for Employment, argued that the careers service should "lose its 'social engineering' image and act with market forces," becoming involved in a "massive persuasion and educating job" in order to convince young people of the value of YTS (reported in Webb 1983). In response to this suggestion a careers service representative rehearsed a number of criticisms of YTS, among which was a query as to what jobs the training would be aiming for in a time of such high unemployment (Webb 1983).

Thus youth workers and to some extent the careers service have probably more often expressed criticisms of YTS than have NATFHE and college teachers. It may be that this has been possible due to their

more peripheral involvement in the scheme compared to FE teachers.

### 1.7. Young people.

A survey of the literature shows that various bodies are prone to making generalisations about young people according to how it suits them to see the age group. Thus a Regional Advisory Council publication (WMRCU 1980), as part of an argument defending the education service, asserts that it is not true that young people dislike education as much as is generally asserted. On the other hand, an FEU publication, as part of an argument urging the education service to change its ways, states that young people on YOP do not like traditional educational approaches (FEU 1979). Youth workers and sociologists tend to place much weight on the argument that YOP programmes, and Social and Life Skills elements in particular, reinforce trainees' feelings of personal inadequacy by making them feel that unemployment is their fault (Fiddy 1982, Into Work 1979). Arguing from the same political perspective, however, a writer (Pates 1982) criticising the bias towards a work ethic in Social and Life Skills teaching materials has argued that trainees inevitably ignore such attempts to influence their attitudes.

In spite of the need for caution in accepting such generalisations, however, certain facts do emerge from surveys about the characteristics and attitudes of the young people involved. Research conducted for the Holland Report (MSC 1978b) showed the young unemployed generally had low qualifications or none at all and were willing to participate in education and training geared to getting them jobs. They also found unemployment boring and were critical about the lack of vocational preparation in schools. In 1982 an OECD study (OECD 1982) of young people in several European countries came to similar conclusions, adding that most young people

were not disillusioned with society, feeling their unemployment to be due to deficiencies in themselves. Those that were likely to display "actively anti-social" behaviour were the middle class young unemployed whose high expectations had foundered (OECD 1982).

In 1981 a survey of ILEA colleges (White 1981) showed that only just over 50% of available work experience places were filled and the author concluded that "it may be that a large number of young people in Inner London are simply not interested in the Youth Opportunities Programme." A study conducted by the "Into Work" organisation (Into Work 1979) found many employers surprised at the lack of young people to fill work experience places - it led the authors to wonder whether there was really a need for measures to alleviate youth unemployment. While Into Work attempted to explain the low take up of work experience places by suggesting that the careers service was unwilling to support the YOP programme, the organisation also observed that the low pay allowance put off many young people. This last factor has also been noted by Youthaid (1981) though it is hard to know whether the claim is based on proper evidence since youth workers generally are prone to argue for a raised allowance.

Evidence from the research reviewed tends to lend weight to the following generalisations about young people on training schemes: young people dislike a school atmosphere and appreciate being treated "like adults" (Wray et.al. 1980, Into Work 1979, Bayly 1978). They would have preferred schools to do more vocational preparation (Guardian 1982c) though they are not wholly disillusioned with school (Into Work 1979). At the same time they are disappointed when work experience placements have no or only low level training (Into Work 1979). They tend to evaluate courses according to whether they help them get permanent jobs, sometimes to the exclusion of other gains (Hofkins 1980) and they sometimes

dislike Social and Life Skills elements (Plunkett 1979). They like work experience more than college and they want more money, especially when they feel they are doing the same work as other, higher paid, employees (Bedeman and Courtenay 1983).

#### 1.8. Discussion.

The preceding review of the relative positions of the MSC, politicians, educationists, employers and youth workers with regard to the Youth Training Scheme shows that the scheme has demanded a major re-alignment of the roles and attitudes of these groups. The arguments and counter arguments show that this process has not been without some suspicion on all sides and many of the arguments put forward are influenced by party political considerations. Much of the debate in the political arena centres on the difference between an educational and a training approach. YTS was the first of several measures which the government has used to bring the education system more into line with industrial requirements. YTS, TVEI and the proposals in the 1984 White Paper (Great Britain 1984) share this objective, and the introduction of each of these has involved cutting through the usual line of control over education through the DES and LEA's. Educational interests have, on occasion, resented the loss of control that the growth of MSC provision represents. A considerable amount of ideological debate about the proper approach to curricula and pedagogy is implicit in the positions adopted by the various groups.

Amongst the organisations and social groups reviewed in this chapter there is a broad measure of agreement about the need for a comprehensive national training scheme. To a greater or lesser extent such a measure accords with the interests of the groups

concerned. Thus, employers want a better motivated workforce, educationists want jobs for themselves, unions want jobs for their members and young people want something to do that will lead them to a job. However, the same self interest, coupled with traditions and beliefs carried over from past practice, means that the various parties hold to ideological positions about the way provision should be made. To some degree these positions are in conflict and if Further Education is to provide for YTS successfully it has to seek some way of accomodating them.

In examining the response of FE colleges in the first year of YTS it will be possible to see the extent to which this accomodation has been achieved both on an organisational level and in what teachers do in terms of teaching and assessment methods. The purpose of the present project is to establish, firstly, what policies for the curriculum and organisation of YTS have been put forward by governmental and quasi-governmental agencies. These policies, arising from the political debate that has been described in this chapter, will be discussed in Chapter Two. Subsequent chapters will describe the empirical investigation conducted in order to fulfil the purposes of the study, to establish the extent to which policies have been followed by FE colleges in their provision for YTS, as well as to establish the reasons for deviations from these policies. Some assessment of the effectiveness of policies as well as an investigation of trainees' perspectives will also be possible as a result of the investigation described in this thesis.



## CHAPTER TWO: THE CURRICULAR DEBATE.

### 2.1. Introduction.

It will be evident from the political debate described in the previous chapter that the different groups involved in YTS had differing aims for the scheme. The chief distinction is between educational interests such as those of NATFHE and those concerned to promote employers' interests, such as the CBI. As was shown, the government through the MSC attempted to give greater prominence to employers' interests in the political debate about YTS. In the debate that occurred about the curriculum of YTS the chief protagonists were the MSC itself and the Further Education Unit (FEU). The differences between these two bodies in their approach to YTS will be shown later in this chapter. Firstly, however, the MSC's requirements for the curriculum of YTS will be examined. In doing this it should be borne in mind that a broad definition of curriculum has been used. This includes not only the skill or knowledge content of YTS courses, but also teaching and assessment methods. Further, these things exist in an organisational context which sometimes determines the nature of content and methods. Policies concerning the organisation of YTS, in so far as they relate to curricular issues, then, will also be discussed in this chapter.

### 2.2. The requirements of the Manpower Services Commission.

The chief sources of information about the MSC's basic requirements for the curriculum of YTS in the year 1983/4 are the document entitled "Content of YTS Schemes: minimum criteria for schemes starting in 1983" (MSC 1983) and the collection of

Guidelines published in December 1982 "Guidelines on content and standards in YTS" (MSC 1982c). Where documents other than these are drawn upon in the following discussion they will be referred to accordingly. Otherwise, all information presented in this section is taken from these two sources.

The Youth Task Group Report (MSC 1982b) proposed that YTS should contain a minimum of 13 weeks off-the-job training, with the rest of the year being taken up with work experience. Funding would be made via three distinct Modes. Under Mode A funding (aimed to cover 67% of trainees) employers, local authorities or other groups would form Managing Agencies which would organise the provision and either itself provide off-the-job training or pay another organisation, such as an FE college, to provide it. Mode B funding would be split into two separate forms. Mode B1 (aimed to cover 21% of trainees) would concern organisations such as Training Workshops or Community Projects which would provide both work experience and training. The organisation of Mode B2 YTS (aimed at 12% of trainees) would be the responsibility of MSC local offices. Usually this Mode would consist of an FE college designing and providing off-the-job training relevant to work experience which the same college would arrange. The college would report directly to a local MSC office.

Sponsors of schemes were asked to categorise their proposals according to which Occupational Training Family (OTF) their scheme fell under. The notion of OTF's was developed on behalf of the MSC by the Institute of Manpower Studies (IMS 1981) and represents a way in which occupations can be classified so that skills common to "families" of jobs are grouped together (see section 2.4 and Appendix Two).

Mode A funding was intended by the MSC to cover the majority of YTS schemes and it is worth noting that Managing Agents, who were to organise Mode A schemes, would be new organisations consisting of

people who might often have had little experience of providing youth training. The purpose of their introduction was two-fold. On the one hand YTS was to be a much larger scheme than anything that had gone before and it therefore made sense to devolve organisational responsibilities from local MSC officers to other organisations. On the other hand, Managing Agents were set up in order to promote a major feature of the MSC's policy for the curriculum: work based learning. Instead of allowing colleges to take over the provision of YTS, the Managing Agent system was aimed to ensure that employers retained control over the scheme. Colleges were to perform a support role, providing off-the-job training packages bought from them by the Agents and designed to Agents' specifications (see Holland 1982a).

The MSC's Guidelines required that Managing Agents should do a number of things that were intended to ensure that work based learning occurred. For instance, they were required to supply information to providers of off-the-job training about the skill content of the jobs for which the trainees were being prepared. They were also required to provide a training plan which would "integrate the on and off-the-job training with work experience" (MSC 1982c). The MSC wanted training assignments (later called Work Based Projects) to be designed by Managing Agents, the purpose of which would be to provide trainees with tasks to do at work which would aid the learning of relevant work skills. Managing Agents were also given responsibility for liaison between work experience providers and providers of off-the-job training in order to ensure integration between these two elements of the scheme.

It was envisaged that Managing Agents would be employers or consortia of employers who also provided work experience placements for the scheme. It will be evident from what has been shown about the MSC's expectations for Managing Agents that YTS would involve

employers in a far more developed role in training provision than was the case under YOP. Accredited Centres for training work supervisors to take on their expanded responsibilities for trainees were set up by the MSC during 1983. On-the-job training as well as off-the-job is referred to in the MSC Guidelines, but the form that this should take is not described in the same detail as off-the-job provision. The only specific requirement of work experience providers is that trainees should have a named person to whom they can turn to for help or advice while at work.

One of the major aims of government and MSC policy identified in the previous chapter was that provision should change from being a social support scheme designed to help young people cope with unemployment, to a national training scheme. One feature which the MSC saw as being important in achieving this was that YTS should be integrated with established apprenticeship schemes and the MSC negotiated to this end with a number of bodies controlling apprenticeship accreditation. Another aspect of organisational policy for YTS designed to achieve this aim was the encouragement of employers (using financial incentives) to send young people already in employment on to the YTS scheme. As well as progressing to further apprenticeship training it was hoped that a certificate provided by the MSC to those completing YTS would achieve a status sufficient to enable trainees to fulfil entrance requirements for further educational and training opportunities, thus integrating YTS provision with existing provision and removing its image as a temporary emergency programme.

Linked with the provision of the YTS certificate were statements in YTS Guidelines to the effect that assessment of trainees' abilities should take place at work as well as during off-the-job training. This assessment would be to pre-specified criteria which could be derived from a variety of sources:

"National, Industry and Employer specific" (MSC 1982c). In fact, this furthers an aim of the New Training Initiative (MSC 1981), to replace the assessment of apprenticeship training on the basis of time-serving with assessment based on pre-specified national standards.

A frequently repeated theme in statements from the MSC is that FE colleges and their staff need to change their approach in order to cope with the type of young people that are involved in YTS. Holland's (1982a) speech contains much along these lines; he starts from the assumption that

"a classroom, academic base for the scheme...would be demotivating for young people...who would not have gone anywhere near further education if we had carried on as we have in the past."

Not only does Holland use this point to justify the provision of work based learning, he uses it to justify a number of other changes he feels it is necessary for colleges to make. Colleges should teach to an "extended year" whereby traditional academic terms and holidays are not kept to; teachers of YTS should have experience of working in commerce or industry; the colleges should not treat YTS as a "low status" provision. Above all, college teachers should accept that their role is one of support for an employer-led provision whose chief aim is to provide work based learning.

### 2.3. The FEU and the MSC.

It has been established that a broad aim of MSC policy was to encourage the education system to change its ways, by moving from an educational approach of which employers were critical to one where preparation for the work role was far more evident. In examining statements which the MSC made about the curriculum before the start

of YTS and comparing these with those made by the Further Education Unit (FEU) it is possible to see that as well as areas of agreement between the two organisations there were also differences of opinion.

In September 1982 the MSC and the FEU issued a joint statement (FEU/MSC 1982) in order, as they said, to "demonstrate the degree of accord that exists between the two organisations." Within that brief document it was claimed that "It is...our impression that at national level there is little or no discrepancy between us." Yet in May 1983 the director of FEU wrote in his introduction to "Supporting YTS" (FEU 1983) that:

"Complete unanimity with the MSC criteria is not always possible and there is evidence to indicate that some attenuation of the principles and aspirations of the Youth Task Group is taking place as the full demands of this ambitious scheme are realised."

It appeared to the head of FEU "regrettable and unnecessary... [that] the place of education in YTS will have to be argued and justified." Elsewhere, the FEU has criticised MSC for failing to give proper value to college-based vocational preparation courses (FEU 1981 ).

There were indeed differences between MSC and FEU in their approaches. In the debate about curricula differences in educational philosophy were bound up with the economic and organisational manoeuvres surrounding the introduction of YTS. Holland, as shown earlier (p. 9), was critical of the contribution of FE to YOP. At the start of YTS he was concerned about the subject matter to be taught in the YTS courses that FE colleges were to provide. A large part of the contribution of FE to off-the-job training under YOP was in the area of Life and Social Skills (see section 1.5.2). Holland noted reluctantly that "What we know as 'life and social skills' will still be needed," continuing:

"...though I have to confess that I sometimes suspect the title is an alibi for those who have no real idea what to do or what the market requires." (Holland 1982a)

The requirements of the MSC for the first year of YTS courses contained no explicit mention of Life and Social Skills, although much of what was included under this heading was included in the five core areas proposed by the MSC for YTS (MSC 1983). As negotiations for courses to start in 1983 proceeded it became clear that the MSC's main priority was to establish employer-based courses and that only in areas where insufficient numbers of employers came forward would the MSC fall back on the colleges to make up the difference.

The Further Education Unit exists to provide a lead in curriculum matters for FE colleges and has been closely associated with developments in the provision by FE for MSC courses. As FE colleges were largely concerned with the provision of Life and Social Skills for YOP it is perhaps inevitable that FEU documents have often reflected the particular concerns of teaching such material, rather than the teaching of more occupationally specific material.

Thus the MSC's attempts to limit the input to YTS from FE colleges and to curtail the increase in Life and Social Skills teaching brought it into opposition with what the FEU was concerned to promote. It is in this context that it is possible to understand the apparently contradictory attempts by FEU both to defend its educational philosophy against MSC influence, and to assert that there were no significant differences between the two organisations.

### 2.3.1. Debating the meaning of words.

The FEU was keen to establish a role for itself within the MSC's policy for YTS by providing a "curricular contribution" to the MSC's organisational initiatives. Its document "Vocational Preparation" (FEU 1982) was described as such a contribution and "Supporting YOP" (FEU 1979b) and "Supporting YTS" (FEU 1983) were seen by FEU as following this line. The repeated printing in FEU documents of the Core Skills list which made its first appearance in "A Basis for Choice" (FEU 1979a) underlined FEU's desire to put forward a definitive statement on content. During YOP the FEU had little competition from the MSC in the promotion of a curricular philosophy. The "Instructional Guide to Social and Life Skills" published by the MSC (MSC 1977b) was its only contribution to curriculum content and was notable for the narrowness of its educational vision (see 2.3.4).

However, with the introduction of YTS the MSC began to make strenuous efforts to replace the FEU in the role it previously occupied. The MSC devoted both time and resources not only to the task of organising the programme but also to lay down its Guidelines on course content (MSC 1982c). The MSC also sponsored a number of projects developing Work Based Project materials for trainees. However, publication of these materials did not occur during the first year of YTS so it would be unreasonable to expect them to have been used to any great extent during the first year. The other main MSC curricular initiative is represented by the work of the Institute of Manpower Studies (IMS). This work is discussed later in section 2.4 and it represents the beginning of the development of a new curricular philosophy for this area. However, while some of the ideas of IMS were current before YTS began, the more definitive statements from this organisation appeared after the start of YTS.



For this reason the MSC position on curricular matters discussed here is largely that which was evident in the summer of 1983 since it is at this stage that most YTS provision for the first year was planned. In recognition of the fact that at that stage the MSC had little to offer in terms of guidelines for an approach to the curriculum, the FEU suggested (FEU 1983) to colleges that they might use the FEU's "Minimum YTS core checklist" (a modified version of FEU's standard Core Skills list to be found in FEU 1983). This is a further indication that the FEU were attempting to fill the gap in curricular policy which at that time was not adequately filled by the MSC.

It is an indication of the relative positions of the two organisations that in the MSC's "Guidelines on Content and Standards in YTS" (MSC 1982c) there is not a single mention of the FEU's efforts, yet in FEU's comparable publication "Supporting YTS" in each section every attempt is made to lay out the MSC position on each topic before describing how FEU's viewpoint complements that of the MSC. It is also interesting to note that development of a rationale for an occupationally specific curriculum content was delegated by the MSC to the Institute of Manpower Studies - an organisation with roots in training - rather than to the FEU.

The FEU, therefore, at the start of YTS was constrained to fight a rearguard campaign to preserve its curricular initiative in YTS. Its educational philosophy was different from that of MSC and this difference is reflected in arguments over the precise meanings of certain key words (these will be discussed later in this chapter).

There were attempts to deny the existence of differences and one of the clearer examples of this is in the FEU/MSJ joint statement (FEU/MSJ 1982) where it is written that

"There are, inevitably, potential problems relating to the time allocation suggested with respect to education and training components. Many of the problems can be resolved by initially designing programmes on the basis of mutually agreed aims and objectives rather than distinguishing from the outset between training, experience and education."

This statement identifies the fact that there are - at least at the level of time allocation - some problems that relate to the separate strands of education and training. However, the advice on overcoming these problems is inadequate. The authors suggest that if aims and objectives can be mutually agreed the problems will fall away. What this advice fails to take into account is that the difference between education and training is itself an expression of differences in aims and objectives.

A somewhat less obvious example occurs in paragraph 18 of "Supporting YTS" where an attempt is made by the FEU to maintain that what they had been saying for the last five years was really just the same as what the MSC was now saying with different words. A table of equivalences is presented where, for example, the term "Negotiation" used by the FEU is said to be equivalent to the MSC's term "Induction". As will be shown (in section 2.3.2) the two concepts are different in crucial ways. Elsewhere (FEU/MSU 1982) the FEU and the MSC try a similar translation exercise with the words "profile" (FEU) and "portfolio of assessment" (MSC) in an attempt to cover over very real differences between the two organisations in their view of how assessment should be conducted.

What, then, was the nature of the differences between the FEU and the MSC in their approaches to the curriculum at the start of YTS? This is examined below by looking at several important topics on which both made statements.

### 2.3.2. Negotiation.

Evident in many FEU statements about youth training is a liberal allowance for trainees' views that is absent from the thinking of the MSC. This is shown in the FEU's attempts to ensure that trainees should negotiate their programme of work with their teachers. In "Vocational Preparation" (FEU 1982 ) the notion was put forward that the curriculum should be a matter for negotiation between teachers and young people, with a personal programme and contract being the result. This concept was not taken up in the "Youth Task Group Report" of 1982 (MSC 1982b) but reference was made by the MSC to the idea in its Guideline on Induction (MSC 1982c). Here an extensive list of things to be learned by trainees at this point in their programme is presented, ranging from "Rules and Regulations" to "Names of Managers" and "Security arrangements." In all 47 items of this nature are specified as necessary. It is suggested that "Most young people will find much of the information difficult to remember" so "To reinforce the learning trainees should receive the information more than once." The aims of the induction exercise are described as being to ensure that trainees understand the purpose of the scheme and their role within it, that they familiarise themselves with the environment in which they find themselves and learn something about safety. With this sort of programme it is hard to see how trainees could do anything but listen and remember, but the MSC writes "It should also, where possible, include an element of negotiation about the nature of their planned learning." Elsewhere (Guidelines no.4) a similar sentence occurs and it is noted that negotiation "has obvious spin-offs for the motivation of young people...However, negotiation has to be tempered by the necessary constraints within which the programme has to operate." The MSC allowance for negotiation, then, was small and accompanied

by reservations. The FEU noted the attenuation of this principle with some dismay:

" [Young people] have to be persuaded that what they get out of YTS should be as much their responsibility as their Sponsors - hence FEU stress on involving young people in negotiation about the curriculum. Against this background the MSC criteria...could be regarded as somewhat mechanistic unless interpreted in a liberal way. Induction should be defined as an educational process." (FEU 1983. para.27)

The instance referred to earlier where the FEU sought to equate the MSC's term "Induction" with the FEU's term "Negotiation" was, in this light, wishful thinking by the FEU. In fact the FEU regards induction as an exercise with far broader implications than simply settling trainees down into appropriate roles and telling them where to hang their coats. It has "links with curriculum themes such as guidance, counselling and assessment, and negotiation." The FEU described this as a "broader view of induction" and urged college staff to promote it in their negotiations with Managing Agents (FEU 1983 para.29). Clearly the FEU felt there was a danger that such a view would not succeed in establishing itself in YTS.

### 2.3.3. Assessment.

A keen concern for trainees' views is also evident in statements from the FEU on guidance and assessment methods. Under YOP many college teachers argued that any form of assessment of trainees' progress would have disastrous effects on both the motivation and the willingness to cooperate of young people who had often experienced only failure at school (for example FEU 1978, or West Midlands RCU 1980). However, as the MSC's idea of YOP as a social support programme was modified in favour of YTS as a training scheme to aid national economic recovery, it became clear that opponents of assessment had no hope of prevailing. Assessment to

national standards with accreditation for further training to ensure progression from YTS became for the MSC a practical necessity. In the light of this, the FEU concentrated its efforts on promoting the most liberal form of assessment it could identify which was trainee-centred reviewing using profiles. To some extent MSC adopted this idea, but the MSC's view of implementation was, once again, different from that of the FEU.

The FEU advocated that assessment in YTS schemes should be viewed as part of the learning process and results should be fed into guidance and counselling. In fact guidance and counselling were said to be

"relevant and useful to the whole student-centred approach to education ...an important focus for continuous assessment and reflection and an integral part of the process whereby the trainee is encouraged to become increasingly self-reliant and confident."(FEU 1983 para.98)

It is perhaps on this matter of the end purpose of the scheme that fundamental differences emerge between the thinking of the FEU and that of the MSC. Both organisations stress the importance of self-reliance in their statements on guidance but the MSC add to theirs that "The context of this guidance is learning which leads the young person to adopt the right role at work." (MSC 1982c. Guideline no.7)

The FEU emphasised that in their view trainee participation in profiling was essential (FEU 1983 para.33) and that profile records should not be confidential but available for all concerned to see (FEU 1983 para.38). Profiles should record the competencies of each trainee "in a vocabulary that is specific and supportive rather than general and punitive" (FEU 1983 para.106) and thus should record what trainees can do rather than what they can't. According to the FEU regular reviews of progress should lead trainees to use assessment to reflect on their own progress, to contribute to the

(assumed to be) continuing process of negotiating their programme of work and to enhance their powers to decide things for themselves. Each trainee should be given responsibility for maintaining his/her own records (FEU 1983 para. 41) and assessment should not be conceived of as simply a series of competency tests in the cognitive area but a record of trainees' reflection on their experiences.

The FEU in "Supporting YTS" noted that certain Community Project sponsors were "uneasy about standardised assessment procedures if they are embedded in a national system of certification" such as the MSC proposed (FEU 1983 para. 36). Such sponsors were said to be worried that such an assessment system might affect the trusting relations that would otherwise grow between teachers and trainees. The FEU reminds us here that the MSC stated in 1982 (MSC 1982c Guideline no. 8) that assessment should involve the trainee "and if possible combine and reflect his/her judgement with that of the assessor." However, the "if possible" is a crucial qualification. The MSC saw the purpose of assessment as threefold: to inform trainees of their progress towards established standards, to inform trainers of trainees' progress in order that they might "take appropriate action which may involve modification of the trainees' programme" (MSC 1982c Guideline no. 8) and to tell employers what abilities were possessed by trainees. The establishment of standards was seen as a prerequisite of assessment (MSC 1982c Guideline no. 7). In so far as trainee participation in assessment was recommended by the MSC, its main purpose appeared to be to ensure that trainees' motivation to attend the scheme was encouraged.

It soon appeared that employers were not particularly keen to spend time completing profiles and the FEU noted that provision of a "comprehensive personal profile" for YTS trainees did not appear to be a likely prospect for schemes starting in 1983. The FEU

considered that

"This is regrettable and it is hoped that colleges who are participating in the scheme will be able to assist employers in the construction of a profile." (FEU 1983 para. 101)

The FEU hoped that, at least, a profile might be prepared for the college part of the programme.

It does seem, then, that the FEU accepted that its struggle to preserve a liberal form of assessment was suffering setbacks and that it might be relegated in this area to college provision only.

#### 2.3.4. Social and Life Skills.

Although the MSC was not as forthcoming on curriculum matters as the FEU it did, however, produce guidelines for the Social and Life Skills teacher in its 1977 document "Instructional Guide to Social and Life Skills" (MSC 1977b). Three years later, in 1980 the FEU produced a comparable document on the same subject: "Developing Social and Life Skills: strategies for tutors." (FEU 1980) which was over four times as long as the 15 page MSC booklet. Each organisation approached the topic with a different perspective. Whereas the MSC sought to provide the model syllabus and teaching methodology it considered most appropriate the FEU sought to assess the advantages and disadvantages of six different curricular approaches and to provide teachers with a means of assessing their own practices. It is only in the summary at the end that the FEU made clear just what it considered desirable.

The MSC document was derived from the authors' experience of industrial training organisations and described the entire purpose of teaching this subject as being to prepare trainees better to accept the conditions of working life. Social and Life Skills were described as helping trainees with "an understanding of the wider

social aspects of working life...life skills which feature predominantly in working life"; "taking orders" was defined as a "social skill" (MSC 1977b section 1.1.1). An individual's "satisfactory private life" was seen as relevant to the teacher of Social and Life Skills only in so far as it could "contribute to a person's work motivation" and the sum total of the "skills" identified by the MSC as being necessary for a satisfactory private life were "those of making friends, resisting provocation and making conversation" (MSC 1977b section 1.1.2). Counselling was conceived as a method of coping with a lack of inclination to conform to work disciplines:

"4.2 The role of the counsellor

He/she must be aware of

4.2.1 any change in work performance against the trainee's norm

4.2.2 signs of alienation in matters of time-keeping, discipline and

4.2.3 any unsatisfactory relationships

Any of the above must be seen as a need for counselling."

At the same time "the tutor or instructor [must] have an understanding of young people as human beings" otherwise none of what was proposed would work. Social and Life Skills was seen primarily as a means to keeping a check on an individual's motivation to work. Discussion group teaching was advocated since it was a useful method "of influencing those attitudes which cause people to be unsuited to employment" but "It is possible for discussion to harden attitudes and adversely influence trainees, hence the tutor must structure and control discussions to avoid such a trend" (MSC 1977b section 3.1). The topic of "Higher wages - the only objective?" is described by the MSC as an area where discussion might change attitudes. This is unfortunate given the political arguments identified in Chapter One concerning the role of the MSC in bringing down wage levels for young people.

The FEU's document, on the other hand, was produced by



educationists who state: "In general we regard Social and Life Skills as an area of personal development rather than a subject or course." In the FEU document it is observed that there were many different possible approaches and that preparation for the workplace was one of many possible functions that Social and Life Skills could fulfil. Where the authors allowed themselves to state their own point of view they described the subject as an aid to the trainee in a "successful transition to adulthood in his or her own terms" (FEU 1980 para. 45). They were of the opinion that Social and Life Skills might "most usefully be regarded as an aspect of personal development." Unlike the MSC which advocated the use of discussion groups in order to motivate trainees towards a specific goal the FEU, in similarly advocating "a participatory experience for young people," regarded the purpose of such experiences as being "to promote self-sufficiency and self-reliance" (FEU 1980 para.45).

Whereas the MSC regarded the subject as providing support for a successful adjustment to the demands of the workplace, the FEU saw Social and Life Skills in terms of its general value for personal development. In their statements on this subject, on assessment methods and on negotiation it is evident that the MSC approach centred on the requirements of the workplace. The FEU approach, however, may be described as student-centred.

#### 2.4. The Institute of Manpower Studies (IMS).

So far, the distinctions between the MSC and the FEU in their approaches to the curriculum have been clarified. It has been established that in spite of attempts by both organisations to present a united front very real differences existed. These differences evidently had their roots in the separate traditions of education and training, the fundamental purposes of which were at

times in conflict but which, in the special circumstances of the Youth Training Scheme, were being combined. From the point of view of the MSC the liberal educational tradition represented by the FEU had failed the less able in the past. It also failed to prepare young people adequately for the requirements of work. From the point of view of the FEU the danger to avoid was the substitution of the ethics of the work place for those of educational processes.

During the period when the FEU was struggling to maintain its influence over the curriculum of YTS another body, the Institute of Manpower Studies (IMS) was working on projects sponsored by the MSC to develop an approach to the curriculum that covered occupationally based training. In its work the IMS has produced a sophisticated body of curriculum theory that may well achieve greater respectability in the educational world than the MSC's previous efforts. It has been suggested (Raffe 1983) that the MSC "has yet to learn the liberal educationist rhetoric which comes so easily to longer established educational bodies." It seems likely that the work of the IMS will enable the MSC to enter this arena of discourse with some confidence. At the same time the IMS, with roots in training rather than education, has preserved the MSC's emphasis on serving the requirements of employers, as will be shown.

The work of the IMS started from the premise that skills could be defined in two main areas - core or basic skills and occupationally specific skills. So far the IMS has done little work on basic skills but largely focussed on the learning necessary to perform effectively in jobs. The MSC's chief difficulty in constructing a rationale for job training has always been to justify training courses where the destinations of trainees could not be predicted and would frequently be unemployment. Citing the provision of such a rationale as a reason for their work (amongst others to do with changes predicted in the nature of the labour market) the IMS

in "Training for Skill Ownership" (IMS 1983a) made clear that a key purpose of job training in YTS schemes would be to ensure that the trainees would "own" the skills they had learned so that the skills might be transferred from one situation to another. The IMS recognised that such skill redeployment was

" probably the most important single criterion by which young people will judge the value of YTS - once they have understood that the scheme cannot guarantee a job." (Hayes et. al. 1983).

Such transfer of skills was felt to be promoted by the grouping of jobs into Occupational Training Families (OTFs) which were supposed to share certain common skills, although empirical justification for the groupings is absent from IMS documents - see Seale (1984a) for a fuller discussion. Nowhere in IMS documents is there cited systematic evidence that some people are better at transferring skills than others or that the ability to transfer could be taught. Indeed the MSC at the time of writing (1985) is only now sponsoring projects designed to test these assumptions.

Implementing ideas such as those expounded by the IMS in "Training for Skill Ownership" requires detailed planning of on-the-job as well as off-the-job training, using the principle that trainees should be given the opportunity to practice and demonstrate competencies (otherwise known as skills or learning objectives) both in familiar and unfamiliar situations. Practice in redeploying skills in unfamiliar situations was seen by the IMS as enhancing skill ownership and the ability to transfer skills. Assessment of these abilities was intended to be conducted by a small army of assessors and validators on the job rather than in the classroom, using a rather complex series of profiles.

Like the MSC, the IMS commitment to encouraging trainees to negotiate the curriculum with their teachers was hedged with reservations. After specifying the curriculum necessary to achieve

competency in an OTF and designing on and off-the-job training so that these competencies would be reached, course planners were told that they should "Discuss training plans with trainees and, where possible, agree learning contracts." (IMS 1983b p.20.)

Assessment in YTS courses , as has been described in section 2.3.3, included the use of a profile system such as the FEU advocated and the IMS stated that it was important that "the trainee...be actively involved in the reviewing process...Assessment should be done "with" rather than "to" the trainee" (IMS 1983b p.53). At the same time however the assessment that the IMS advocated was not as student-centred as the FEU would have wished to see. Indeed, such student-centred assessment may be impossible where the things to be learned are pre-specified in the sort of detail that the IMS required. Nor was there any suggestion from the IMS that permission (as FEU recommend) be given by trainees before things such as willingness, drive and reliability were assessed.

The IMS contribution to the debate about the curriculum represents a compromise between the approaches of the MSC and the FEU, which thus far had been on either side of the divide between education and training. As well as going some way towards reconciling these differences the IMS approach attempts to provide a rationale for the problem which the MSC has in justifying training for likely unemployment. The IMS ideas satisfy the ideological requirements of key interest groups better than do those of the FEU or the MSC and indeed the concept of Occupational Training Families achieved wide currency during the first year of YTS. However, it is another matter whether the rather complex ideas represented in "Training for Skill Ownership" will succeed in influencing practice. It is not clear that the IMS approach is in sympathy with that of most of the examination bodies working at this level. Further, as was shown in section 2.3.3, the MSC ceased to insist on the use of

profiles due to employers' resistance to the method. It is hard to see employers welcoming the time consuming profiling system advocated by IMS. For the present study it is more realistic to concentrate on the ideas of the FEU and the MSC since these were more developed and more widely publicised at the beginning of YTS.

## CHAPTER THREE: THE RESEARCH ISSUES.

### 3.1. Introduction.

It will be recalled that the aims of the project, as set out at the end of Chapter One, were three:

1. To assess the extent to which YTS in Further Education colleges met policy requirements.
2. To assess the extent to which provision by colleges deviated from policy requirements and, if it did, why
3. To investigate the perspectives of trainees to see whether different parts of YTS evoked different responses.

The review of literature reported in the previous two chapters assisted in refining these aims. Firstly, it became clear that different groups had different aims for YTS, and therefore their policy requirements differed and were sometimes in conflict. The literature review also had the effect of focussing the study on the curriculum of YTS, with organisational features, such as the setting up of Managing Agents, being regarded as contributing to influences on the curriculum. Thirdly, the literature review identified the MSC and the FEU as the most important organisations contributing to policies for the YTS curriculum in FE colleges.

The review was conducted at the same time as an investigation of pilot YTS courses was being carried out. These courses, funded by

the MSC, were set up in order to give sponsors experience of operating a year-long provision along the lines proposed for YTS. The MSC's "Report on YTS Pilot Schemes" (MSC(1984c) describes the MSC's evaluation of some of these. The schemes investigated in the pilot study were also known as "enhanced YOP" schemes. These preliminary investigations were valuable in providing familiarisation with the field as well as making possible the development of interview schedules and questionnaires. Reported in this chapter is the contribution which investigations of pilot YTS courses made to the formulation of the questions and hypotheses used in the main research project. This will be followed by an account of these questions and hypotheses.

During the course of the research project other projects were being undertaken by the National Foundation for Educational Research (NFER) and the FEU. An investigation by H.M. Inspectors was also made into college provision. MSC monitoring information and the informed opinion of practitioners about the first year also became available after the data collection for the present project had begun. None of the results of these studies were available at the time of planning the present study and so could not be used to inform either its hypotheses or design. These other studies and their relevance to the concerns of this thesis will be discussed in the final section of this chapter.

### 3.2. Investigations of pilot YTS courses.

During 1982/3 interviews with 20 course leaders of YTS pilot courses in six colleges were conducted. The aim of this small scale study was to discover more about the nature of the courses as well as to discover any problems that course leaders could report, so

that lessons for future provision might be learned. Results are contained in Seale (1984c) and are summarised below.

Most of the 20 courses were in specific vocational areas (eg: motor vehicle mechanics, clerical work) rather than offering introductions to a number of areas. The funding of these pilot YTS courses was more generous than the funding was to be of YTS courses themselves and this meant that more off-the-job training was provided than in YTS. Course leaders in most instances reported that the training led to an examination qualification from a body such as City and Guilds, BEC or TEC. Some of the courses specified entry requirements, as where TEC/MSC Technician Studies courses required that applicants should have two or more CSE's at grade three or higher. In fact on one of these TEC/MSC courses the course leader pointed out that it was "really a full time TEC level one, using more or less standard units."

The investigations showed that course leaders were sometimes unhappy about relations with local MSC officers, whom they found to be inconsistent in their requirements; it was also said by some of the organisers that delays in course approval had resulted in hurried planning. Finding employers who were willing to provide work experience was felt to be a difficult task by many of the course leaders. However, the conditions which led to these various organisational difficulties were to change under YTS. Many of these course were of the type that would later be funded under Mode A provision. Under this mode of funding the responsibility for much of the course planning, for conducting negotiations with the MSC and for finding work experience placements would be transferred from course leaders to Managing Agents.

What was of greater relevance to YTS were the statements which these course organisers made about the nature of their students and



about the teaching methods used. It was noted in the report of the investigation (Seale 1984c) that

"Teachers on the TEC/MSc Technician Studies courses and other courses that had exam requirements at entrance found students less trouble than teachers on the lower level courses. One of the teachers had expected a 'rough lot' but had been pleasantly surprised. A frequent comment from the higher level courses was that these students were just like apprentices had been in the past."

One of the course leaders argued that the college's staff development programme for the new YTS courses was not relevant to his situation because

"The lads we get aren't really a great problem - they fit into the existing examination schemes, they are certified in the usual way, they are monitored in the usual way. It's the non-examinable MSc courses which need things like Trainee Centred Reviewing and profiles more than we do".

The impression gained from the literature on YTS is that great changes in curriculum and teaching methods would be necessary to cope with a type of young person who, as was shown in section 2.2, Holland (1982a) claimed "would not have gone anywhere near Further Education if we had carried on as we have in the past." Apart from the nature of the young people, there are other things to do with the novelty of the aims of YTS which would support an expectation that changes would have to be made by college teachers in order to mount successful YTS courses. However, the investigation reported above seemed to indicate that, for many course leaders, pilot YTS courses were viewed simply as re-packaged versions of courses taught previously to full-time students or apprentices.

The second investigation of pilot YTS courses conducted during this period made it possible for this observation to be combined with others so that a set of hypotheses about the nature of YTS

courses was generated. This second investigation (reported in Seale 1984a) consisted of an evaluative study of five courses in ILEA colleges. These courses were known as "Integrated Training and Experience" courses (ITEX) and had developed out of previous YOP provision where they had been known as Work Introduction (WIC) courses. Unlike the vocationally specific pilot YTS courses studied in the first investigation, ITEX courses were broad based. Course leaders reported that ITEX catered for young people who were finding it difficult to decide what type of occupation they wished to train for. No examination qualifications were required for entry to any of the ITEX courses.

The investigation of ITEX courses concentrated particularly on the extent to which teachers had used the findings of a research project known as the London into Work Development Project (LITW), conducted by the Institute of Manpower Studies (IMS 1982). It aimed to gather data about the skill content of jobs so as to identify skills general to a number of occupations (generic skills). This information was supposed to be used by ITEX teachers when deciding what to teach their students. In fact, as the evaluation showed, the use of LITW results by ITEX teachers was minimal (Seale 1984a).

However, the relevance of the ITEX course investigation for the development of hypotheses for the present study lay in what was learned of the teaching styles used on the courses. Teachers described a workshop approach for many elements of ITEX, whereby individual students negotiated with their teachers which activities they would pursue. In the original ILEA document proposing ITEX (ILEA 1982) it was even suggested that students should negotiate the type, length and timing of their work experience placements. Assessment, too, was described by teachers as taking place in the context of individual tutorials where students discussed their

progress towards the personal objectives they had formulated in their negotiation with teachers.

The difference between the two types of course represented in the two investigations was striking. It was noted that ITEX teachers hoped that funding of their courses would continue under Mode B2 arrangements when YTS began. Course leaders in the first investigation expected similar provision to their own to be made in YTS under Mode A funding arrangements.

The experience of these investigations led to a series of hypotheses about YTS courses which are described in the next section. The central contention was that YTS courses would involve streaming by entrance requirements and that higher level courses would be funded under Mode A and that lower level courses, particularly the broad based Work Introduction (WIC) courses, would be funded under Mode B2. Different teaching methods would be used on these types of course, with WIC courses conforming to the FEU model (see Chapter Two) much more closely than Mode A courses. In other words, Mode A courses under YTS would be most likely to repeat the features of the pilot courses studied in the first investigation, while WIC courses would be more like the ITEX courses.

### 3.3. The questions and hypotheses of the research project.

The review of literature and the pilot investigations reported above led to the formulation of specific questions and hypotheses that would further the three main aims of the study.

The first set of questions to be answered by the study concerned the extent of FE college provision for YTS. It was felt

important to establish what proportion of college work YTS constituted, what type and how many colleges were involved, and whether YTS was replacing courses previously run by colleges or simply adding to them. The study also sought to establish the proportion of YTS that fell within each Mode of funding, and to establish which Occupational Training Families were represented. The answers to these questions, apart from being necessary to answer in their own right if the importance of YTS to the FE system was to be estimated, would also be necessary if a sample of courses for further study was to be representative.

As well as this, some indication was sought of the consequences of YTS for internal college organisation. Pilot investigations had revealed the existence in some colleges of specialist departments or units devoted to YTS provision. Establishing how widespread such arrangements were would also enable an assessment to be made of the impact of YTS on the colleges. It was also relevant to enquire into the extent to which extended year arrangements (advocated by Holland 1982a) were operated. Holland had also expressed concern that YTS should not be regarded as a low status provision by colleges (see section 2.2) and it was intended that the study would gather information about this issue.

An important group of questions arising from the review of literature related to the general issue of the extent to which MSC's aim of encouraging work-based learning was being achieved. Thus the study aimed to collect college teachers' evaluations of their Managing Agents. Were the Managing Agents doing what the MSC required in terms of providing adequate information to organisers of off-the-job training about their requirements? Were they ensuring the good liaison between providers of work experience and college teachers that the MSC required? Was integration between off-the-job

training and work experience occurring and were the type of work-based training assignments that the MSC advocated in order to promote good integration being used? It was felt important, too, to establish teachers' and trainees' evaluations of work experience. Were employers involved in planning and contributing to training? Did they provide the guidance for trainees that the MSC required and did they participate in the assessment of trainees? How was their involvement judged by teachers?

Another set of questions related to the extent to which the MSC was achieving its aim of changing YTS from a measure seen by the general public as primarily designed to provide emergency support for the unemployed, to a national training scheme that would provide a permanent bridge between school and work. It was felt that establishing the extent to which YTS attracted employed young people as well as young people with better qualifications (who could readily have entered full time FE courses) would provide indications of the MSC's progress towards this aim. Exploration of trainees' reasons for entering YTS could also provide information about the public image of the scheme. The extent to which qualifications gained on YTS led to other training and educational opportunities such as apprenticeships or full time courses was also relevant here. The integration of YTS into established patterns of education and training, however, could only be achieved if YTS trainees proved willing to enrol for such opportunities so it was necessary to find out whether they were willing to do this. It was also felt important to enquire about the extent to which trainees were also prepared for unemployment, which would be likely to be the experience of a large number of trainees at the end of YTS.

Another set of questions related to perceptions of the success of YTS, particularly when compared to YOP. The study aimed to

discover teachers' and trainees' perceptions of success. Was YTS better than the last two years of school according to trainees (as the MSC hoped it would be)? What parts of the course were valued the most? Did trainees think that YTS made them more employable? Did teachers think it was better than YOP?

The extent to which new teaching and assessment methods were adopted by college teachers was also an important area of enquiry. It has been shown that the FEU advocated the use of student-centred methods, involving trainees in negotiating their curriculum and learning objectives, the use of profiles as aids in reviewing sessions and a style of teaching that allowed trainees to pursue individual programmes. It has also been shown that the MSC emphasised that changes were needed from previous practice, although their commitment to a student-centred approach was much less strong than that of the FEU. An important purpose for the study was to establish the extent to which these things occurred.

As well as the broad areas described above, a number of questions that relate to the implementation of specific points of MSC policy were asked. These include such miscellaneous issues as whether computer literacy was taught on the schemes, whether teachers had a background of experience in work as well as teaching, the extent to which teachers were involved in course teams that planned and monitored provision and the extent of their involvement in the recruitment of trainees.

Finally, a set of hypotheses that arose from the pilot investigations reported in the previous section were an important determinant of the type of data collected. It will be recalled that as a result of these investigations distinctions were observed to occur between low level Work Introduction (WIC) courses and higher level, occupationally specific courses. It was hypothesised that WIC

courses, provided under Mode B2 funding during YTS, would maintain a distinction from Mode A courses. A summary of the expected differences between the two types of course is presented in table 3.1. which is taken from Seale (1984c).

Table 3.1. Hypothesised differences between YTS courses derived from pilot work.	
Low level	High level
eg. WIC courses	eg. TEC/MSc Technician Studies courses.
No qualifications needed	Minimum entry requirement 3 x CSE grade 1/2
In the past frequent job and no contact with FE	In the past apprentices on FE day release
No progression to other opportunities	Progression to further training likely
Negotiation for individual need.	Knowledge pre-determined
Student-centred assessment	Teacher-centred assessment
Work experience with different employers.	Work experience with same employer
Next year college based.	Next year employer based
Teaching style recently developed on YOP courses	Teaching style same as previous vocational courses
Remedial education	Training

It was felt that WIC courses would be in accord with the FEU approach to teaching and assessing to a greater degree than Mode A courses. Much of the data collected for the main study was analysed in a manner that enable comparisons between the two types of course to be made, in order to establish whether the differences expressed in table 3.1 held true and to establish any other important differences that might add to the picture.

### 3.4. Studies of the first year of YTS.

A great deal of interest in YTS was evident amongst educationists during the first year (1983/4). A number of research and evaluation projects were initiated at the same time as the one reported here and some of these projects had similar aims, although none of them produced results in time to be of use in the planning of the present study. The MSC conducted a monitoring exercise for all YTS schemes as well as a special investigation of a selected group of courses. Other organisations, which included the NFER, the FEU, H.M. Inspectors and the Further Education Staff College (Coombe Lodge) also mounted evaluative projects. Apart from the MSC study, all of these studies concentrated on the Further Education colleges' response to YTS. It remains the case that the contribution of private training agencies and of work experience providers has not been evaluated on a scale equivalent to that of the studies of FE provision.

The MSC's monitoring strategy and special investigation go some way towards remedying this deficiency. They also provide some information about the extent to which off-the-job training was achieving the objectives set for it. Discussion of the MSC studies will be followed by discussion of the other studies.

#### 3.4.1. Monitoring of the first year of YTS by the MSC.

In the months preceding the start of YTS in 1983 the educational press contained many reports to the effect that the MSC would be unable to recruit sufficient employers to the scheme (eg: O'Connor 1983, TES 1983g). These reports were often accompanied by the assertion that the MSC would therefore have to fall back on



colleges in order to fulfil its promise to provide a YTS place for every school leaver who wanted one (TES 1983g, TES 1983d). MSC officials made strenuous denials that this was the case (eg: Young 1983) and were, in the event, proved right since employers came forward in excess of MSC's requirements (TES 1983e).

However, a problem that did materialise concerned recruitment: take up of places by young people was poorer than expected. In fact throughout the first year take up was estimated by Robinson (1983) to be approximately 20% below the expected level. In fact, by May 1983 only 325,000 entrants were recorded, lower than the planned 460,000 (MSC 1984) and representing a shortfall of nearly 30%. In addition to this, according to one source, 83,000 of the 1983/4 entrants left YTS in the first six months (Guardian 1984). Certain colleges suffered considerably from this, in that they had over-committed resources to YTS (eg. TES 1983h, 1983i).

Approximately 52% of all YTS trainees attended Further Education colleges during the year concerned (DES 1984). The rest of the young people on YTS received their off-the-job training from other agencies. This figure represents a slightly lower proportion of the total trainees receiving off-the-job training than was the case under YOP (59% of all YOP off-the-job training was provided by FE colleges in 1982 - Greaves et. al. 1982). However, because all YTS entrants received off the job training as opposed to only 26% of YOP entrants (Greaves et. al 1982), college provision of off-the-job training underwent a large increase for the first year of YTS compared to previous years' provision for YOP.

During the year 1983/4 it became clear that there were many differences between Mode B and Mode A courses. Firstly, the recruitment to Mode B2 courses was poorer than for other courses. On 26th January 1984, according to MSC statistics, 53% of the Mode B2

places available were not taken up compared to equivalent figures of 19% and 18% for Mode A and Mode B1 respectively (YTB 1983g). Secondly, it became clear that Mode B courses (and B2 in particular) catered for young people who were much more disadvantaged than those on Mode A. Even before YTS had started it was becoming clear that this would occur. Thus notes taken by a member of the Youth Training Board in October 1982 refer to the "unconscious apartheid between Mode A and Mode B," and suggest that "Mode B is for youngsters who can't get a traineeship with an employer" (YTB 1982g). The minutes for a later meeting state that "Mode B2 schemes are for unemployed young people only (as distinct from Mode A schemes which involve an employers' normal recruitment)" (YTB 1983h). At least one MSC officer noted in 1984 that, in practice, recruitment for Mode A courses tended to be selective, with trainees who failed to join Mode A being relegated to Mode B courses (Barlowe 1984). An analysis of YTS entrants conducted in November 1983 (YTB 1983i) revealed that Mode B courses generally contained a disproportionately large number of trainees from ethnic minorities. While 4.29% of all Mode A trainees were non-white and of non-European origin, the equivalent figures for Mode B1 and Mode B2 were 6.73% and 9.05% respectively. This has also been noted in other reports (MSC 1984b, Commission for Racial Equality 1984) which claim that widespread racial discrimination occurred on YTS.

Because of the a low take up of B2 places and, perhaps, due to a desire by MSC to save money, cuts in the places available under Mode B were proposed for the second year of the scheme. The places available under Mode B2 funding would be cut from 55,000 to 20,000 places and those under B1 from 80,000 to 70,000. It was proposed to increase the number of Mode A places to make up the necessary numbers (THES 1984). These measures were greeted with dismay by

those concerned to preserve the social support that B2 courses provided for the disadvantaged (Youthaid 1984).

The MSC's monitoring of the quality of YTS produced several conclusions during the first year. The MSC monitoring strategy has been criticised in the educational press on the grounds that it was conducted by people with no knowledge of educational processes who were obsessively concerned with bureaucratic procedures (TES 1984d). Whatever the faults of the procedure, reports by those responsible for monitoring to the Youth Training Board indicated that by December 1983 approximately 25% of the existing schemes had been visited by MSC assessors. About 70% of the schemes visited at this stage were judged to have met "current requirements" (YTB 1983j). At this stage the MSC assessors suggested that the main problems in the schemes were, firstly, that the initial assessment of young people was too superficial. Secondly, induction procedures and the reviewing and recording of trainees' progress were judged to be inadequate. Thirdly, there was a lack of integration between off and on the job training (YTB 1984). In spite of these problems the MSC assessors were able to report to the Board in December 1983 that "Overall the quality development of YTS in its first year had been better than had been expected by many observers" (YTB 1983k).

The criteria used by the MSC monitoring staff for making the above statements are unknown since no published material exists which explains them. It should also be remembered that the statements refer to all YTS courses, not just to college provision.

The MSC also conducted a more detailed evaluative study (MSC 1984d), which again covered all types of YTS course, drawing up a sample which consisted of 32 schemes. In each scheme a number of personnel, representing work experience providers, off-the-job trainers and scheme organisers were interviewed, as well as six

trainees. Full details of questions asked of these people are not presented in the report and most of the reporting consists of recommendations for action by the MSC to remedy deficiencies discovered, rather than a detailed report of the findings of the study. However, certain points emerge quite strongly.

The study was largely aimed at assessing the extent to which various aspects of MSC policy were being put into practice. The authors found that work experience providers often lacked understanding of "the aims of YTS...their role in the scheme... and the need to provide training as well as work experience." (MSC (1984d). As a matter of urgent priority the authors recommend that work experience providers should in the future be designated "Work Experience and Training Providers" in all MSC literature, in order to emphasise to the employers concerned their training responsibilities. The MSC team were concerned that there was a general lack of understanding by scheme staff of the need for broad based training and the need for teaching and assessing core skills. The understanding of staff of the concept of skill transfer was also perceived to be poor.

Integration between off-the-job training and work experience was felt to be generally poor by the authors. They recommend that Managing Agents make better arrangements in the future for liaison between staff providing each of these elements and that programme review teams be set up in order to achieve this aim. The authors also feel that the greater use of work based training assignments would help in this area. The chief criticisms which the authors make of colleges are that they tended to provide off-the-job training in standardised packages which made it difficult for trainees' individual training needs to be catered for. While the authors assert that "Hardly any trainees expressed dissatisfaction with the

course," this contradicts a finding reported in an appendix to the report which shows that 29% of the trainees claimed that the off-the-job training was not relevant to work experience. The authors also report that trainees were very unwilling to fill in the self-assessment log books that they were required to do by the MSC. Unlike other studies (see later) the authors do not identify this last problem to be a fault of the log books but prefer to recommend stricter enforcement to compel trainees to complete them.

#### 3.4.2. Other studies and investigations.

The results of the study of FE provision for YTS conducted by researchers from the NFER will not be published before September 1985. However, an interim report based on case studies of 20 colleges conducted during 1983 and 1984 was published (Stoney and Scott 1984). In this report the researchers emphasise that the statistical frequency of the features they describe will be established only when a questionnaire survey has been completed. Nevertheless, the interim report presents some interesting, if tentative, findings.

The researchers suggest that, with the shift in the locus of control to employers, colleges have a "more reactive and supportive role" under YTS rather than their "proactive" role under YOP. Uncertainty about the level of provision required and last minute changes by MSC to the structure of YTS led to considerable disappointment and confusion in colleges. After examining the organisational changes brought about in colleges by the introduction of YTS the the pros and cons of various management approaches are discussed.

Enthusiasm for and knowledge of what the researchers call "YTS

philosophy" was not found to be universal amongst the teachers concerned with YTS and some felt themselves unprepared for the new clientele represented by the YTS trainees. The colleges faced various difficulties in liaising with the newly created Managing Agents and an important one was that FE teachers were being excluded from visiting trainees on work placements. The researchers state that:

"It is now becoming widely accepted that integration and quality on Mode A schemes would be greatly enhanced if time and resources .... were allocated for FE tutors to visit work placements."

One investigation that has resulted in a final report was that conducted by H.M. Inspectors in February 1984 when visits to 80 colleges covering 500 schemes were made. Employers and Managing Agents were also consulted (DES 1984). The HMI report provides no indication of the extent to which its findings may be generalised. Terms like "A few colleges," "Many trainees" and "Much of the further education" are typical. Statements are made for which no evidence is presented and the report is, in fact, a collection of the impressions of (admittedly experienced) educationists.

Nevertheless, with this limitation in mind, the findings are of great interest. In general they are in accord with the findings of this study. It is claimed that most trainees saw YTS as a route to a job with the work placement being the "central ingredient". (para 9). Those parts of the college programme that offered "an opportunity to acquire skills and certificates relevant to the labour market" (para 11) were liked the most and trainees preferred a narrow rather than the broad based approach advocated by the MSC. Some mismatching of trainees to courses was evident.

The inspectors note that many of the YTS courses could lead to qualifications that were normally offered by FE colleges to young

people on full time and day release courses. They also note that certain Mode B schemes, coordinated by individual educational establishments (presumably, therefore, Mode B2) showed "enterprising curricular innovation" in that they "often involved the trainees negotiating parts of learning programmes" (para 18) and emphasised transferable skills. The relationship between off the job training and work experience is described as "Overall....insufficiently related" (para 23). Various reasons are given for this, amongst which are the diversity of placements and lack of time for teachers to visit placements. In this respect the NFER and the HMI reports are in agreement. HMI also make comments on the standard of teaching skills shown by the teachers of YTS courses. They note examples of assessment procedures of which they approve and others of which they disapprove and note that "a number of" trainees found the filling in of log books tedious (para 31).

On organisational matters the inspectors claim that relationships with Managing Agents were very variable in quality. They feel that where colleges acted on behalf of LEA's to fulfil the function of Managing Agents themselves the overall coordination of a scheme was "more structured and effective" (para 39). They note that the Careers Service too often tried to fill Mode A places in preference to Mode B, which were then used to take up any overflow.

The FEU study of FE college provision for YTS has not to date been published in full. The account given here is based on a draft report written in September 1984 (FEU 1984a) and on a publicity document from October of that year (FEU 1984b) which summarises the findings. The methodology of this project is poor and, while providing a host of ideas suitable for use as debating points, has resulted in an account of college practices that appears to be coloured by the pre-judgments of the researchers. The researchers

appear to be keen to defend the reputation of Further Education colleges and, in particular, those parts of YTS provision which are most in accord with the ideas of the FEU.

In the course of the FEU study thirty colleges in the Midlands were visited by the team during 1983/4. The researchers do not state how many people they involved in discussions about YTS courses and nor do they report what the researchers asked them. However, the authors do attempt to estimate the number of trainees spoken to ("the researchers have interviewed and held discussions with about 2,000 trainees" FEU 1984a. para 6.1.1) but at the same time suggest that this was mostly by means of group discussions. The account of methodology is very brief. A check list of items was constructed in an attempt to achieve some degree of consistency between members of the team:

"Subjective data and opinion collected as a result of applying the checklist during the survey has been translated onto a simple numerical scale. In this way a 'norm' for the ... sample has been calculated for more than 60 different topic areas."

In this manner a false appearance of objectivity is achieved in the reporting of the results. Numbers derived from this procedure occasionally appear after terms like "many" or "a large proportion" which purport to indicate the strength of the findings. The difficulty of drawing valid conclusions from such an approach can be illustrated by two examples from the text concerning the researchers' judgements of trainees' maturity:

"The degree of change in the maturity of YTS trainees in the FE college appears to be higher than the change in maturity of full-time FE students" (para 5.5.3).

"(in mixed ability groups) many of these groups have high morale ... Considerable maturation seems to have taken place". (para 4.4.7)

In neither case has the term "maturity" been defined by the



researchers and how this characteristic was measured is nowhere explained. No study of the "maturity" of full-time students is cited in order to justify the first of the two statements. It is left to the reader to take the researchers' word that these things have happened. There is also bias in their account of college based Mode B2 courses, where these are praised to an extent not justified by any evidence that the researchers have presented.

"In these courses, a high degree of integration between the off-the-job education and training and the work experience providers has been possible. On such schemes ... the cohesiveness of the programme was one of the factors that motivated the students and their experience of FE were far more satisfactory than their colleagues on Mode A schemes" (para 2.1.4.)

"Most of these groups have responded enthusiastically to the off-the-job training and have nothing but praise for the overall curriculum and the staff who designed it" (para 4.4.7)

"the degree of integration.... achieved on these courses is unrivalled by any other programme" (5.3.5)

In fact the researchers have decided that trainee opinion of college in general is favourable:

"For a high proportion of the trainees interviewed, probably over 80%, there was no criticism of the range of FE opportunities they had been offered at the college and no particular area of work appeared better or worse than any other" (para 6.1.10)

These four statements are presented without supporting evidence and are, in fact, in contradiction with the findings of the present study. Indeed, the finding by H.M. Inspectors that poor integration is often caused by having a wide diversity of work placements would mean that poor integration would be more likely to occur on broad based B2 courses because on these courses the work placements are much more diverse than in other courses. The HMI report also found that trainees were quite clear about which parts of the college programme they found to be more useful than others. One area of agreement between all three studies, however, is that the existence

of Managing Agents has meant that college teachers have been excluded from visiting trainees on work placements. The FEU team also agree with the other studies that a great deal of "off the shelf" packages leading to traditional Further Education qualifications have been provided by the colleges to meet the requirements of Managing Agents.

All the studies reported in this section exhibit a similar defect in that they all rely on the reporting of the researchers' impressions of the situation. In the NFER study this is because it was only a pilot investigation in preparation for a more extensive survey. In the cases of the FEU study and the HMI investigation they reported their impressions because this is how the authors believed such evaluative work should be conducted. It is unfortunate that studies like that of FEU, which purports to be written "from an educational research point of view" (para 6.1.15), should make this fundamental mistake. Perhaps encouraged by the influence of "illuminative evaluators" (such as Parlett and Hamilton 1972) much educational research in Britain, particularly the type that seeks to evaluate the effectiveness of educational programmes, has adopted a methodology that relies excessively on the researchers' own impressions of the situation studied. This cannot be because an adequate methodology for the collection of qualitative data does not exist. For example Becker's classic participant observation work with students in Kansas State University (Becker et. al. 1968) and his subsequent methodological reflections (Becker 1970) provide a firm basis from which to conduct evaluative studies. The essential point of difference between Becker's work and that of the studies reported here is that Becker aimed to record objectively the subjective opinions and perspectives of participants in the educational programme under evaluation. The studies of YTS in this

section all relied on the reporting of the researchers' subjective impressions of what participants think. They also failed to provide numerical indications of the frequency of the features they identified. While it is possible for such studies to produce findings which, in the light of more rigorous studies, produce a fair account (as in the case of the HMI study) it is never possible to know at the time whether the generalisations made can be relied on since no proper evidence is presented for them. As the FEU study shows, biased accounts may be given a pseudo-scientific credibility.

The present study, which uses interviews and postal surveys and does not use participant observation, nevertheless obeys the logic of Becker's approach: the subjective perspective of participants is recorded as accurately and reliably as possible and the reporting of results seeks to distinguish between the opinions of the participants in the YTS programme and those formed by the researcher.

## CHAPTER FOUR: METHODS.

### 4.1. Introduction.

In order to answer the questions outlined in the previous chapter a survey of Further Education college provision was undertaken. A combination of postal surveys and interviews conducted during case studies of selected courses was judged to be the best combination of methods. A postal survey had the advantage that a large number of colleges and courses could be covered. The disadvantage of this method was that the depth in which individual courses could be investigated was limited. Case studies would be of use in gaining more information about individual YTS courses than was possible in the postal surveys. Further, case studies could provide a check on the accuracy of data collected by means of postal surveys, since those interviewed in case studies would also have completed returns for the postal surveys.

In fact, the survey exercise consisted of four distinct surveys. The first covered principals of all colleges in England, the second covered college based course organisers of a selected sample of YTS courses and the third and fourth surveys covered teachers and trainees on the same selected courses. The method of developing and administering surveys and case studies will be described in this chapter.

### 4.2. Establishing the nature of the population.

All the studies that were conducted at the same time as the present study (reported in the previous chapter) share a common limitation. In each case the sample of YTS courses chosen is based

on no knowledge of the nature of the total population of YTS courses in FE colleges. Thus no estimate may be made of the extent to which these studies are representative of FE provision. The first postal survey of the present study was designed to provide information about FE provision of YTS in the country as a whole, so that the subsequent sample of courses could be drawn up so as to be as representative as possible.

In England alone, according to the Education Authorities Directory (School Government Publishing Co. 1983) there are 466 colleges of Further Education. The present study was limited to this group because resource constraints (time and money) inhibited coverage of other parts of the U.K. In October and November 1983 a questionnaire (Appendix 1a) was sent to all colleges of Further Education in England. Its main purpose was to determine the number of trainees in each Occupational Training Family and under each Mode of funding that colleges were at that stage planning to recruit. Two mailings produced a response rate of 65.5% (305 colleges) of whom 249 (81.6%) were involved in providing for YTS.

Several respondents indicated that the figures they were giving were only estimates because recruitment was not complete at the time of answering. Indeed, as is now known, only 286,000 trainees out of an eventual 370,000 had been recruited by November 1983 and recruitment levels were below expectations. At the time, however, the preliminary survey represented the best possible method of establishing the number of trainees attending YTS courses provided by colleges as the MSC were either unwilling or unable to release figures.

FE provision for YTS, expressed in terms of trainee numbers, is shown in table 4.1. Trainee numbers are classified by Mode of funding and Occupational Training Family (OTF). Difficulties were

TABLE 4.1 - Numbers of trainees planned for by English FE colleges October/November 1983

		<u>Occupational Training Family.</u>														
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	ALL
MODE	Mode A	N 9909	6039	7539	6496	947	4598	1539	3464	10446	2041	1378	5263	764	703	61126
		% 12.29	7.49	9.35	8.06	1.17	5.7	1.91	4.3	12.96	2.53	1.71	6.53	0.95	0.87	75.8
OF	Mode B1	N 514	424	2069	336	65	260	15	722	168	986	0	458	1759	498	8274
		% 0.64	0.53	2.57	0.42	0.08	0.32	0.02	0.9	0.21	1.22	0	0.57	2.19	0.62	10.3
FUNDING	Mode B2	N 631	233	1297	1022	187	892	31	698	558	618	0	323	4492	218	11200
		% 0.78	0.29	1.61	1.27	0.23	1.11	0.04	0.87	0.69	0.77	0	0.4	5.57	0.27	13.9
TOTAL		11054	6696	10905	7854	1199	5750	1585	4884	11172	3645	1378	6044	7015	1419	80600
		% 13.71	8.31	13.53	9.74	1.49	7.13	1.97	6.06	13.86	4.52	1.71	7.5	8.7	1.76	100

NB: Categorisation of OTF's (see Appendix Two for further detail).

1. Administrative, Clerical and Office Services.
2. Agriculture, Horticulture, Forestry and Fisheries.
3. Craft and Design.
4. Installation, Maintenance and Repair.
5. Technical and Scientific.
6. Manufacturing and Assembly.
7. Processing.
8. Food Preparation and Service.
9. Personal Services and Sales.
10. Community and Health Services.
11. Transport Services.
12. More than one OTF.
13. Special needs and broad based (WIC).
14. Computer related.

experienced in classifying by OTF since the system produced by the IMS (IMS 1981) allows some jobs to be categorised in more than one family. The OTF's under which each type of course was classified for the present study are shown in Appendix Two. Some categories in addition to the eleven OTF's were used to cover courses that could not be included in the IMS system. These included courses which covered more than one OTF (usually two or three), courses that were related primarily to learning about computers and courses which were so broadly based that they covered more than three OTF's, or were designed to cater for trainees with special remedial needs or who had not yet decided which type of OTF they wished to work towards. This last category (category number 13) includes the Mode B2 Work Introduction (WIC) courses.

Table 4.1 shows that the occupational families for which the greatest provision was made by colleges were Personal Services and Sales, Craft and Design (including most construction trade courses) and Administrative, Clerical and Office services. Occupations in the Technical and Scientific area, Processing and Transport services were less frequently provided for. Just over 75% of the YTS trainees were on Mode A courses, with the remainder on Mode B2 (14%) and Mode B1(10%). Most WIC courses were under Mode B2 provision and WIC courses in all modes covered nearly nine per cent of all YTS trainees in the colleges.

For the colleges responding to the questionnaire a number of other facts about their background and the nature of the local area were collected, using sources other than the questionnaire. These included the unemployment rate in the local area, the size of the college, geographical location and whether the college had a specialist focus or was a general subject college.

The unemployment rate in the local area was taken from figures

provided in August 1983 by the Central Statistical Office (1983). The distribution of colleges involved in YTS by local unemployment rate is shown in table 4.2. Colleges here are categorised so that they fall into one of four levels of unemployment rate. Cut-off points were chosen so that roughly equal numbers of colleges fell into each level so that subsequent statistical tests of significance could draw on cells containing adequate numbers.

Unemployment rate	Colleges	
	N	%
0 - 9.4%	67	26.9
9.5 - 10.5%	55	22.1
10.6 - 13.6%	63	25.3
13.7 - 24.1%	64	25.7
Total	249	100

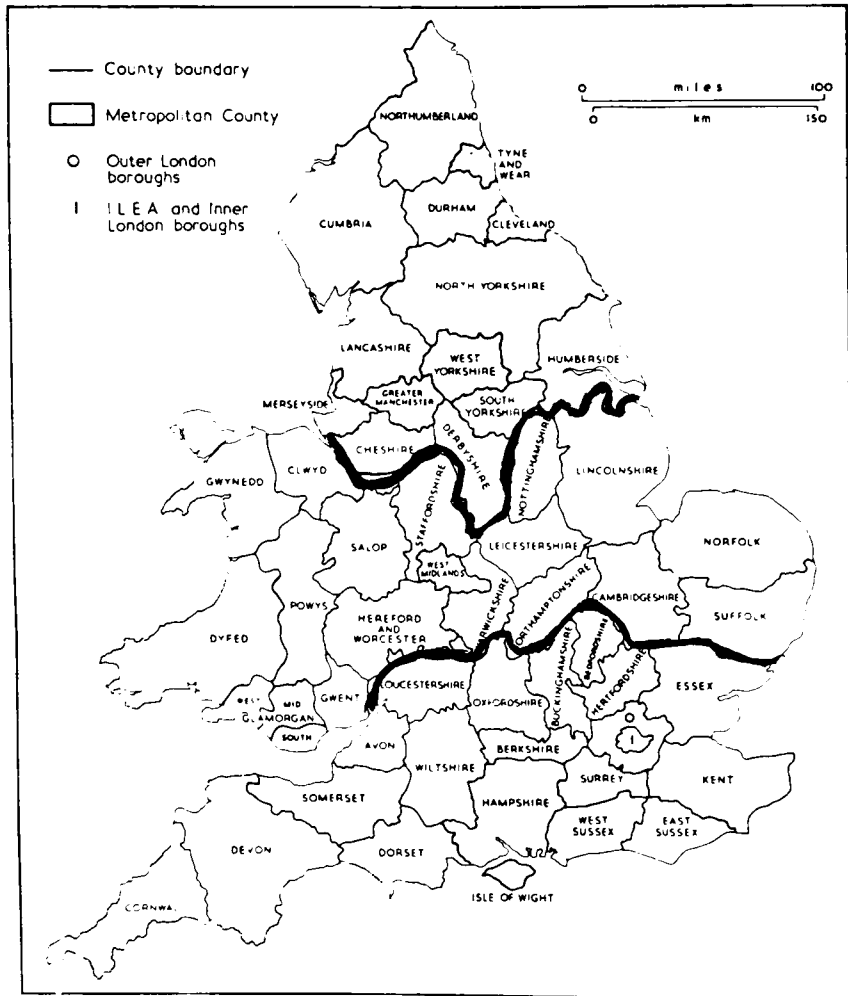
The relationship between the subject specialism of the colleges and involvement in YTS courses is shown in table 4.3.

	Involved		Not Involved		
	N	%	N	%	
General subjects	201	98.5	3	1.5	100%
Agricultural	28	87.5	4	12.5	100%
Art	7	29.2	17	70.8	100%
Other	13	28.9	32	71.1	100%
Total	249	81.6	56	18.4	100%

This shows that general subject colleges (that is, colleges where a range of subjects were offered) were more likely to be involved than other colleges, and that agricultural colleges were more likely to be involved than other specialist colleges. In fact most of the courses in OTF number Two (Agriculture, Horticulture etc.) were taught in agricultural colleges under Mode A funding.



Figure One. Geographical Areas.



Geographical area was split into three categories: South, Middle and North. The map in figure 1 shows the precise boundary lines which are based on the areas covered by the Regional Advisory Councils for Further Education. Details of the distribution of colleges according to this variable, as well as that of size, are given in section 4.4 where procedures for selecting a representative sample of YTS courses are presented.

#### 4.3. Constructing postal survey questionnaires and interview schedules.

Three separate postal surveys were planned to follow the survey of principals; one for course organisers, one for YTS teachers and one for trainees. In addition, an interview schedule was designed for use with each of these three categories of respondent during case studies. The questionnaires used in the postal surveys are included in Appendix One and the interview schedules are included in Appendix Three.

The questionnaires contain three types of item. The first are items requiring a yes/no answer or the reporting of a specific piece of information. For example, such items occur when respondents are asked to tick a box indicating their sex, or to write in the subjects that they teach. They were intended to gain answers to questions such as whether computer literacy was covered on a course. For this purpose trainees were asked if they had learned to use a computer keyboard while on the course (item 11, trainee questionnaire. Appendix 1d).

The second type of item required respondents to write their reactions and thoughts about a certain topic. The intention of these items is to explore the issues that respondents see as important,

and to allow them to identify the problems and solutions in pursuing a particular goal. Thus the question of what teachers think employers have contributed to the scheme and how effective teachers think this is can be answered in part by item 21h on the teacher questionnaire which asks teachers for their views about employer involvement in off the job training (Appendix 1c).

The third type of item asks respondents to rate the level of their agreement with a particular statement on a Likert-type scale. Section 20 in the teacher questionnaire and section 16 in the trainee questionnaire are of this type. To take an example, the first item of section 20 in the teacher questionnaire (appendix 1c) reads: "The course is effective in providing individualised programmes of learning for trainees". This item is one of several designed to test whether teachers think the courses encourage the sort of negotiated learning programme, allowing for individual needs, that the FEU would like to see occurring. The answers to items of this type were treated both individually and in combination with each other at the stage of data analysis in order to create scores which measured teachers' or trainees attitudes or evaluations. Factor analysis was used to identify the underlying structure to the relationships between responses (see the relevant sections of chapters 5 and 6).

In this way the questionnaire design allowed for both closed questions seeking the answers to specific questions, for attitudes and evaluations to be expressed by respondents, and for open-ended response. The questionnaires for course organisers and teachers were pre-tested with groups of teachers in order to establish that the items were satisfactory. Two groups of trainees on a college based WIC course were asked to complete the trainee questionnaire as a trial and here particular attention was paid to the literacy demands

of the items. The questionnaires were modified as a result and those used are the final versions after these trials with potential respondents.

One aim of the interview schedules used with college staff and trainees was to gather information similar to that gathered by questionnaires so that checks could be made on the consistency of results achieved by these two methods of inquiry. The second aim was to gain more information than was possible in postal surveys about the particular individual circumstances of each case. The interview schedules (Appendix 3) used during case studies were developed with the research questions in mind as well as the experience gained from studying pilot YTS courses reported in section 3.3.

#### 4.4. Selecting the sample.

The preliminary survey of college principals provided information about the population of YTS courses in FE and in spite of the limitations identified earlier (p. 80) this gave the best estimate of FE involvement in YTS available at that time. The most important factors to take into account in drawing up a representative sample of courses were Mode of funding and Occupational Training Family. Geographical location, size of college, unemployment rate in local area and whether the college specialised in a particular subject or not were also taken into account.

A total of 223 course organisers, whose names had been provided by college principals, were selected and sent the questionnaire reproduced in Appendix 1.b. The sample was chosen so as to be as representative as possible taking into account the variables mentioned above. However, a disproportionately large number of Mode

B2 courses in the special needs and broad based category (category 13- WIC courses) was deliberately chosen. These WIC courses were selected because of the importance of the hypotheses expressed in section 3.3, to the effect that these courses would differ significantly from Mode A courses in the teaching and assessment methods used. If valid tests of statistical significance were to be conducted adequate numbers of WIC courses had to be in the sample. This meant selecting more of them than would otherwise have been necessary. After two mailings during January and February 1984, 163 course organisers (73.1%) returned completed questionnaires.

By reference to the results from the preliminary survey of college principals, representative samples of teachers and trainees on courses for which the course organiser had returned a questionnaire were then selected using the variables listed at the head of this section. The course organiser responses were slightly skewed: for example there were slightly too few Mode B1 returns for the course organiser response to be considered representative and there were slightly too many Mode A agricultural courses in OTF no.2. For this reason, and because courses varied in the number of trainees they catered for, it was decided that each course would be sent the number of teacher and trainee questionnaires which would ensure representative samples.

In April and May 1984 the course organisers were sent for distribution a total of 636 questionnaires for teachers and 1592 questionnaires for trainees (see Appendix 1c, 1d). In order to ensure confidentiality envelopes were provided in which respondents were invited to seal their questionnaires before returning them to the course organiser who then returned the package of completed questionnaires. After some follow up calls 337 teacher questionnaires (53% of those sent out) were returned representing

81.4% of the courses in the sample. The trainee questionnaire was returned by 954 trainees (59.9% of those sent out) representing 84% of the courses.

Course organisers sometimes explained why they had not returned some or all of the teacher or trainee questionnaires. In the case of the teachers, in a few instances, this was because there were fewer teachers on the course than had been originally indicated by course organisers. Another reason was that by then the course had finished. Trainees in some instances dropped out during the course and this had meant that fewer trainees than originally indicated were available. Courses finishing also meant that trainees were unavailable. In some cases, also, work experience was carried out as a block in the final months of the course and course organisers felt that administering the questionnaires to trainees would be difficult under these circumstances.

The results were analysed using the Statistical Package for Social Sciences (SPSS - Nie et.al. 1975). While the sampling of course organisers, teachers and trainees was conducted so that samples would be representative according to the variables listed earlier the incomplete response meant that the returns were skewed. The weighting procedure available in SPSS provided a means whereby the imbalance in respect of Mode of funding and Occupational Training Famil<sup>y</sup> could be redressed. However, limitations in SPSS meant that it was not possible to extend the weighting procedure for the other variables: unemployment rate, location, size and subject specialism. Tables 4.4 to 4.7 show how the questionnaire returns compare with the population parameters identified by the preliminary survey of principals, once weighted for Mode and OTF.

TABLE 4.4 - Comparison of population and eventual sample according to size of college (percentages)

Size (student numbers)	English colleges involved in YTS	Course organisers	Teachers	Trainees
0 - 520	15.7	9.2	6.7	7.2
521 - 1150	22.7	17.1	14.4	14.8
1151 - 2340	34.7	38.8	35.8	35.1
2341 -	26.9	34.9	43.1	42.9
N=	249	153	337	920
		10 cases missing		34 cases missing

TABLE 4.5 - Comparison of population and eventual sample according to unemployment rate in local area (percentages)

Unemployment rate	English colleges involved in YTS	Course organisers	Teachers	Trainees
0 - 9.4%	21.9	23.3	26.4	26.7
9.5 - 10.5%	22.4	21.4	21.0	16.6
10.6 - 13.6%	26.4	24.5	24.5	26.6
13.7 - 24.1%	29.4	30.8	28.1	30.1
N=	249	157	337	954
		6 cases missing		

TABLE 4.6 - Comparison of population and eventual sample according to geographical location (percentages)

Geographical location	English colleges involved in YTS	Course organisers	Teachers	Trainees
South	45.3	49.1.	52.3	51.8
Middle	23.9	21.4	16.4	15.9
North	30.1	29.6	31.3	32.3
N=	249	157	337	954
		6 cases missing		

TABLE 4.7 - Comparison of population and eventual sample according to subject specialism (percentages)

Specialism	English colleges involved in YTS	Course organisers	Teachers	Trainees
General	80.7	89.0	90.5	89.4
Agricultural	11.2	7.5	6.8	6.8
Art	2.8	0.5	1.0	0.8
Other	5.2	3.0	1.8	2.9
N=	249	163	337	954

It is clear that small colleges are under-represented and large colleges over-represented in all three samples (Table 4.4). There is a slight tendency in the teacher and trainee sample for areas with the lowest unemployment rates to be over represented at the expense of areas with an unemployment rate of between 9.5 and 10.5% (Table 4.5). The South is slightly over represented at the expense of Middle region colleges in all three samples (Table 4.6). General subject colleges are over represented at the expense of others (Table 4.7). However, this last factor should be tempered with the consideration that art and "other" colleges tended to deal with only small numbers of trainees compared to general subject colleges.

In the case of the trainees, written comments in response to open ended questions were numerically coded and were therefore amenable to analysis by computer in the same way as other numerical results. It was therefore possible to apply the weighting procedures for Mode of funding and OTF to this data. In the case of teachers' written comments and of some of the course organisers, numerical coding of responses proved too difficult since the responses were too various for reliable categories to be used. These written comments, therefore, are reported in unweighted form. The chief consequence of this is that Mode B2 courses in OTF 13 are over represented for this data since, as explained earlier, a disproportionately large number of these was selected.



Apart from this, all results reported are weighted according to OTF and Mode of funding. Where figures are reported in the text a reference number refers the reader to notes at the end of the chapter which provide the unweighted results and missing cases (signified by "U=" and "M="). Tables included in the text, unless indicated otherwise, present weighted results. Corresponding tables with unweighted data appear in Appendix 4, where the same numbering sequence as in the text is used. Generally, weighted responses are similar to their unweighted equivalents. In circumstances where this is not the case it is reported in the text.

One purpose of case studies was to make it possible to check the accuracy of data collected by postal surveys. They were also conducted in order to provide more information about individual courses than was possible to collect by means of postal surveys. Thus, whereas the surveys might indicate simply that teachers think WIC courses allow for individual needs to a greater extent than Mode A courses, case study material provides description of the teaching methods that achieve this state of affairs. The rationale for the selection of courses for case study is explained at the beginning of Chapter Seven.

## CHAPTER FIVE: THE COURSES AND THE TEACHERS.

### 5.1 Introduction.

This chapter reports the results of the postal surveys of 163 course organisers and 337 teachers described in the previous chapter. It also contains some additional information derived from the initial survey of principals of English colleges. The reporting of results, in each section, is followed by a commentary which summarises the key parts of each section and explains their significance.

### 5.2. Basic characteristics of provision.

#### 5.2.1. The courses.

The advent of YTS had occasioned some organisational changes for the colleges involved. The survey of college principals revealed that 68 (27%) of the 249 colleges involved with YTS had set up a department or specialist unit to provide an organisational base for YTS provision. While 41 of these achieved this by extending the role of an existing department, 27 colleges set up specialist departments or units under such titles as "Youth training department," "YTS section," or "Special programmes section" to co-ordinate YTS work. YTS had meant that new posts for co-ordination were created. A total of 219 (88%) of the 249 colleges involved with YTS in this survey had one or more member of staff responsible for co-ordinating YTS courses and 70 (28%) of the 249 had made this the full time responsibility of an individual.

It was shown in section 2.2 that the MSC aimed to encourage employers' control over YTS, and thereby encourage work based learning, by setting up Managing Agents to organise Mode A schemes. Holland (1982c) made a particular point of arguing against the notion that colleges themselves should become Managing Agents. However, in spite of this 31 of the colleges acted as Managing Agents themselves and a further 19 had responsibilities attached to running a Managing Agency delegated to them by their local authorities. Another 21 had a strong involvement in setting up Managing Agencies, either having the Agent's office based in the college, or acting as an organiser for consortia of small employers. In total, then, 29% of the 249 colleges involved in YTS in the survey were either Managing Agents themselves or effectively took over most of that role. This apparent reversal of MSC policy is likely to have been necessitated by the policy being seen as impractical in many areas. This was particularly the case in rural areas, or where a large number of small employers were in the majority in a particular trade (eg: hairdressers) the main institution in the local area with experience of organising and providing training would have been the local college. Such small employers may have recognised that they did not have sufficient expertise to organise an Agency and turned to the college for help. This was certainly the case in the one example reported by Davies (Davies 1984) where the college took the initiative in organising employers. All the Mode A agricultural courses in the sample were organised by colleges acting as Managing Agents.

While 72% of the 163 courses in the course organiser sample started in September 1983, 12% started earlier and 15% later.<sup>1</sup> A minimum of 13 weeks off the job training is stipulated as necessary by the MSC. In view of this it is surprising that 13% of course organisers reported an allocation of less than 13 weeks.<sup>2</sup> In the

majority of courses the off-the-job training lasted for 13 weeks (59%) and for a further 28% off-the-job training was longer than this.<sup>3</sup> Release of trainees for off-the-job training was by both block and day release; 27% of the courses used block release only, 32% day release only and for 41% both block and day release was used.<sup>4</sup> No WIC courses used day release only, though 44% of Mode A courses did so ( $p < 0.0001$ ).<sup>5</sup>

Although Holland in 1982 (Holland 1982a) argued strongly that an extended college year would be desirable for YTS in colleges, most (56%) of the YTS courses had no teachers involved in providing off-the-job training in college holidays to the same extent as in term time. In 26% of courses there was a small amount of involvement.<sup>6</sup> WIC courses were more likely than Mode A courses to have teachers involved in off-the-job training during the holidays, with only three of the WIC courses (14%) having no involvement while 61% of the Mode A courses had no such involvement ( $p=0.0004$ ).<sup>7</sup>

#### 5.2.2. The teachers.

Two thirds (67%) of the 337 teachers in the sample were male.<sup>8</sup> In the weighted sample there was no significant difference between Mode A and WIC courses in this, but there were significantly more female teachers of WIC courses in the unweighted sample. Nearly all (91%) of the respondents were in the two lowest categories of the FE teachers' pay and promotion scales (Lecturer 1 or Lecturer 11) or else on temporary or part-time contracts.<sup>9</sup> No significant difference was found between WIC and Mode A teachers in this respect.

It was shown in Chapter Three that Holland (1982a) argued that it would be a good thing if the teachers of YTS had experience in industry or commerce. Table 5.1 shows how much work experience (as

well as teaching experience) the YTS teachers had.

TABLE 5.1 - Amount of work and teaching experience teachers reported (percentages)						
Work experience (years)	Nil	1-5	6-10	11+		
	6	21	22	51	N=335	M=2
Teaching experience (years)	0-5	6-10	11+			
	32	28	40		N=337	M=0

The table shows that just over half the teachers had over 10 years work experience in industry or commerce and more than two thirds had over five years teaching experience. YTS, therefore, was not on the whole being taught by young or inexperienced teachers and this was true for both WIC and Mode A teachers as no significant difference was found in the lengths of experience between these two groups.

In addition to most of the teachers having had experience of industry or commerce a large number were experienced in MSC funded youth training. Over half (62%) of the teachers had previous experience of MSC funded youth training work, presumably under the Youth Opportunities Programme or in pilot YTS courses.<sup>10</sup>

No figures are available for the departmental specialisms of teachers on YOP courses. However, in view of the surveys reported in section 1.5.2 to the effect that most of the FE provision for YOP consisted of Social and Life Skills, it is likely that teachers from General and Liberal Studies departments were mainly involved. Table 5.2 shows the departments that the YTS teachers in the present sample were based in:

Secretarial	18
Construction	14
General Education/Studies	11
Business	8
Engineering	8
Maths/Computing	3
Adult/Open Education	3
Painting/Decorating	2
Other vocational (eg: hairdressing, food and fashion, technology)	33
	N= 310
	Missing= 27

The table shows that Secretarial and Business departments were heavily involved, with Construction, Engineering and General Studies departments slightly less so. It is likely that the introduction of YTS meant that teachers from specialist vocational departments were becoming involved in MSC funded youth training work for the first time, a suggestion that is also made by Stoney and Scott (1984). WIC teachers were more likely to be in contact with their YTS trainees for longer periods of time than were Mode A teachers, since the class contact hours of the WIC teachers averaged 9.3 hours per week, while Mode A teachers averaged 6.2 hours per week ( $p=0.0013$ )<sup>11</sup>. WIC teachers in the sample were also more likely than Mode A teachers to be from General Studies departments or to teach some form of Social and Life Skills. Thus 67% of WIC teachers were of this category compared with only 33% of Mode A teachers ( $p=0.0001$ )<sup>12</sup>.

Thirty one per cent of the teachers in the sample were on part-time contracts of employment and 66% of the courses used some part-time staff.<sup>13</sup> This high percentage is probably due to the uncertainty surrounding YTS provision at its start since college administrators probably did not wish to commit themselves to taking on full time staff when student numbers were not assured.

However, some of the data collected indicated that part time teachers of YTS might have experienced problems related to their

status. Six part-time teachers and one full time teacher wrote comments on their questionnaires about the special problems that part-time staff faced. Two felt there were too many part-time staff and another found that this made for poor continuity for the students. Another four complained of isolation, with inability to attend staff meetings or staff development sessions being mentioned. One of these wrote:

"I get most frustrated at times to be able to participate in staff meetings about this course and problems that arise but no staff meetings including part time staff ever take place and yet 75% of class contact hours are from part-time staff."

### 5.2.3 Commentary.

The results make it clear that while YTS meant new organisational initiatives for colleges, these were not always in accord with MSC policy. The high number of colleges acting as Managing Agents contradicts the MSC's aim of encouraging employer control over YTS, which it hoped it would further by setting up Managing Agencies. However, this consideration should be tempered with the observation that colleges acting as Managing Agents still probably covered only a small proportion of all Mode A schemes.

Most of the schemes conformed to the MSC's requirement of providing 13 weeks off-the-job training, but it is disturbing that a few of the course leaders report less than 13 weeks of off-the-job training. The fact that few colleges operated an extended year is also unsatisfactory from the point of view of the MSC. However, MSC policy should be furthered by the fact that teachers of YTS generally had extensive experience both of work and of teaching and more than half had done MSC youth training work before. It may be

that this experience is what encouraged some local MSC officers to accept that colleges might act as Managing Agents.

It is clear that YTS meant that some staff new to MSC funded youth training work became involved, and it is likely that these new teachers were mainly from specialist vocational preparation departments. WIC courses, however, tended to use teachers of Social and Life Skills from General Studies departments who, individually, had a greater amount of class contact time with the trainees than did Mode A teachers. As is shown in table 5.3 in the next section (p.101), WIC courses had generally been developed from previous provision under YOP. The greater use of day release in Mode A courses may reflect the fact that many of these courses followed patterns derived from previous experience of apprenticeship training and were not related to previous YOP provision.

The CBI's policy is to advocate that Managing Agents buying off-the-job training packages from colleges should press for the employment of part-time teachers in the interests of economy (CBI 1984) The high incidence of part time employment of YTS teachers is of concern if the comments reported, to the effect that part time teachers were unable to become fully involved in the courses, should prove to be of general validity.

### 5.3. Planning.

#### 5.3.1. Delay in approval.

Planning of pilot YTS courses suffered from late notification by MSC to colleges that the courses could proceed (Seale 1984a). It would seem that this problem again arose with YTS proper. This is shown by the fact that 52% of course organisers were not satisfied with the



amount of time available to plan their contribution.<sup>14</sup> It is likely that this problem will lessen because such extensive planning will not be required in future years as at the start of YTS.

### 5.3.2. Managing Agents.

The MSC stated (MSC Guideline No.3. MSC 1982c) that a function of Managing Agents should be to provide course organisers with information about what was required in off-the-job training. Thirty seven percent of the Mode A course organisers in the sample reported that this had not occurred.<sup>15</sup> Where it had happened (63%), organisers were asked to comment on the adequacy of the information provided. Of the 53 written comments 27 praised the quality of the information, four both praised and criticised and 22 criticised.

Of the 27 course organisers finding the information given to be good 21 wrote comments like "Adequate," "more than adequate," "fine." Three more praised the detail in which information was given. A further three felt that the information was adequate and they had adapted it to meet local needs. Of the 22 criticisms, six complained of the late arrival of (usually CITB) information, two felt there was too much to cover in the time and a further two felt the information was too theoretical and not practically viable. The other criticisms concerned points which did not form any consistent pattern. Elsewhere in written comments on the questionnaires seven of the organisers had criticisms to make of Managing Agents, the most frequent of these being that there was poor communication between themselves and the Agents (4 comments).

Thus written comments suggest that neither praise nor criticism of Managing Agents dominated the schemes and that where criticism occurred it most frequently centred on the late arrival and poor

communication of information.

### 5.3.3. Teachers.

Thirty three per cent of the 337 teachers were involved in planning the courses and in this there was no significant difference between WIC and Mode A teachers.<sup>16</sup> Only two teachers made complaints about the planning process in their written comments on questionnaires. One of these teachers disliked the fact that senior teachers had not consulted the other teachers involved; another that the planners had not consulted trainees. In Sections 5.8.2 and 5.14.3 it is shown that teachers who took part in planning the course were both more satisfied with the course and more likely to endorse a student-centred approach than those who did not take part in planning.

In order to establish the extent to which planning of new courses had been made necessary by the introduction of YTS, course organisers were asked whether the course had been run before in the college. Results are shown in table 5.3.

TABLE 5.3 - Course organisers' answers to the question of whether the course has run before (percentages)			
	All	Mode A	WIC
Yes	12	11	18
In a slightly different form	43	45	73
No	45	44	9
	N=163	N=113	N=22
	M=0	WIC/Mode A	p=0.0085

This table shows that most colleges had run the same or similar courses in the past and that this was especially true for WIC courses.

#### 5.3.4. Commentary.

It was perhaps inevitable that with the start of a programme as large as YTS there should be some confusion and delay. The lack of time for planning reported by over half the course organisers is one result. Also evident is that not all Managing Agents were following MSC requirements because many did not supply colleges with information about what was required for off-the-job training. Stoney and Scott (1984) observed that in a number of instances colleges were in the position of advising Managing Agents, inexperienced in organising training courses, as to the best way of providing for YTS. The MSC's assumption that Managing Agents would be capable of specifying what was required in off-the-job training was clearly misplaced for many of the Agents. The relative inexperience of Agents in providing training may be contrasted with the extensive experience of many teachers and colleges in providing youth training courses.

The figures reported in table 5.3 suggest that much YTS provision was made along similar lines to courses that had been run before. Evidence reported later in this chapter (section 5.10.1) as well as the evidence of other studies (MSC 1984d, DES 1984) suggests that much FE provision of off-the-job training consisted of "off-the-shelf" packages, adapted only slightly for YTS. This may explain why only one third of the teachers were involved in planning since for many their contribution to YTS may have been a continuation of their teaching a module taught before on other courses.

## 5.4. Recruitment.

### 5.4.1. Achieving recruitment targets.

MSC was not successful in achieving target figures for recruitment in the first year of YTS, as was shown in section 3.4.1. This is reflected in the sample under consideration here. As Table 5.4 shows, about one third of the places available remained unfilled.

	All courses	Mode A	WIC
Average places available	54.7	57.1	52.1
Average places filled	36.5	37.8	31.8
Percentage filled	66.7	66.1	61.1
	N=139	N=108	N=19

### 5.4.2. Patterns of recruitment according to gender and ethnic origin.

The MSC has funded studies concerned with furthering its policy of eliminating racial and gender discrimination from recruitment to YOP and YTS (Stares et.al. 1982, Brelsford et.al. 1982). This being a part of the policy of the MSC, the current study included the collection of data designed to discover the extent to which ethnic group and gender were associated with the type of YTS courses trainees entered.

Course organisers were asked to indicate how many male and female trainees had been recruited to their course (question 22, appendix 1b) and how many trainees from ethnic minorities were on the course (question 28, appendix 1b). Thirty three per cent of the 163 courses had at least one trainee from an ethnic minority and the average number of such trainees per course over the whole sample was 1.3. WIC

17

courses had more ethnic minority trainees than Mode A courses (average 4.1 as against 1.0.  $p=0.014$ ). This follows the national pattern whereby Mode B1 and B2 courses contained greater numbers of ethnic minority trainees than Mode A courses (see section 3.4.1).

Male trainees outnumbered female trainees in the courses in the sample by almost 3:2. Thus the courses contained an average of 21.7 boys and 15.6 girls. Table 5.5 shows that boys or girls predominate in those courses in which it is traditional for them to do so. In Manufacturing and Assembly, seven of the nine courses had boys only and boys predominated in the other two. Thirteen of the 15 Installation, Maintenance and Repair courses contained only boys, which was also the case with 24 of the 27 Craft and Design (usually Construction) courses. Girls predominated in Secretarial, Community Care and Personal Service and Sales courses.

TABLE 5.5 - Course organisers' reporting of variations in preponderance of male trainees - High to Low.			
Name of course.	No. of courses	Examples	
Manufacturing and Assembly	(9)	Engineering	HIGH
Installation, Maintenance and Repair	(15)	Electrical	↑
Craft and Design	(27)	Construction	
Transport Services	(2)		
Agriculture, Horticulture, Forestry and Fisheries	(28)		
Computer related	(3)		
Technical and Scientific	(1)		
Broad Based	(25)	WIC courses	
Food Preparation & service	(6)	Catering	
Processing	(2)		
Personal Services and Sales	(16)	Hairdressing, shops	
Community and Health Services	(8)		
Administrative, Clerical and		Community Care	
Office Services	(19)	Secretarial	

#### 5.4.3. Criteria for entry.

Most of the courses (77%) required no examination qualifications of trainees on entry. Of the 23% which did ask for these, in the majority of cases this consisted of a requirement for a certain number of CSE passes (usually three). None of the WIC courses requested examination qualifications on entry, which reinforces the point that WIC courses catered for trainees with a lower level of educational attainment than did Mode A courses.

The 337 teachers were asked to comment on recruitment practices and of the 204 who made comments, 16 referred to the intake being of mixed ability and 13 of these were critical of this feature. Two of these 13, however, felt there would be problems in recruiting more selectively, one considering that it was "financially and socially impossible" and another because government policy appeared against it. Teaching problems may have been at the root of this dislike of mixed ability as the following quotation from one of the 13 critics suggests:

"Its my belief that during recruitment the interlectual (sic) abilities of the student should be matched to give a class of about the same intelligence. This would benifit (sic) both the quick and slow learners".

#### 5.4.4. Recruiting agencies.

Responses to a question about which agencies conducted recruitment (table 5.6) show that recruiting was mostly done by the Careers Service.

TABLE 5.6 - Course organisers' reports of who recruited trainees.\*

Careers service	84%	N=148	M=14
School contact	34%	N=148	M=14
Media advertisement	35%	N=148	M=14
Other	38%	N=148	M=14

\* Some organisers reported more than one agency.

In most cases the source under "Other" was a Managing Agent. The Careers Service was clearly mostly responsible for recruitment. All the WIC organisers reported that the Careers Service was used for recruitment compared to 81% of Mode A organisers ( $p=0.0261$ ).<sup>19</sup> WIC organisers gave fewer answers under "Other," no doubt because Managing Agents were not involved in WIC courses (14% as against 39%  $p=0.0227$ ).<sup>20</sup>

There were more criticisms than praise of recruitment procedures expressed by both course organisers and teachers in written comments on questionnaires. Thus of the 64 teachers making evaluations of recruitment procedures, 21 felt that the system was working well and 43 had criticisms to make. Of the 48 organisers making evaluative comments, 13 praised and 35 criticised the system. Teachers tended not to give reasons in the instances where they felt the system was working well, but they were more likely to explain their reasons when making criticisms. The criticisms made by the teachers are presented in table 5.7.

TABLE 5.7 - Teachers' criticisms of recruitment procedures expressed in written comments on questionnaires (unweighted numbers).

It is a bad thing that we are not involved.	20
Trainees were badly motivated or selected according to the wrong criteria.	8
Recruitment was conducted too late.	6
Problems arose from intake being staggered.	5
Liaison with the Managing Agent poor	4
Mode B2 schemes are used as 'dumping ground' for those unable to enter Mode A	4

It will be seen that lack of involvement was the most frequent complaint and this may be because in many instances Managing Agents took on the responsibility for recruitment. One of the teachers who complained of a staggered intake wrote:

"quite frankly a shambles. Students did not begin the course until late, some as far into the first term as 8 or 10 weeks... So for the first term the teacher saw a class of constantly changing faces which made teaching difficult."

Another teacher, complaining of poor standards, wrote:

"Most of the trainees accepted on engineering courses at this college have been of very low ability. Educationally and practically they would not normally be offered an apprenticeship. Because there are no selection standards required the whole scheme is a dissipation of resources."

The pattern of criticisms followed by course organisers was similar to that of teachers except that they had more criticisms to make of the Careers Service, with 14 of the organisers' comments falling into this category. The most frequent criticism of the Careers Service was made by four of the organisers who suggested that careers



officers saw YTS as a poor option. For example:

"YTS still seen as replacement for YOP by schoolchildren, schoolteachers and Careers Offices and thus school leavers advised to "get a job" first and then, if all else fails, go on to YTS".

Like the teachers, conducting recruitment late in the year due to the late approval of courses by the MSC was criticised, in this case by seven organisers.

#### 5.4.5. Commentary.

Recruitment for the sample of courses followed the national pattern of an incomplete take-up of places available. As was shown by MSC statistics (section 3.4) Mode B1 and B2 schemes recruited a disproportionately large number of trainees from ethnic minorities. This pattern is followed in the sample under consideration here, where WIC courses (which fall under Mode B2 provision) are compared with Mode A courses. As is shown later in this report, Mode B2 trainees faced significantly worse job prospects than did Mode A trainees and their courses were less likely to lead to examinations or apprenticeships. This suggests that trainees from ethnic minorities were at a significant disadvantage when entering YTS compared to other trainees. Any further investigation of this shortcoming in the effectiveness of MSC policy would need to examine the practices of recruitment agencies. In view of the fact that some teachers noted that trainees tended to be "dumped" on Mode B2 after being rejected for Mode A schemes, examination of the recruitment practices of Managing Agents (who conduct much of the Mode A recruitment) would be worthwhile.

The equal opportunities policy of the MSC with regard to gender differentiation may also be held to be somewhat ineffective given the

figures reported in table 5.5. However, as the present author demonstrated elsewhere (Pratt et.al. 1984), curricular differences between boys and girls are well established by the stage of 13-plus option choice in school. Further study would be necessary to establish whether the statistics in table 5.5 represent an increase in sex differentiation on the situation obtaining in the last two years of secondary schooling.

As for the recruitment system itself, the delays in approval of courses coupled with a degree of uncertainty about the size of provision required from FE colleges at the start of YTS led to some problems. It might be expected that in future years these factors would be absent as provision becomes more established. Many teachers were excluded from the recruitment process; the data reveals dissatisfaction over this. It may be that such exclusion is due to Managing Agents taking over responsibility, whereas previously teachers were used to doing their own recruitment. Such exclusion was blamed by some teachers for producing the mixed ability groups which were clearly an unwelcome surprise for them.

The Careers Service remains a crucial element in recruitment, especially for WIC trainees, and even for Mode A Managing Agents have by no means supplanted the Careers Service in conducting recruitment. The fact that WIC trainees tended to be recruited by the Careers Service almost exclusively, and that WIC courses did not require exam qualifications of trainees on entry, support the claim of some teachers that such courses were used to "mop up" those unable to enter higher level YTS provision.

## 5.5. Teaching styles.

Many of the questions that this study seeks to answer relate to teaching styles (see section 3.3). In particular, the extent to which the FEU approach involving the negotiation of learning objectives with trainees and the adoption of a student-centred style are issues which concern teaching styles. A number of items on the questionnaires were designed to gain information on these points. In particular teachers were asked about what they saw to be important influences on their teaching, about the extent to which they felt teaching styles had to be modified for YTS and their perceptions of YTS trainees. They were also asked to describe their methods and to indicate how student-centred they perceived these methods to be. The questionnaires also provided information about the extent to which teachers felt they taught for skill transfer.

### 5.5.1. Influences on teaching.

In the teacher questionnaire, teachers were asked (Question 19, appendix 1c) to rate thirteen items according to how important an influence each was thought to be on their teaching. Their ratings are considered in greater detail in other sections of this chapter (see particularly pp. 23-4 ); their responses are, however, presented in table 5.8. Table 5.9 presents the same results in a way that makes more evident the rank order in which teachers rated the various influences and, in particular, allows comparisons of Mode A and WIC teachers to be made.

TABLE 5.8. - Teachers' ratings of influences on teaching (percentages)

		Very important			Not at all important			
		1	2	3	4	5		
1. The course syllabus	All	48	23	16	5	7	N=331	M=6
	Mode A	46	26	16	5	7	N=242	
	WIC	18	28	33	10	10	N=39	
							WIC/Mode A p=0.0073	
2. MSC published documents	All	9	17	29	18	28	N=328	M=9
	Mode A	9	11.5	31	19	30	N=240	
	WIC	13	15	33	18	20.5	N=39	
							WIC/Mode A p=0.6954	
3. FEU published documents	All	5	22	25	17	32	N=322	M=15
	Mode A	5	18	25	18	34	N=235	
	WIC	5	18	26	20.5	31	N=39	
							WIC/Mode A p=0.9939	
4. Institute of Manpower Studies documents	All	2	9	20	19	50	N=320	M=17
	Mode A	2	6	20	21	51	N=236	
	WIC	3	3	23	18	54	N=39	
							WIC/Mode A p=0.8808	
5. Other teachers	All	25	28	32	5	10	N=330	M=7
	Mode A	23	27	34	6	10.5	N=243	
	WIC	34	29	32	3	3	N=38	
							WIC/Mode A p=0.3379	
6. The learning needs of trainees	All	72	21	5	0	2	N=332	M=5
	Mode A	74	19	6	0	1.5	N=242	
	WIC	85	13	3	0	0	N=39	
							WIC/Mode A p=0.6505	
7. Knowledge of what happens in jobs for which trainees are being prepared	All	52	26	13	3	6	N=333	M=4
	Mode A	55	25	11	3	6	N=244	
	WIC	44	28	18	5	5	N=39	
							WIC/Mode A p=0.63	
8. Educational or other research findings	All	11	19	28	22	20	N=326	M=11
	Mode A	11	19	27	22	20	N=239	
	WIC	10.5	21	21	18	29	N=38	
							WIC/Mode A p=0.7513	
9. Employers	All	20	24	22	11	23	N=331	M=6
	Mode A	20.5	23	21	12	23	N=243	
	WIC	26	26	15	8	26	N=39	
							WIC/Mode A p=0.7885	

10.MSC Officers	All	4	16	23	19	39	N=322	M=19
	Mode A	3	14	23.5	18	41	N=235	
	WIC	10.5	13	37	13	26	N=38	
							WIC/Mode A	p=0.0666
11.The examinations trainees are being prepared for	All	32	23	16	4	24	N=320	M=22
	Mode A	34	27	15	4	21	N=238	
	WIC	9	11	11	6	63	N=35	
							WIC/Mode A	p<0.0001
12.Your in-service/ staff development training	All	10	21	21	16	32	N=319	M=17
	Mode A	10	18	19	17	36	N=233	
	WIC	5	29	32	16	18	N=38	
							WIC/Mode A	p=0.0875
13.Your initial teacher training course	All	19	15	25	15	26	N=320	M=15
	Mode A	20	17	26	15	23	N=233	
	WIC	10	18	23	18	31	N=39	
							WIC/Mode A	p=0.55

TABLE 5.9 - Teachers' ranking of influences on teaching.

Whole sample	Mode A teachers	WIC teachers
1. Learning needs of trainees	Learning needs of trainees	Learning needs of trainees
2. Knowledge of what happens in jobs for which trainees are being prepared	Knowledge of what happens in jobs for which trainees are being prepared	Knowledge of what happens in jobs for which trainees are being prepared
3. The course syllabus	The course syllabus	Other teachers
4. Examinations trainees are being prepared for	Examinations trainees are being prepared for	Employers
5. Other teachers	Other teachers	The course syllabus
6. Employers	Employers	In-service staff development/ training
7. Initial teacher training course	Initial teacher training course	Educational or other research findings
8. In-service staff development/ training	Educational or other research findings	MSC documents
9. Educational or other research findings	In-service staff development	Initial training course
10.FEU documents	FEU documents	MSC officers

11.MSC documents	MSC documents	FEU documents
12.MSC officers	MSC officers	Examinations trainees are being prepared for
13.Institute of Manpower Studies documents	Institute of Manpower Studies documents	Institute of Manpower Studies documents

It will be seen that the learning needs of trainees were rated very highly by the YTS teachers as an influence on their teaching. It is interesting that this is ranked slightly above knowledge about what happens in the jobs for which trainees were being prepared. This suggests that teachers did not see themselves as solely providing for the needs of industry, but were concerned to take trainees' own needs into account. Whether this meant that teachers wholeheartedly adopted a student-centred teaching style may be judged from findings reported elsewhere in this chapter. It is significant that the documents and officers of the various organisations producing curricular policies are rated the lowest of all influences on teaching, suggesting that policy makers have a long way to go before their suggestions make an impact on teachers equal to that of other influences.

Examinations and course syllabuses are an important influence, and this is more the case for Mode A than WIC teachers. It will be shown later in this chapter (p. 51) that Mode A courses frequently consisted of "off-the-shelf" packages designed to lead to standard Further Education qualifications. The implications of this for MSC policy will be discussed at a later stage.

### 5.5.2. YTS and other FE teaching

As was shown in Chapter Two, both the MSC and the FEU have argued for teaching styles and approaches which they say are significantly different from what has gone on previously in the colleges. The MSC, through Accredited Training Centres, and the FEU, through Regional Curriculum Bases, funded major programmes of staff development during the first year of YTS in order to encourage teachers to make the changes they required. The results of the surveys reported here make it possible to see whether teachers agreed that new teaching methods were necessary, what methods were in fact used and whether teachers on WIC courses used different methods more than did Mode A teachers.

Teachers who had experience of teaching on non-MSc funded courses were asked whether their teaching approach was any different for YTS courses and whether they found more discipline problems on YTS. Table 5.10 shows that teachers agreed that their teaching approach differed for YTS somewhat more frequently than those disagreeing. When teachers were asked whether discipline problems were worse on YTS than on non-MSc courses numbers agreeing and disagreeing were about evenly spread.

TABLE 5.10 - Teachers' answers to items comparing YTS with other FE teaching (percentages)

My teaching approach on this course is very different from my teaching approach on non MSC courses.

	Strongly agree 1	2	3	4	Strongly disagree 5		
All	32	17	17	14	21	N=264	M=2
Mode A	27	19	16.5	15	23	N=192	
WIC	53	13	7	10	17	N=30	
WIC/Mode A p=0.0736							

I find more discipline problems on this course than on non MSC courses.

	Strongly agree 1	2	3	4	Strongly disagree 5		
All	26	17	12	10	35	N=264	M=2
Mode A	28	20	11	10	31	N=192	
WIC	17	10	10	23	40	N=30	
WIC/Mode A p=0.1295							

There is, however, a strong difference on the two items when the results for WIC teachers are examined, since they tended to agree that their teaching approach was different but to disagree that they found more discipline problems. A number of written comments by teachers indicated the extent to which they found a change in teaching methods was necessary with YTS. Twenty nine teachers indicated that no changes were necessary between the YTS course and other courses (all were Mode A teachers) and eight indicated that changes had been made. Three of those reporting changes wrote that following a syllabus had determined this. One of them felt that treating the YTS course as much as possible like the usual day release apprenticeship course gave the students the best chance of job advancement. Three indicated that only slight modification was necessary and two more complained that the approach used was too traditional with one of these writing that it was the "same old FE approach."



Some of the teachers identifying motivation as a problem speculated as to why this was the case. Poor job prospects (2 comments), poor pay (1), understanding the "hidden purpose" of YTS (1), their negative school experiences (1) were all mentioned. Indiscipline resulted according to three teachers although two found trainees to be of "good quality" and "marvellous" to teach. One teacher found motivation was particularly poor in his subject, Social and Life Skills:

" Social and Life Skills is a relatively tangential subject - at least in the students' view, who regard the typing, accounts and computer aspects as relevant - my own subject is irrelevant".

Another teacher of Social and Life Skills found that it was possible to overcome poor motivation to some extent:

"Initially it was difficult to overcome the hostile attitudes of trainees to the course, but through time and patience I feel that their resolve weakened and they reaped some benefit and actually enjoyed the exercise to a limited degree".

After motivation, the ability level of trainees and particularly the occurrence of mixed ability groups was the next most frequently mentioned factor in determining teaching approach. Four wrote that trainees were of low ability and that this affected their approach and thirteen more referred to having a mixed ability class. Two of these thirteen simply recorded that they therefore had to adapt their teaching to this but eight of them found mixed ability to be a bad thing (all Mode A teachers), with three of these wanting streaming in future.

One comment by a WIC teacher suggested that teaching methods on WIC courses might be determined largely by teachers' perceptions of

TABLE 5.10 - Teachers' answers to items comparing YTS with other FE teaching (percentages)

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	Strongly agree 1	2	3	4	Strongly disagree 5	
All	32	17	17	14	21	N=264 M=2
Mode A	27	19	16.5	15	23	N=192
WIC	53	13	7	10	17	N=30

WIC/Mode A  $p=0.0736$

I find more discipline problems on this course than on non MSC courses.

	Strongly agree 1	2	3	4	Strongly disagree 5	
All	26	17	12	10	35	N=264 M=2
Mode A	28	20	11	10	31	N=192
WIC	17	10	10	23	40	N=30

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### 5.5.3. Teachers' perceptions of trainees.

Teachers' perceptions of what trainees on YTS courses were like inevitably affected the teaching style adopted. Some of the teachers' written comments contained their perceptions of trainees. Twenty two referred to the motivational factors which they found in trainees being a determining factor in their teaching. Increased disciplinary measures were found to be necessary by three of those referring to motivational problems and an increase in formal methods of teaching was mentioned by two more of these teachers. For example:

"Due to general lack of motivation towards success in either assignments or the final exams, teaching and therefore learning processes should be based on direct guidance by the teacher. Discovery learning is apparently unsuccessful...."

Two of the teachers who identified motivational factors as an influence wrote:

"MSC Multiskills have been a handful and guidance has been in groups towards a more socially acceptable way of behaving".

"I have had to abandon what I believed to be a thorough system of teaching which helped individuals.. They can no longer be regarded as a 'group' but a series of difficult individuals and I am exhausted with teaching the same simple concept 7 or 8 times. They also appear to resent their lot, quite understandably, and that does not help".

Two felt trainees only came to college for the money:

"The majority of students 'only want to work' and attend classes just to avoid losing their 'jobs' and their increased money benefits".

Three felt that poor timekeeping and absenteeism was not helped by a lack of will to impose penalties.

"The college needs the backing of (MSC or employers) as regards discipline in poor attendance and not producing work on time or even at all"

Some of the teachers identifying motivation as a problem speculated as to why this was the case. Poor job prospects (2 comments), poor pay (1), understanding the "hidden purpose" of YTS (1), their negative school experiences (1) were all mentioned. Indiscipline resulted according to three teachers although two found trainees to be of "good quality" and "marvellous" to teach. One teacher found motivation was particularly poor in his subject, Social and Life Skills:

" Social and Life Skills is a relatively tangential subject - at least in the students' view, who regard the typing, accounts and computer aspects as relevant - my own subject is irrelevant".

Another teacher of Social and Life Skills found that it was possible to overcome poor motivation to some extent:

"Initially it was difficult to overcome the hostile attitudes of trainees to the course, but through time and patience I feel that their resolve weakened and they reaped some benefit and actually enjoyed the exercise to a limited degree".

After motivation, the ability level of trainees and particularly the occurrence of mixed ability groups was the next most frequently mentioned factor in determining teaching approach. Four wrote that trainees were of low ability and that this affected their approach and thirteen more referred to having a mixed ability class. Two of these thirteen simply recorded that they therefore had to adapt their teaching to this but eight of them found mixed ability to be a bad thing (all Mode A teachers), with three of these wanting streaming in future.

One comment by a WIC teacher suggested that teaching methods on WIC courses might be determined largely by teachers' perceptions of

the ability level of trainees. The teacher wrote:

"Some of the students on this course are almost unemployable. For some of these the course may tip the balance in their favour eg: by helping their self-esteem or by being in a part educational part work experience, favourable, safe situation for an extra year after school (where they have mainly failed). For others, however, their problems are of very long standing and deep seated and are found to be beyond our ability to influence to any great extent on this course".

Summarising teachers' comments on this subject: a perception of poor motivation on the part of the trainees led some teachers to adapt their approach to deal with this. The existence of mixed ability grouping created particular problems for some teachers not used to dealing with such groups.

#### 5.5.4. Teaching for individual needs.

Teaching for individual needs in a way that allows each trainee to make progress towards learning objectives negotiated between the teacher and the trainee, formalised in a learning contract stating these objectives, is an approach which, as was shown in Chapter Two, the FEU has advocated for YTS. A number of items on the teacher questionnaire were designed to discover the degree to which teachers felt such an approach to be appropriate, as well as whether they used such an approach themselves. From the data it is also possible to see whether WIC and Mode A teachers differed in the extent to which they taught for individual needs.

It was shown in section 5.5.1 that the learning needs of trainees were rated as the most important influence on teaching by teachers, with 93% rating this as important or very important. (see tables 5.8 and 5.9). No statistically significant difference between Mode A and WIC teachers was found. Table 5.11 shows how much teachers agreed with

statements that concern the extent to which they planned for individual differences. These statements were included as part of a list of 30 statements (section 20 on the teacher questionnaire, appendix 1c). Teachers' ratings of their agreement with all 30 of these statements were ranked in comparison with each other, so that those with which teachers agreed the most were ranked the highest, and those with which they agreed the least were ranked the lowest. The position of each item in the rank order is shown by the "Ranked" (R=) figure reported by each item concerned. The items concerned with planning teaching to allow for differences in ability (item 1) or for individual needs (item 2) are ranked high (4th and 5th out of 30 respectively). On both of these items there was more agreement expressed by WIC teachers than by Mode A teachers.

However, teaching to allow all trainees to learn the same material at the same time (item 3) is ranked moderately high (9th). It may be that teachers felt that this practice did not necessarily conflict with coping with a mixed ability class or coping with individual needs. The results show that Mode A teachers were more likely to teach in this way than were WIC teachers.

In spite of ranking highly the aim to provide individualised learning, the results indicate that teachers on the whole did not feel that their courses were particularly successful in providing this (item 4). However, WIC teachers (who rated the aim more highly than Mode A teachers) felt they achieved this goal to a much greater extent than did Mode A teachers.

TABLE 5.11 - Teachers' answers to items about teaching for individual differences (percentages).

1. I plan my teaching to allow for differences in ability between students.

	Strongly agree				Strongly disagree	
	1	2	3	4	5	
All	49	28	16	4	3	N=336 M=1
Mode A	47	30	16	5	3	N=245
WIC	74	18	8	0	0	N=39
						WIC/Mode A p=0.0251
						Ranked $\frac{4}{30}$

2. I attempt to teach for individual learning needs on this course.

	1	2	3	4	5	
All	37	32	21	7	4	N=331 M=6
Mode A	35.5	31	22	6	4	N=244
WIC	77	18	3	3	0	N=39
						WIC/Mode A p < 0.0001
						Ranked $\frac{5}{30}$

3. In the part of the course that I teach it is usual for trainees to all learn the same material at the same time.

	1	2	3	4	5	
All	27	29	17	14	13	N=328 M=9
Mode A	27.5	30.5	19	12	11	N=239
WIC	8	10	18	20.5	44	N=39
						WIC/Mode A p < 0.0001
						Ranked $\frac{9}{30}$

4. The course is effective in providing individualised programmes of learning for trainees.

	1	2	3	4	5	
All	7	20	34	24	15	N=334 M=3
Mode A	6	15	38	26	15	N=243
WIC	29	42	24	5	0	N=38
						WIC/Mode A p < 0.0001
						Ranked $\frac{25}{30}$

5. In my teaching on this course I offer trainees every opportunity to negotiate their own programme of work.

	1	2	3	4	5		
All	12	21	23	23	21	N=333	M=4
Mode A	9	18	26	24	22	N=241	
WIC	28	41	15	10	5	N=39	
						WIC/Mode A $p < 0.0001$	
						Ranked $\frac{23}{30}$	

6. Trainees often tell me what they think of the course.

	1	2	3	4	5		
All	56	29	12	3	1	N=333	M=4
Mode A	57	30	11	2	0	N=244	
WIC	61.5	28	8	3	0	N=39	
						WIC/Mode A $p = 0.9565$	
						Ranked $\frac{3}{30}$	

There is a high level of agreement with item 6, concerning trainees telling teachers what they think of the course. Clearly teachers felt that this occurred even in a situation where trainees did not have a say in their own programmes of learning.

The relative failure of courses to teach individualised programmes may be explained by the fact that large numbers of teachers did not agree that they offered trainees the opportunity to negotiate their own programmes of work (item 5, ranked 23rd). A greater proportion of WIC than Mode A teachers agreed with this statement. In fact on all the items in table 5.11 where a statistically significant difference is shown, WIC teachers appear more committed to teaching for individual needs than Mode A teachers. This supports the hypothesis expressed in section 3.3, to the effect that WIC teachers would adopt a more student-centred style, more in accord with FEU policy.

Course organisers were asked whether a learning contract was drawn up for individual trainees since this is also something advocated by the FEU as promoting a student-centred approach. This was



defined in the questionnaire as a formal agreement between teachers and trainees as to the learning objectives to be pursued by trainees and the learning experiences to be offered them. Only 14% of the 163 course organisers recorded that they used such contracts.<sup>21</sup> As might be expected from the findings reported here about the higher incidence of negotiation and individualised learning in WIC courses, it was found that WIC course organisers were more likely than Mode A organisers to indicate that they used these contracts. They were used in 36% of the 22 WIC courses but only in 12% of the 112 Mode A courses ( $p=0.0106$ ).<sup>22</sup>

#### 5.5.5. Skill transfer.

It was shown in section 2.4 (pp. 52-56) that the Institute of Manpower Studies (IMS) had promoted an approach to YTS whose central feature was the idea of teaching for skill transfer. Tables 5.8 and 5.9 showed that documents produced by the IMS tended to be rated by the teachers as an unimportant influence on their teaching. This is probably in part due to the fact that these documents were not as generally available during the first year of YTS as were FEU and MSC documents. However, the concept of skill transfer was used on occasion by both the MSC and the FEU in their own materials and a number of items on the questionnaire to teachers were designed to test the extent to which the concept had entered teachers' thinking. Table 5.12 shows that teaching for skill transfer was an important goal for teachers.

TABLE 5.12 - Teacher's answers to items about skill transfer (percentages)

1. I ensure that trainees practice transferring their skills from one job to another.

	Strongly agree 1	2	3	4	Strongly disagree 5	
All	22	29	31	10	7	N=318 M=19
Mode A	23	28	32	10	8	N=226
WIC	32	29	29	8	3	N=38

Rank = 13  
30 WIC/Mode A p=0.6579

2. It is important to persuade trainees that the skills they learn on the course can be used in a variety of jobs.

	1	2	3	4	5	
All	69	20	9	1	1	N=331 M=6
Mode A	69	19	10	0	1	N=244
WIC	77	15	8	0	0	N=39

Rank 1  
30 WIC/Mode A p=0.841

Persuading trainees that they can use the skills learned in various jobs received the highest level of agreement of all the 30 statements in section 20 of the teacher questionnaire. The more specific item about ensuring practice of skill transfer - which is advocated by IMS - was less strongly supported but nevertheless over half the teachers felt they did this.

#### 5.5.6. Commentary.

A great deal of MSC and FEU literature emphasises the need for new approaches in teaching methods for YTS. However, the results in table 5.10 reveal that there was no consensus amongst teachers that, in this first year, teaching methods had changed from methods used on non-MSc courses. It is likely that the widespread use of examination syllabuses was one factor encouraging this conservatism (see also section 5.10). The results in tables 5.8 and 5.9 in fact indicate that

syllabuses were judged by teachers to be an important influence on them, particularly by Mode A teachers. The same tables indicate that the documents of policy makers were not seen as a very important influence by teachers. These facts suggest that the success of YTS in becoming integrated with the established Further Education system, by providing training leading to recognised qualifications, may have led to a situation where the innovations in teaching methods advocated by the MSC and, particularly, by the FEU were inhibited. A frequent assumption in the literature, too, is that YTS trainees are likely to present poorer motivation and more discipline problems than previous students (see, for example, Holland 1982a). While only a minority in the survey admitted to increased discipline problems, poor motivation in students was a frequently mentioned characteristic in teachers' written comments. These comments also show that some teachers were unhappy about teaching mixed ability classes, an experience with which, presumably, they were unfamiliar.

The replies reported in section 5.5.4 concerning teaching for individual needs suggest that teachers felt that trainees' individual needs were important. However, the evidence as to how teachers actually catered for such needs is contradictory. On the one hand most claimed to teach in a way that allowed for individual needs, and a majority also claimed that trainees told them what they thought of their courses. Responses to more specific questions about what happened in the classroom, though, present some conflicting evidence. Teaching trainees the same material at the same time was claimed by most teachers; however few claimed to allow trainees to negotiate their programmes and even fewer felt that the courses were effective in providing individualised programmes. In only a very small minority of courses were learning contracts used and these were sometimes not as comprehensive as originally conceived by policy makers.

## 5.6. Assessing, recording and reviewing progress.

It was shown in Chapter Two that at the start of YTS the FEU and the MSC had different priorities for assessment. The FEU wished to see a student-centred assessment strategy, involving trainees in reviewing their progress towards learning objectives negotiated between themselves and their teachers. Profiles were advocated as a useful way of recording assessments. The MSC, on the other hand, was concerned to establish a standards-based system. Through the IMS (IMS 1983a) the MSC was developing a strategy for assessment in the work place, focussing on trainees' competence to perform work tasks. The MSC also provided a log book or diary for YTS trainees, designed to aid their reflection on their experiences during YTS.

A number of items on the questionnaires were designed to discover the extent of the use of various methods of assessment and the degree to which teachers endorsed a student-centred approach to assessment and the results are reported below.

### 5.6.1. The methods used.

Answers given by course organisers to a question (no. 29, appendix 1b) asking about assessment methods are reported in table 5.13 below. Course organisers were asked to report on methods used both in off-the-job training and in work experience.

TABLE 5.13 - Assessment methods used on YTS courses reported by course organisers (percentages).

	Used in off-the job training				Used at Work			
	Yes	No	Don't know	Missing cases (numbers)	Yes	No	Don't know	Missing cases (numbers)
Profile	68	30	2	5	38	48	13	7
Log book	48	50	2	5	60	27	13	7
Diary	19	80	2	5	30	56	13	7
Exams	75	25	1	5	9	77	13	7
Other	22	76	2	5	11	76	13	7

N=163

The table shows that for off-the-job training, examinations were the most frequently used method, followed closely by profiles. Log books and diaries were somewhat less frequently used. Log books, profiles and diaries were favoured more than exams for work experience assessment. The large percentage of course organisers not knowing what assessments were used on work experience probably reflects the poor liaison by Managing Agents (see 5.3.2) between the providers of work experience and the providers of off-the-job training.

Comments about assessment were made by 191 of the 337 teachers returning questionnaires. Twenty one of these comments concerned the use of profiles, with seven of these saying that they were useful and fourteen criticising the method. Of these criticisms of profiling, three demonstrated teachers' concern that they were time-consuming. Thus, a WIC teacher commented:

"Whatever is used it should be simple, short and of use. NOT pages of writing, profiles etc. that no-one will look at."

Teachers made no comments about log books or diaries, but 21 emphasised that assessment was a continuous process on the course. A further 18 wrote that their trainees were working towards examinations. Only one of the teachers was critical of the use of

examination syllabuses, on the grounds that the objectives of these were inconsistent with the objectives of YTS. It is surprising that there were not more teachers making this point, given earlier findings that suggest that it was probably the influence of examination syllabuses that inhibited teachers in changing their methods in line with FEU policy on teaching methods.

It will be recalled that the FEU recommended the use of review sessions with trainees so that their progress towards learning objectives might be discussed. Such sessions were described by 21 teachers in their written comments on questionnaires. Sometimes these comments indicated a commitment towards goals espoused by the FEU, concerning the personal development of individuals. As an example one teacher wrote that "open assessment encourages much greater self awareness and responsibility and maturity." Two teachers went further than the FEU in giving responsibility to trainees, in that they encouraged trainees to assess each other (peer assessment). On the other hand, another teacher claimed that self-assessment by trainees would be "meaningless."

Fifty five teachers gave general evaluations of the assessment system on their courses, rather than evaluating specific methods. Of these, nine teachers praised their assessment system and 46 criticised

The problem most frequently identified was lack of time, mentioned by 14 teachers. For example:

"Insufficient time allowed to have proper assessments for many tasks....often assessed on first attempt which is not training".

Absenteeism by trainees caused problems according to five teachers and poor design of forms was mentioned by another five. Inadequate planning for assessment was mentioned by three and six

judged assessment to be generally poor: "A very weak area", "A waste of time in its present form". Three mentioned lack of time to get to know students being a problem. Ten others mentioned a variety of problems in assessing; no common theme for these was identifiable.

It was shown earlier (table 5.13) that a surprisingly large number of course organisers did not know how trainees were assessed on work experience. Not all the teachers were convinced that such assessment should be done, with one claiming that trainees could be better supervised if assessed at college. However, eight teachers complained that employers did not assess, either at all or adequately. Three were dissatisfied with the Managing Agent's approach to assessment although two referred to good liaison with the Managing Agent over work experience assessment.

#### 5.6.2. Teachers' ratings of statements about assessment.

While the data reported in the previous section indicates the extent of use of various methods and the problems which some of the teachers identified in the use of these methods, this data does not reveal how these methods were used according to the whole sample of the teachers. In particular, it was important to obtain some indication of the extent to which teachers' use of methods indicated a student-centred approach. They were therefore asked to rate the extent of their agreement with a number of statements about assessment, the results of which are presented in table 5.14.

TABLE 5.14 - Teachers' ratings of questions concerning assessment  
(percentages).

1. Trainees on this course can inspect their assessment records if they wish.

	Strongly agree				Strongly disagree	N	M
	1	2	3	4			
All	73	14	8	1	3	307	30
Mode A	71	15	9	2	3	225	
WIC	81	14	0	3	3	36	

WIC/Mode A  $p=0.44$

$$\text{Rank} = \frac{2}{30}$$

2. I take into account other teachers' assessments of trainees' progress when planning work for this course.

	Strongly agree				Strongly disagree	N	M
	1	2	3	4			
All	21	34	22	10	12	324	13
Mode A	21	33	22.5	12	12	235	
WIC	44	26	20.5	8	3	39	

WIC/Mode A  $p=0.0252$

$$\text{Rank} = \frac{10}{30}$$

3. Trainees are fully involved in discussions of their own assessments on this course.

	Strongly agree				Strongly disagree	N	M
	1	2	3	4			
All	28	27	22	13	10	324	6
Mode A	27	25.5	22	14	12	234	
WIC	53	34	8	3	3	38	

WIC/Mode A  $p=0.0015$

$$\text{Rank} = \frac{12}{30}$$

4. Assessment of trainees' progress should be a matter for teachers rather than trainees to conduct.

	Strongly agree				Strongly disagree	N	M
	1	2	3	4			
All	19	17	32	15	17	328	9
Mode A	22	15	31	17	15	239	
WIC	5	15	13	33	33	39	

WIC/Mode A  $p=0.0004$

$$\text{Rank} = \frac{20}{30}$$



5. The assessment methods I use on this course are no different from the ones I use on non-MSc courses.

	Strongly agree		3	4	Strongly disagree	
	1	2			5	
All	24	14	21	18	22	N=263 M=3
Mode A	27	15	23	19	17	N=190
WIC	10	7	10	17	57	N=30

WIC/Mode A  $p < 0.0001$

Item 2 in table 5.14 shows a majority of teachers claimed that they took into account other teachers' assessments when planning work for the course. WIC teachers were more likely than Mode A teachers to respond in this way.

A number of the items were designed to measure how student-centred assessment methods were. The responses show that there was a particularly high level of agreement with the statement that trainees could inspect their assessment records if they wished (item 1) with no difference between WIC and Mode A teachers. In fact, course organisers were also asked whether tutorials were held with trainees to discuss assessment results. Eighty five per cent of the organisers agreed that this occurred, with no significant difference between WIC and Mode A organisers being found.<sup>23</sup> But trainees seeing their own assessment results and discussing them with teachers are not necessarily indications that the full FEU approach to assessment was being implemented. These two things might be seen as fairly weak measures of student-centredness. Stronger measures included item 30 on the course organiser questionnaire where organisers were asked whether students' own assessments of themselves were kept on course records. Forty nine per cent of course organisers agreed that this was the case.<sup>24</sup> Here, there was a significant difference between WIC and Mode A organisers because 48% of Mode A organisers agreed with the statement and 74% of WIC organisers agreed (p=0.0383).<sup>25</sup> However, the difference was not statistically significant in the unweighted sample so this

result must be interpreted with caution. Items 3 and 4 in table 5.14 concern the extent to which teachers felt trainees were involved in discussing their own assessments (item 3) and the extent to which they felt teachers rather than trainees were the best people to conduct assessment (item 4). These may be regarded as stronger measures of student-centredness than item 1. In both instances WIC teachers were significantly more student-centred, being more likely to agree that their trainees were fully involved in discussions of their own assessments and more likely to reject the statement that assessment should be a matter for teachers rather than trainees to conduct.

Teachers with experience of non-MSc teaching were asked whether they felt assessment on YTS was different from that on non-MSc courses (item 5, table 5.14) and the result shows that teachers' responses were almost evenly divided into those who agreed and those who disagreed. It is of interest to note that WIC teachers who, as earlier items in the table demonstrate, tended to be more student-centred, were also more likely than Mode A teachers to feel that their methods on YTS were different from those used on non-MSc courses. In fact, the data reported in table 5.13 concerning the use of particular methods was analysed separately for Mode A and WIC organisers. This comparison revealed that examinations were more likely to be used on Mode A courses than on WIC courses (81% as against 23%  $p < 0.0001$ )<sup>26</sup>. No difference was found in the frequencies with which profiles, diaries or log books were used. It is likely that the greater use of examinations on Mode A courses explains why teachers of these courses were more likely to agree that their methods were no different from non-MSc courses.

### 5.6.3. Commentary.

It is reported in a later section (5.9) that many (particularly Mode A) courses led to examination qualifications. Much of the literature from the FEU about assessment in YTS argues for a new, more student-centred approach than has hitherto been the case generally in FE courses, and it might be expected that the use of examinations might hinder a move to the more student-centred approach advocated by the FEU. On the other hand, it seems that both Mode A and WIC courses frequently used profiles, a method of assessment favoured by the FEU because it might encourage a student-centred approach. However, the use of profiles is not in itself a guarantee that trainees will be allowed to influence assessment procedures. The results show that on several measures of student-centredness WIC teachers endorsed them more than did Mode A teachers. This supports the general hypothesis described in section 3.3, where it was predicted that WIC courses would adopt the type of student-centred approach that the FEU has advocated to a greater extent than would Mode A courses. The data also indicates that a student-centred approach to assessment may often be different from the approach normal on non-MSc courses, and this provides further support to the idea that it was the widespread use of examination syllabuses on Mode A courses that has inhibited the development of a student-centred approach.

The lack of knowledge on the part of many course organisers about assessment methods used on work experience provides further evidence that some Managing Agents did not ensure adequate liaison between providers of work experience and providers of off-the-job training. This may have had damaging consequences for the degree of integration between these two elements, a topic covered in a later section in this chapter.

## 5.7. Student-centredness: the contributory factors.

The results reported so far indicate that there does seem to have been a difference between the teachers of WIC and Mode A courses in the extent of their endorsement of a student-centred approach, in both their teaching and assessment methods. Having established this, it is important to establish the relationship of a student-centred approach with other variables. Such an exercise could help in understanding the reasons why WIC and Mode A teachers differed. Some exploration of this issue can be made by examining the relationship of certain variables - such as the sex of the teachers, their age, the subject they teach - with a composite score designed to measure the degree of student-centredness in teachers. In selecting items for the construction of the score the results of a factor analysis provided helpful information and this factor analysis is reported here.

### 5.7.1. Factor analysis.

The responses to the 30 items from question 20 on the teachers' questionnaire (appendix 1c) were correlated and, in order to examine the structure of the relationships between these responses, the correlation matrix was subjected to a principal component factor analysis. Selected factors were then subjected to a varimax rotation.

The Statistical Package for the Social Sciences (SPSS - Nie et.al. 1975) was used for the factor analysis. The widespread use of principal component factor analysis in the social sciences provided some justification for the use of this method. Supporting theoretical and empirical evidence is provided by Gorsuch (1974) who

TABLE 5.15 - Factor analysis on teachers' responses to 30 items. The three main factors.

FACTOR 1.	Loading
1. The course is effective in integrating education with training	+0.727
2. Trainees are generally happy with the course	+0.647
3. The main purpose of the course is to keep people off the dole	-0.646
4. A lot of what is taught on the course isn't useful for trainees at work	-0.586
5. There is a good level of integration between work experience and off the job training on this course	+0.585
6. It is difficult to justify this training course in a time of high unemployment	-0.481
7. There is a team approach to teaching on this course	+0.453
8. MSC youth training work is of low status in this college	-0.435
9. The course is effective in providing individualised programmes of learning for trainees	+0.429
10. The course suffers from being under resourced	-0.374
11. I would prefer trainees to have real jobs than be on a course like this	-0.346
12. I ensure that trainees practice transferring their skills from one job to another	+0.305
FACTOR 2	
1. I attempt to teach for individual learning needs on this course	+0.602
2. I plan my teaching to allow for differences in ability between students	+0.599
3. The course is effective in providing individualised programmes of learning for trainees	+0.471
4. There is a team approach to teaching on this course	+0.440
5. I ensure that trainees practice transferring their skills from one job to another	+0.401

6. Work experience providers have a lot of say in what happens in off the job training on this course +0.381
7. In my teaching on this course I offer trainees every opportunity to negotiate their own programme of work +0.364
8. I take into account other teachers' assessments of trainees' progress when planning work for this course +0.353
9. In the part of the course that I teach it is usual for trainees to all learn the same material at the same time -0.343

FACTOR 3

1. Assessment of trainees' progress should be a matter for teachers rather than trainees to conduct -0.657
2. It is important to teach trainees how to cope with unemployment +0.499
3. It is important to teach trainees about their trade union rights +0.441
4. In my teaching on this course I offer trainees every opportunity to negotiate their own programme of work +0.439
5. Trainees' personal problems are none of my business -0.401
6. Trainees on this course can inspect their assessment records if they wish +0.374
7. Trainees are fully involved in discussions of their own assessments on this course +0.373
8. I attempt to teach for individual learning needs on this course +0.312

considers that it is only when there are few variables (less than 20) and some communalities are low, that real differences between alternative procedures may be expected.

Alternative procedures for determining the number of factors to be rotated have been described by Cattell (1971) and Lawley and Maxwell (1971). Cattell's scree test provides a technique for overcoming some of the weaknesses of the extensively used Kaiser technique of considering only those factors for which the Eigen value is greater or equal to unity. The justification for the scree test, which is dependent in some measure on the subjective judgement of the researcher, lies in the undue sensitivity of the Kaiser technique to the influence of the number of variables in the study.

For the purposes of this study fewer factors than indicated by the Kaiser procedure were rotated to avoid retaining too many factors and risking what Cattell (1971) describes as factor fission. Separate varimax rotations of three, four and five principal component factors were completed and the first three rotated factors compared. The factor pattern in each case appeared broadly similar and it was considered that the 'three factor' solution provided the clearest summary. These three factors are presented in table 5.15. The items contributing to each of the three factors are listed in order of their importance in contributing to the factor (ie: their 'loading'). Factor 1 accounts for 52.4% of the variance, Factor 2 for 33.6% and Factor 3 for 14%. The other factor tables, showing results for rotations of more than three factors, are presented in appendix <sup>six</sup> for comparison.

Factor 1 is associated with a broad support for the course and a belief in its value. The course being seen as effective (item 1), trainees being happy (2), integration being good (5), a team approach being evident (7), being effective in providing individual

programmes (9) and ensuring practice of skill transfer are all loaded positively. Negative loadings include the course being seen simply as an alternative to the dole (3), feeling that what was taught was not useful at work (4), finding it hard to justify the course in a time of high unemployment (6), MSC work being treated as low status (8), being under resourced (10) and preferring that trainees should have real jobs rather than being on the course (11).

Factors 2 and 3 contain several items that were designed to measure student-centredness, as well as one or two that were not originally designed for this purpose. The association of items not designed to measure student-centredness with those items that were so designed may be regarded as contributing to an understanding of what the teachers themselves saw as being the components of a student-centred approach. The fact that there is a clear difference between Factors 2 and 3 in the meaning that can be attributed to each suggests that each measures a separate dimension of student-centredness. Thus they reveal the structure of the concept in teachers' thinking. The impression gained is that Factor 3 reflects teachers' concern for students' welfare as well as a desire to respond to their interests; Factor 2 is more specifically concerned with individualising instruction.

Thus the items that are positively loaded for Factor 2 include teachers trying to teach for individual learning needs (item 1), allowing for differences in ability between trainees (2), judging the course to be effective in providing individualised learning programmes (3) and offering opportunities to negotiate (7). An item loaded negatively is where teachers agreed that trainees they taught all learned the same material at the same time (9). Other items loaded in the factor seem to have less to do with individualising



instruction, although items 4 and 8, which concern the degree to which teachers interact together as a team, may describe a feature of teaching approach which teachers who answered the questionnaire considered made an individualised approach possible.

The items positively loaded for Factor 3 suggest that a concern for trainees' welfare is connected with a student-centred approach. Positively loaded items include teaching trainees to cope with unemployment (2), teaching about trade union rights (3), offering opportunities for negotiation (4), inspecting and discussing assessments (6 and 7) and teaching for individual needs (8). A lack of concern for trainees' personal problems (5) and agreeing that teachers rather than trainees should conduct assessment (1) are negatively loaded.

From these results it was possible to create a measure for student-centredness using items from Factors 2 and 3. Items 4 and 8 of Factor 2 concerning team communication were excluded since these were judged to be things enabling a student-centred approach rather than indications that such an approach existed. Items 5 and 6 on this factor, concerning skill transfer and the influence of work experience providers, were excluded because they too appeared not to be direct measures of student-centredness. Thus the measure was constructed on the basis of both empirical evidence from the factor analysis about the meaning which teachers' ascribed to items and the meaning apparent from the wording of items.

The measure of student-centredness (STCENT) was created by adding responses to the remaining 12 items together (with suitable reversals of values for items with negative loading). A high STCENT value (maximum possible is 60) indicates that student-centredness is low. A low value (minimum possible is 12) indicates that student-centredness is high. Only 293 of the 337 teachers who

returned questionnaires were included in the analysis because the other teachers each missed answering one or more of the items contributing to the STCENT score. For the 293 remaining the average STCENT score was 27.5.

#### 5.7.2. Variables associated with student-centredness.

It will be recalled that the purpose of constructing the score was to establish whether any variables were particularly associated with variations in student-centredness, so that some indications of the things that led to WIC teachers adopting a more student-centred approach might be identified. As expected, when WIC teachers were compared with Mode A teachers for their score on STCENT, WIC teachers were significantly more student-centred. Table 5.16 shows this.

TABLE 5.16 - WIC/Mode A teachers compared for student-centredness.				
	Number of teachers	Mean STCENT score	T-value	Significance
Mode A teachers	217	28	7.26	$p < 0.0001$
WIC teachers	35	19.7		

The table shows that the mean STCENT score is significantly lower (remembering that a low score indicates high student-centredness) for WIC teachers than it is for Mode A teachers. This finding confirms the hypothesis outlined in section 3.3, suggesting that the FEU approach would have more influence in WIC courses. Having established this, it was then relevant to test to see whether variation in a number of other things to do with courses and teachers were associated with variation in the

student-centredness score. Those where no statistically significant difference in T-tests was found were:

1. Whether off the job training was all conducted by college staff or whether others were involved.
2. Whether the course led to an apprenticeship.
3. Whether the course had run before in the college.
4. Whether employers had been consulted about the course.
5. Whether teachers were LII or below or whether they were in more senior positions.
6. Whether teachers were on full-time or part-time contracts.
7. Whether staff had attended staff development courses outside the college.

Things where T-tests did show a difference were:

1. Teachers on courses leading to exams were less student-centred. ( $p=0.012$ )
2. Teachers on courses where trainees recorded their own assessments of themselves were more student-centred ( $p<0.0001$ )
3. Teachers on courses where learning contracts were used were more student-centred ( $p<0.0001$ )
4. Female teachers were more student-centred ( $p<0.0001$ )
5. Teachers of Social and Life Skills, Literacy and Numeracy were more student-centred than teachers of other subjects ( $p<0.0001$ )
6. Teachers who had attended college-run staff development sessions were more student-centred ( $p<0.0001$ )

7. Teachers who had taught MSC youth training courses before were more student-centred ( $p=0.004$ )
8. Teachers who helped plan the course were more student-centred ( $p<0.0001$ )
9. Teachers who had attended staff development sessions organised outside the college were more student-centred ( $p=0.005$ )

It is not surprising that where trainees recorded self assessments and where learning contracts were used teachers were measured as more student-centred, since these things were advocated by the FEU as furthering a student-centred approach. Teachers of Social and Life Skills (on unweighted figures) and female teachers were more likely to be on WIC courses (see section 5.2.2) so it may be that this is why they were more student-centred. Courses leading to exams were more likely to be Mode A courses, so this may be why teachers on such courses reported being less student-centred.

### 5.7.3. Commentary.

The factors in the data suggest that the most important thing in teachers' minds, when presented with the 30 items concerned, was a judgement about the extent to which their YTS courses were successful. The other two factors indicate that the concept of student-centredness could be separated into two aspects, one describing the extent to which instruction could be individualised and another describing teachers' degree of concern for trainees' general welfare.

The use of the STCENT score provided results that confirm conclusively the hypothesis expressed in section 3.3 that WIC teachers were more likely to follow FEU policies than were Mode A teachers.

Attendance at staff development courses also seems to be associated with student-centredness, perhaps reflecting the fact that FEU ideas have been promoted energetically in staff development exercises.

Being a Social and Life Skills teacher and teaching on a course not leading to an exam are both associated with higher student-centredness scores. Clearly the absence of an exam syllabus must leave teachers more free than otherwise to adapt their teaching to variation between the needs of individual trainees. The relationship between being a Social and Life Skills teacher and student-centredness may be confounded by the fact that a greater proportion of these teachers are on WIC courses. However, it is reasonable to speculate that Social and Life Skills is a subject more suited to an individualised approach than other, more vocationally specific subjects.

The fact that female teachers and also those who have previously taught MSC courses are more likely to be found on WIC courses may also mean that their relationship with student-centredness has been confounded, although it remains interesting to speculate that an independent effect is operating. Case study evidence (reported in Chapter Seven) is of use in providing teachers' accounts of the influence of some of these variables on their teaching and so sheds further light on the possible strength and direction of these effects. The option of conducting further statistical analysis to determine the independent effect of these variables on student-centredness was rejected. Some of the problems in conducting such an analysis have been identified by Kerlinger and Pedhazur (1973) and they conclude:

"In nonexperimental or ex post facto research, however, the independent variables are generally correlated, sometimes substantially. This makes it difficult, if not impossible, to untangle the variance accounted for in the dependent variable and to attribute portions of it to individual independent variables. Various authors have addressed themselves to this problem, some concluding that it is insoluble."

## 5.8. Progression and certification.

### 5.8.1. Examinations and apprenticeships.

The results so far have indicated that examination syllabuses may have played an important part in influencing YTS off-the-job training. Course organisers were asked whether the training they provided could lead to an examination qualification for trainees. They were also asked whether this was the case for all trainees or just for some. In fact, 56% of all the courses surveyed provided this opportunity to all the trainees who completed the course.<sup>27</sup> Of these, 59% offered a City and Guilds qualification to all and 14% offered a B/TEC qualification to all.<sup>28</sup> Other awarding bodies include, for example, RSA, UEI, Pitmans and the Red Cross. Thirty three per cent of the courses offered a qualification only to some of the trainees on the course with City & Guilds again being the major awarder.<sup>29</sup>

WIC courses were less likely to lead to examination qualifications, as only four of the twenty-two WIC courses surveyed (18%) offered qualifications to all trainees on the course, while 60.5% of Mode A courses did this ( $p=0.0007$ ).<sup>30</sup>

One third (32%) of the courses provided exemption from all or a part of a first apprenticeship year.<sup>31</sup> Predictably, this was not the case in any of the WIC courses. These findings reflect the considerable success of the MSC in integrating YTS with the rest of the education and training system. However, as H.M. Inspectors (DES 1984) have suggested (without being specific about which requirements they refer to), the widespread use of "off-the-shelf" examination packages for off-the-job training may have meant that certain requirements for YTS were not being met.

5.8.2. Prospects.

Table 5.18 shows how course organisers and teachers estimated the likelihood of trainees getting jobs in the area for which they were being trained.

TABLE 5.18 - Teachers and course organisers. Estimates of proportion of trainees likely to get jobs (percentages)							
Proportion likely to get jobs. (expressed as percentage of total trainees on the course)							
	0-20	21-40	41-60	61-80	81-100	Don't know	
<b>Teachers</b>							
All	16	16	16	17	13	22	N=334 M=3
Mode A	13	17	17	18	16	19	N=244
WIC	37	29	13	3	0	18	N=38
Mode A/WIC p=0.0001							
<b>Course organisers</b>							
All	16	15	22	16	12	19	N=158 M=5
Mode A	9	14	26	17	15	19	N=109
WIC	27	23	14	9	0	27	N=22
Mode A/WIC p=0.0428							

The table shows that course organisers and teachers were in general agreement about the likely job prospects for trainees. A surprisingly high number were unable to judge prospects, indicating that these teachers and organisers had no idea of the state of the local job market. The job prospects for WIC trainees were judged poorer than those for Mode A students.

Given the fact that college staff in a number of instances predicted that a large proportion of trainees would fail to find jobs it is of interest to see the extent to which teachers tried to prepare trainees for unemployment. Table 5.19 shows teachers' responses to two items concerning this matter.

TABLE 5.19 - Teachers and preparation for unemployment (percentages)

1. It is important to teach trainees how to cope with unemployment.							
	Strongly agree				Strongly disagree		
	1	2	3	4	5		
All	37	25	20	11	6	N=333	M=4
Mode A	37	24	22	9	7.5	N=243	
WIC	61.5	20.5	13	3	3	N=39	
				Rank = $\frac{7}{30}$			WIC/Mode A p=0.0472
2. I make a point of showing trainees how they can use the skills they are learning in unemployment.							
	Strongly agree				Strongly disagree		
	1	2	3	4	5		
All	25	24	29	10	12	N=320	M=17
Mode A	22	24	28.5	12.5	13	N=236	
WIC	46	26	18	8	3	N=39	
				Rank = $\frac{16}{30}$			WIC/Mode A p=0.0119

The table shows that teachers were more willing to agree that it was important to teach trainees how to cope with unemployment than they were to agree that they showed trainees how to use skills during unemployment. Given the poorer job prospects for WIC trainees it is understandable that WIC teachers appeared to do this more than did Mode A teachers.

### 5.8.3. Written comments about trainees' progression to other opportunities.

Teachers were asked to write their comments about progression in question 21c on their questionnaire (appendix 1c). A total of 187 out of the 337 made comments. Twenty six of these comments were to the effect that ensuring progression was not their responsibility. Eight teachers thought that more should be done to help trainees with progression to other opportunities and nine referred to programmes of



guidance and advice which formed part of the course and which were designed to help in this area. Six indicated that they had a general commitment to helping trainees in progressing to other opportunities but one of these was particularly troubled:

"Its all up to me - my initiative is the only thing that holds it all together - if I do the ground work the results are there. All my kids will be in work or on courses if it kills me. I will have failed them if I can't manage to do that for them. They are very nice kids - I would wish them all to have permanent jobs above everything this course can offer."

While all these comments concerned the extent to which teachers were trying to help trainees with progression, most of the comments were concerned with estimating the likely prospects for trainees leaving the course.

Thirty seven teachers described trainees' future employment prospects as good; 26 suggested that progression to further education was an option; 23 wrote that some of their trainees were guaranteed or had already got jobs and 30 regarded prospects as poor. Of the 37 whose comments were to the effect that opportunities for progression were good, fourteen simply stated this and six of them gave estimates of likely employment rates, ranging from 70 to nearly 100%. Four of the thirty-seven suggested that jobs were dependent on how hard trainees tried. Four mentioned that employers liked YTS and four more mentioned that students often got jobs in their work placements. Two said the course and work experience gave trainees a good chance of a job and a third wrote that YTS was:

"an ideal way to start in the industry (agriculture), I welcome the Youth Training Scheme as a positive step towards a well trained work force".

Of the twenty-three who wrote that some of their trainees had been guaranteed or had already got jobs, two complained that students who got jobs should, but did not, continue with the course:



then ceased to attend YTS suggests that either the trainees or their employers did not value YTS as a training scheme.

#### 5.8.4. Commentary.

Part of the general strategy of the New Training Initiative was to provide a system of training where YTS courses provided a bridge to other opportunities. To some extent, and for some courses, this was achieved in the first year by linking YTS to the first year of apprenticeship in certain trades. However, apart from this it is clear that many providers of off-the-job training were of the view that an MSC awarded certificate of completion would have poor currency on its own. Where feasible it seems that such providers tried to tailor their courses to the established qualifications offered to students in FE colleges. The results demonstrate quite clearly that Mode A trainees generally received a programme more likely to count for an apprenticeship or to lead to an established qualification, and that their prospects were thus enhanced to a greater degree. This is a contributing factor to the wide differences between Mode A and WIC course organisers in their estimates of how many on their courses would be likely to get jobs. It should be noted that regional variations in unemployment rates might have obscured this relationship to some extent.

The comments of the teachers again show great variation in the extent to which they were concerned about prospects. It may be that those who did not feel it important to teach trainees how to cope with unemployment were also those who were confident that a large proportion of trainees would get jobs. Some teachers indicated very clearly that what happened to their trainees after the course was finished was not their responsibility but someone else's, while others

showed great concern. To some extent, then, entering YTS with the hope of it leading to a job was equivalent to entering a lottery. The Mode of funding of courses, the occupational area trained for and the degree to which teachers cared about what happened to trainees afterwards were all factors which influenced the outcome.

### 5.9. Guidance and Counselling.

#### 5.9.1. Teachers' views.

Policy makers (see particularly Holland 1982<sup>2</sup>) have commonly assumed that YTS trainees present more motivational, personal and guidance problems than other FE students. Teachers were asked to estimate whether YTS trainees did present more problems, as well as whether they thought this was an important thing for teachers to deal with. The results are shown in table 5.20.

TABLE 5.20 - Teachers and the personal and guidance problems of trainees (percentages)

1. Trainees' personal problems are none of my business.

	Strongly agree				Strongly disagree		
	1	2	3	4	5		
All	4	5	14	21	56	N=336	M=1
Mode A	4	5	12.5	23	55	N=244	
WIC	8	0	5	20.5	67	N=39	

Rank= $\frac{30}{30}$  WIC/Mode A p=0.217

2. There are more problems requiring personal guidance and support on this course than on non-MSC courses.

	Strongly agree				Strongly disagree		
	1	2	3	4	5		
All	38	23	18	8	14	N=334	M=3
Mode A	36	23	18	7	15.5	N=191	
WIC	73	3	7	10	7	N=30	

WIC/Mode A p=0.0016

These results show that teachers felt very strongly that trainee's personal problems were their business. More than half the teachers replying agreed that personal guidance and support was needed more on YTS courses than in other courses in FE, and WIC teachers felt this more strongly than Mode A teachers. The lower educational attainment of WIC trainees compared to Mode A trainees may partly be due to their possessing more such problems. Clearly their teachers recognise their needs.

Teachers were also asked (question 21c, appendix 1c) to comment on the provision of guidance and counselling on their YTS courses. Two hundred and seven of the 337 teachers wrote comments. Fifteen wrote that they were satisfied with provision, writing "good" or "excellent," without giving reasons and forty-four comments referred to guidance and counselling as being important or valuable. "Very important", "essential", "very necessary" "Most important part of the course" are representative. Only three felt it was not very important. This number of teachers in written comments saying that guidance and counselling were important supports the earlier finding (table 5.20) indicating the great importance that teachers attached to this area.

Many teachers gave further details of how guidance and counselling were provided. These responses are summarised in table 5.21.

TABLE 5.21 - Ways in which guidance and counselling sessions were provided, according to teachers' written comments (unweighted numbers).

Manner of provision	Number of comments
A part of everyday activities	66
Services of specialists (eg: chaplains, counsellors)	22
Specific tutorials	8
Managing Agent provides	9
Group tutorial sessions	6
Course organiser responsible	7
Careers Service participate	2
MSC participate	3
Occurs at the workplace	2

The table shows that most teachers were involved in this activity as a part of their day to day relationships with trainees. A typical comment along these lines was:

"I believe that we at [name of college] have made an effort at guidance and counselling, but that many employers have not. Many students imply that employers are just not interested..."

A number of other comments concerned problems encountered in providing guidance and counselling. These are summarised in table 5.22.

TABLE 5.22 - Problems identified by teachers in providing guidance and counselling (unweighted numbers).

Comment	No. of comments
Too little time	22
Teachers need more training in this	9
Trainees reluctant to talk	5
Other people involved in YTS (eg: employers, Managing Agents) do too little	5
Inadequate resources	3

Clearly lack of time is the most frequently encountered problem, followed some way behind by a lack of adequate training in the necessary skills. Two of the other problems mentioned, however, illustrate interesting aspects of the issue:

"Unfortunately [counselling sessions are] viewed by other staff as a place for trainees to escape or run crying to if excessive discipline is wielded by staff or it is seen as a discipline machine in itself - if you have a problem send a trainee to a counsellor."

"in my college there is a lack of the right sort of counselling : ie. ascertaining what trainees thoughts/feelings are about employment in general ... and the despair I, myself, uncovered. The notion of enforced 'leisure' is, for many trainees, something of a nightmare. The psychological benefit of listening to trainees real feelings on the subject instead of adopting a bright and breezy manner implying all is well - is most appreciated by counsellors/tutors. More listening is needed."

#### 5.9.2. Commentary.

Teachers clearly felt that trainees' personal problems were important and that counselling could help with these. Teachers evidently supported the assumption made in many of the policy documents that YTS trainees would present an increase in counselling and guidance problems, and this was particularly the case with WIC trainees. Many of the teachers writing comments on questionnaires made

the point that they were involved in day-to-day counselling, the chief problem of which was finding the time to spend providing such counselling. Both the MSC and the FEU policies of encouraging guidance and counselling activities by YTS staff would seem to be fully justified by the results reported here.

#### 5.10. Teachers and the MSC.

##### 5.10.1. Teachers' views.

In Chapter One it was shown that many aspects of government and MSC policy concerning the implementation of YTS were designed to ensure that educational institutions played a support role to a scheme that would be, essentially, employer-led. In section 1.5.1 it was demonstrated that this had been a source of resentment for many college teachers. Surveys of teachers' opinions of the MSC during YOP were reported which showed that this had sometimes led to poor relations between colleges and their local MSC area offices. The pilot studies conducted for this project (see section 3.2) also revealed some instances where complaints were made by teachers. In order to establish whether this situation continued into the first year of YTS provision, the teachers surveyed were asked to provide comments about their relations with the MSC (question 21f, appendix 1c). One hundred and ninety five of the 337 teachers provided comments. In addition, course organisers were asked to provide information about what changes the MSC had made to their proposals for off-the-job training provision (question 15, appendix 1b).

In only 8% of the courses surveyed had the MSC asked the course organisers to change or omit a part of the course.<sup>32</sup> These requests were more likely with WIC courses than with Mode A courses ( $p=0.0001$ ). This suggests that Managing Agents had taken over from the MSC as the first



line of contact for college organisers of Mode A courses, but for WIC courses (under Mode B2 provision) the MSC local office remained the agency to which course organisers reported in the first instance.

It was shown earlier (tables 5.8 and 5.9) that when asked about the extent to which MSC documents and MSC officers influenced their teaching, teachers rated both of these as having rather low influence when compared to other things. Thus MSC documents were rated 11th and MSC officers 12th out of 13 possible influences. It is likely that this was, in part, due to the fact that teachers mainly negotiated with Managing Agents concerning the off-the-job training rather than with the MSC.

In their responses to the question asking for written comments about the MSC, 91 of the 195 teachers answering the question reported that they had no contacts with the MSC. Eighty eight felt relations were good although 29 of these had reservations and 42 felt relations were poor. The teachers saying their relations with the MSC were good only very rarely gave reasons for this. However, the teachers expressing dissatisfaction more frequently explained their reasons and a total of 45 specific criticisms of MSC were collected. The two most frequently mentioned things were as follows:

Nine comments concerned the lack of knowledge by the MSC of educational matters. For example:

"relations were strained rather and it was thought that the officer knew insufficient about course material and teaching methods to make an informed judgement"

"have little idea of education systems and teaching eg: no streaming is allowed problem in teaching mixed abilities"

Ten comments concerned the amount of paperwork or bureaucracy - paying trainees on time and late approval of courses were mentioned.

Having to find out about decisions made by the MSC from trainees was resented. For example:

" 'News' filters back to college from MSC, but they seem slow to approve courses and one often has to 'guess' their policies, or stumble across them as problems arise"

" We have not always been informed when students have either left the course or changed to another course ..... an improvement in communications is vital"

Course organisers also occasionally wrote comments about relations with the MSC, and ten out of 11 of these were critical, with four concerning the time delay in initial approval of course proposals. One wrote:

"MSC as the 'new boys' in FE hate FE colleges - LEAs and all that they stand for including nasty academic exams like City & Guilds Phase I Agriculture..... Gaining the trust of MSC staff has been a major task this year and 25+ 1 day MSC visits to monitor will now take place for us to prove that we are doing what we set out to do".

#### 5.10.2. Commentary.

The results show that because of the Managing Agent system most of the teachers of YTS courses had less direct contact with MSC officials than in the past with YOP courses although Mode B2 teachers continued to submit their proposals directly to the MSC. As was shown in sections 1.1.2 and 3.4 in the months preceding the introduction of YTS the educational press made much of the tensions existing between the education service and MSC, highlighting examples of political "interference." Evidence of frequent conflict about the content of courses - whether political content or otherwise - between the MSC and teachers was not reported to any great extent in the surveys. In fact the direct influence of the MSC on teaching was given a low rating by the teachers.

Opinion as to the quality of the contact with MSC was divided between those who thought it was good and those who were critical. In order to overcome the criticisms made by the teachers, it would seem that the MSC should concentrate on improving local officers' knowledge of educational issues and on reducing bureaucracy.

#### 5.11. Integration

The term 'integration' has had ascribed to it several different meanings by those who talk and write about vocational preparation. Here it is used to describe a situation where off-the-job training is relevant to work experience and hence integrated with it. That is, a course is well integrated when the trainees are learning things in college that are of use to them at work. As was shown in Chapter Two, many aspects of MSC policy were redesigned to ensure that such integration would occur. Ensuring that off-the-job training is seen as relevant to work was, according to the MSC, an important way of motivating trainees to learn.

##### 5.11.1. Teachers' judgements of the extent to which good integration occurred.

Teachers were asked to judge whether their courses were well integrated by rating their degree of agreement with two statements. The results are shown in Table 5.23.

TABLE 5.23 - Teachers' judgements of the degree to which their courses are integrated (percentages)

1. There is a good level of integration between work experience and off the job training on this course.

	Strongly agree				Strongly disagree	
	1	2	3	4	5	
All	16	19	29	16	20	N=326 M=11
Mode A	14	18	29	19	20	N=238
WIC	29	26	32	10.5	3	N=38

$$\text{Rank} = \frac{21}{30} \quad \text{WIC/Mode A } p=0.0133$$

2. A lot of what is taught on the course isn't useful for trainees at work.

	Strongly agree				Strongly disagree	
	1	2	3	4	5	
All	7	13	18	24	38	N=335 M=2
Mode A	8	14	19	24	34	N=243
WIC	5	8	18	31	38.5	N=39

$$\text{Rank} = \frac{28}{30} \quad \text{WIC/Mode A } p=0.6646$$

The ranking of item 1 indicates a relatively low level of agreement (when compared to other items) on the part of teachers that good integration occurred. Nevertheless, they mostly did agree that the course was of use to trainees at work (item 2). These results appear somewhat contradictory. However, it may be that teachers felt that while some of the material learned in off-the-job training was not directly relevant to work, nevertheless those parts that were intended to be relevant succeeded in being so. It will be noted that teachers of WIC courses were more likely to agree that integration on their courses was good, although this is not significant in the unweighted sample (see appendix 5A ) so the result should be treated with caution. Differences between WIC and Mode A courses in the extent to which they were well integrated are of particular interest in view

of the fact that the FEU evaluators of YTS courses in colleges (see section 3.4.2) claimed that Mode B2 courses (being very frequently WIC courses) were far better integrated than Mode A courses. The results presented in the table above do not unequivocally support this FEU finding.

Work based projects were advocated by the MSC (see section 2.2) as a means to improving integration. It was intended that these would involve trainees in conducting investigative assignments at their work places, thus enabling learning directly relevant to work performance to occur. However, when the teachers in the sample were asked whether they used such work based assignments only 18% agreed that they did.<sup>33</sup>

Teachers, then, appear to have been uncertain in their judgements of the degree of integration achieved and reported a low incidence of the use of work based projects. However, as was shown in section 5.5.1 (table 5.8), as an influence on their teaching methods teachers gave great importance to knowing what happened to trainees in the jobs for which they were being prepared (rated second out of 13) This would suggest that teachers at least felt that integration was a worthwhile goal.

#### 5.11.2. Teachers' written comments about integration.

The 337 teachers in the sample were asked (question 21 , appendix 1c) to provide comments on the degree of integration they perceived on the courses and 124 made such comments. Of 157 comments evaluating the effectiveness of integration, 122 claimed that it was poor as opposed to only 35 claiming it to be good. Thus teachers were more critical of integration in their written comments than in their rating of statements. Good communication between scheme organisers and teachers was cited as the most frequent reason for good integration being achieved. Twenty-two teachers wrote that integration was a valuable

goal and some of these described ways in which they personally tried to achieve it. However, five teachers, all of General Studies, were cautious about accepting an orientation to work rather than to life in general. Thus one wrote:

"I see my subject as applicable to work and life in general. I feel there are dangers in too much integration - ie. shaping courses for the specific needs of particular employers who are only interested in fodder for their own factory/office /whatever; whereas we, the educationists, take a more all round view - or should."

The most common reason (26 comments) given for the existence of poor integration was that the work experience placements were too varied, so that a single course could not be expected to teach material relevant to all of the work placements all of the time. This was particularly the case in 13 agricultural schemes where the seasonality of jobs also played a part. The second most frequently mentioned reason (23 comments) was a lack of commitment to training by employers and their tendency to put business considerations before others. Thus three teachers felt that employers saw trainees as cheap labour, with one of these writing:

"A majority of these employers (small companies that is) see these boys as "cheap labour" to be used as necessary and then discarded at will".

Four of the complaints about employers concerned their general lack of understanding or commitment. Thus one teacher wrote:

"There is a lack of understanding/communications (mainly by employers) who tend to think anything learned at college is irrelevant and a waste of time. They are not interested in the personal development of trainees and do not co-operate with college staff."

However, the most frequent criticism of employers was that they failed to provide adequate training, something which the MSC monitoring study

of YTS schemes (MSC 1984d, reported in section 3.4.1) also noted.

Examples of teachers' comments that fall within this category are as follows:

"This integration has been tried many times on many courses. The employers/sponsors want the trainees to do what they want".

"This I feel is not being done in a lot of cases. I have had complaints that when the lads are on work experience a lot of them are being used as general labourers rather than showing the student how to do the job he is being trained for at college".

"The scheme is often used as a free labour source for jobs around the college rather than teaching".

The third most frequently mentioned problem with regard to integration (16 comments) concerned the lack of opportunity for Mode A teachers to visit trainees while they were on work placements, usually because the Managing Agent had taken on this responsibility. Another 11 teachers were critical of Managing Agents for failing to keep college teachers informed about trainees' progress on the scheme. These are both features which earlier results (eg: section 5.3.2) have shown to be widespread. Another seven comments concerned a lack of time or resources causing poor integration and poor monitoring or planning of trainees' work experience was mentioned by six teachers. One of these in the last category made a recommendation which, if MSC policy had been carried out, should have occurred anyway on the scheme concerned:

"Planning of work schedules, at work experience, and the divulgence of their content to the college would enable off the job training to be more meaningful."

Thus, while teachers' ratings of statements about integration show a somewhat equivocal picture, their written comments suggest that integration was perceived by them to be poor on a large proportion of

the schemes. Several of the evaluations of the first year of YTS (including those conducted by the HMI and the MSC - see section 3.4.2) reported poor integration as being a common problem. The results of the present study appear to support these other studies and, further, give some indications as to the causes of poor integration.

### 5.11.3. Commentary.

The results show that a large proportion of the teachers regarded integration as poor, although results from ratings of statements appear to contradict each other. Although identifying problems in achieving integration, many teachers in their comments on questionnaires felt that it was a worthwhile aim to pursue. The chief difficulties in achieving this appeared to be in schemes where work experience placements were very various, where employers lacked commitment to training and where there was a lack of opportunity for teachers to visit trainees on work experience because Managing Agents had taken on that responsibility for themselves. Good liaison by Managing Agents between the providers of work experience and providers of off-the-job training appeared to create good integration, and poor liaison to create poor integration. If it is accepted that the results, supported as they are by other studies, show that poor integration was a serious problem, it follows that the Managing Agent system, set up in order to make YTS more of an employer-based scheme and therefore more relevant to work, was working against this aim in practice. The setting up of programme review teams (recommended by the MSC for schemes starting in 1984/5 - see MSC 1984e) may go some way towards solving this problem. These would consist of local representatives from all elements of the schemes who would meet regularly to discuss trainees' progress and inform each other about the areas for which each were responsible.



### 5.12. Employer involvement.

An important purpose of this study was to establish the extent to which the MSC in the first year of YTS succeeded in encouraging work-based learning (section 3.3). It has been shown in results reported earlier (5.3.2) that not all Managing Agents ensured good liaison between providers of work experience and providers of off-the-job training. The results suggest that this is one reason why integration between the two elements was judged to be poor by a large number of teachers. It is also likely to be the reason why many course organisers were unable to report on whether employers were involved in assessing trainees at the work place. The MSC's policy of encouraging work-based learning involves increased responsibilities for employers in terms of providing training and assessment. It was therefore felt to be important to gather data that would enable an assessment to be made of employers' involvement in planning the YTS courses, in reviewing the progress of the schemes and in providing training. Teachers' evaluations of employers' contributions were also sought.

#### 5.12.1. Off-the-job training.

Holland in 1982 (Holland 1982a) argued that it would be better if the physical location of off-the-job training were shifted from colleges to premises closer to the work place. He felt that this would encourage trainees to see the relevance of the training as well as counteract the tendency for them to equate the training with previous bad experiences of school work. The course organisers were therefore asked whether this occurred and the results (table 5.24) show that the actual incidence of this was low.

TABLE 5.24 - Location of off the job training reported by course organisers.\*

	Yes	No	Total	Cases	Missing
College premises	96%	4%	100%	N=163	M=3
Employers' premises	14%	86%	100%	N=163	M=3
Training workshops	10%	90%	100%	N=163	M=3
Other	9%	91%	100%	N=163	M=3

\* Some course organisers reported more than one location for off-the-job training.

In the light of the MSC's concern to promote employer involvement it was also relevant to discover whether employers participated in off-the-job training, although this was not a specific requirement of MSC policy. However, in 75% of the 163 courses college staff only were involved.<sup>34</sup> For the courses where others were involved course organisers indicated who these people were. In 3% of the 163 courses these were employers, 9% were Managing Agents (who may often have been employers) and 13% were others, including St. John's Ambulance, the fire service and local authorities.

It is a specific requirement of the MSC that work experience providers give training to YTS trainees on the job (see section 2.2). The incidence of this is reported in the next chapter (section 6.4.1) because trainees were judged to be a more reliable source for this information than college teachers. (In fact, one third of trainees reported no training or education sessions on employers' premises).

#### 5.12.2. Consultation and planning.

When it is remembered that the MSC has often been critical of FE colleges in the past, for paying insufficient attention to the needs of industry, it might have been expected that a large majority of the course organisers would have reported that full consultation with employers had taken place at the planning stage. In fact, a bare

majority of the 163 organisers (53%) reported that some form of consultation had taken place.<sup>35</sup> Just how variable in manner, effectiveness, duration and frequency this was becomes clear from the course organisers' answers to further questions asked on this subject.

From 34 replies describing methods of consultation (see table 5.25) it is clear that existing machinery for consultation in the form of well established committees was used frequently (15 courses), with meetings or visits arranged specifically for the purpose also being reasonably frequent (13 courses). In other courses the consultation appears to have been of a much more casual nature.

TABLE 5.25 - Methods of employer consultation reported by course organisers. (Unweighted numbers).	
Long established committees/ advisory groups	15
Specially convened meetings	8
Visits by teachers to employers	5
Personal contact	4
Telephone	1
Postal	1

Sixteen organisers of Mode A courses disclaimed responsibility for consultation, saying that this was the job of the Managing Agents, ITB representatives or training officers. The subject matter of consultation was described by 28 of the course organisers and these comments revealed that the process was open to widely different interpretations from one course to another. Of these organisers, 12 mentioned that there had been joint planning and discussions of course content. However, in other cases consultation simply meant asking the

employers for their comments on the scheme (three courses), informing them about schemes already devised (six courses) or asking them about which examination syllabus was to be used (two courses).

Initial planning of off-the-job training programmes involved people from local industry in only about a quarter of the courses surveyed. Mostly, the planning was done by groups of teachers at the college (44%) or by individual teachers working alone (10%). The Managing Agents or representatives of the MSC or an ITB were involved with the teachers in planning the courses in a minority (21%) of the courses (see table 5.26).

TABLE 5.26 - Course organisers' reports of who planned the off the job training. (percentages).	
An individual college teacher	10%
A group of college teachers	44%
College teachers and personnel from local industry	26%
Teachers and Managing Agents	10%
Teachers and MSC personnel	3%
Teachers and Industrial Training Board	8%
	N=158    M=4

In other words, in over half the courses college teachers only were involved in planning off-the-job training.

In line with these results a large proportion of the course organisers answering a question about the frequency of meetings between teachers and employers (question 20, appendix 1b) reported that there had been no meetings at all (82 out of the 163 courses). Five of these seemed to perceive this as detrimental because they said that they intended to have such meetings in the future and a further 21 reported that on course matters employers met the Managing Agent.

When meetings between employers and teaching staff did take place about half of the organisers concerned reported that they had these meetings once every four months or less frequently (table 5.27).

TABLE 5.27 - Course organisers' reports of frequency of meetings with employers, excluding work experience visits. (Unweighted numbers).	
Once a year	4
Once every 6 months	15
Once every 4 months	16
Once every 3 months	2
Once every 2 months	7
Once every 6 weeks	1
Once every month	5
Once every 2 weeks	4
Once every week	6
Rare/variable	4
"Regular"	5

Whereas comments from thirteen of the course organisers described these meetings as useful, six others were critical. Some reported difficulty in finding the necessary time or money (11).

Getting to know what employers want from a course and what they think of it is not, however, just a matter of arranging formal consultations. For many teachers the best way of meeting employers and their representatives for consultation is through visits to their trainees during work experience. Such visits not only give teachers a chance to see for themselves how the trainee is progressing at work but may also provide an opportunity for the employers' views to be sought. Such visits also enable teachers to assess the employers' provision for YTS trainees. However, while the policy of the MSC would

appear to have been to encourage contact between college staff and employers in fact, for many schemes, particularly Mode A schemes, the Managing Agents had taken over all contact with the employers, including visits to monitor the progress of trainees. The teachers found themselves excluded and a high proportion had no contact with employers at all (table 5.28).

TABLE 5.28 - Teachers' reports of contacts with the providers of work experience.	
None	60% N=337 M=3
By work placement visits	20% N=337 M=3
By other meetings*	27% N=337 M=3
* = Most frequently: employers visit the college (5%) Managing Agent are employers (4%), telephone (2%), open evening (2%) plus a variety along the lines indicated in table 5.25. Some teacher reported both work placement visits and other meetings	

### 5.12.3. Teachers' evaluations of employers' contribution to YTS.

Teachers were asked for their comments on employer participation in YTS (question 21h, appendix 1c) and 188 answered. Of 162 expressing judgements about the value of employers' contributions, 35 were to the effect that it was good, 14 that it was variable and 113 that it was bad or non-existent. Thus there was a generally critical evaluation of employers' contribution. Teachers who felt that employers' contribution was good generally made comments like "Good," "Satisfactory," "Caring employers have proved to be very helpful" or "Quite good." None gave details as to why they thought it was good.

Of the 113 criticising employers' contribution, most (73) reported that there was none or very little. "None," "Nil," "Very little," "Not enough," "Non existent," "What participation?" and

"Rarely seen" are representative comments. Apart from these the most frequently given reason for judging employers' contribution to be poor was that trainees were often used as cheap labour, given by 14 teachers. Examples of this type of comment are as follows:

"Tendency of employers to make use of 'cheap labour' with little intention of offering further employment leads to apathy and disinclination to seek permanent employment in other areas. A general feeling from students that they are being taken advantage of by confidence tricksters."

"I think there will be a severe lack of trained staff in say five years if employers continue to use the system as cheap labour, dumping trainees on the dole queue after one year, to take on another 'free' worker."

"the employer is interested in his trainee as a useful member of his work force, no more. His appreciation of the young person's total needs tends to be limited."

Not visiting the college enough was mentioned by five teachers.

For example:

"What employer participation? Apart from one open evening when all the employers were asked to come and about 40/50% did come. I have had no contacts with the employers enquiring about their students."

Not giving any training was mentioned by four. Other specific criticisms included that employers were antagonistic towards the college (2), that employer didn't give trainees the right skills to practice (2), that employers wouldn't fill in log books or profiles (2) and that they didn't know the requirements for YTS (2).

In order to gain further information about teachers' perceptions of employers' contributions to the courses, teachers were asked to rate their level of agreement with a statement concerning the extent to which work experience providers (usually employers) influenced off-the-job training. The results (shown in table 5.29 below) show that about one third (34%) of the teachers agreed that work experience providers had a lot of influence over what happened in off-the-job training.

TABLE 5.29 - Teachers' level of agreement with a statement about the influence of work experience providers. (Percentages)

Work experience providers (eg: employers, training workshop staff) have a lot of say in what happens in off the job training on this course

Strongly agree					Strongly disagree		
1	2	3	4	5			
19	15	24	19	23	N=318	M=18	
Rank = $\frac{22}{30}$							

However, it can be seen that slightly more teachers disagreed with the statement than agreed with it and, as the low ranking shows, teachers were less willing to agree with this statement than with others in the section. The degree of influence from employers that teachers perceived can also be assessed by looking at the results shown in tables 5.8 and 5.9 (section 5.5.1). These show that employers were ranked sixth out of 13 possible influences on teaching which suggests that employers were seen as only moderately important.

From these results, then, teachers appear to have found more to criticise than to praise about employers' involvement. Their influence on off-the-job training was rated moderate to low. However results from another item on the questionnaire suggest that teachers did not necessarily conclude from this that the planning of work experience suffered because, in comparing it to work experience under YOP, 60% of those with YOP teaching experience feel it was better planned under YTS as table 5.30 shows.



TABLE 5.30 - Teachers' level of agreement with a statement about work experience. (Percentages).

Work experience is better planned on this course than on YOP courses					
Strongly agree			Strongly disagree		
1	2	3	4	5	
43	19	22	9	6	N=190 M=17

5.12.4. Differences between WIC and Mode A courses in employer involvement.

Course organisers were asked (question 16, appendix 1b) to provide information about the number of employers providing work experience placements for their courses. The results indicate that a higher number of employers were used for work placements for WIC courses than for Mode A courses. Figures are given in table 5.31 below.

TABLE 5.31 - Course organisers' reports of the numbers employers offering work experience placements. (percentages).						
No. of employers:	0	1	2-5	6-10	11+	
WIC courses:	0	0	0	0	100	N=21
Mode A courses:	1	6	10.5	18	64.5	N=100
WIC/Mode a p=0.032						

WIC courses were usually designed to provide for those with special educational needs; it is clear from the results above that large employers were less likely to provide for this type of trainee. Case studies (see Chapter Seven) confirmed that the teachers of WIC courses preferred to seek out small employers, such as those with shops, garages and canteens, because they were generally found to be

sympathetic to taking on trainees with difficulties of behaviour or learning. In fact three WIC teachers indicated on their questionnaires that for this type of trainee there were often special problems in finding suitable placements. For example, one of these wrote:

"Understandably [its] difficult to find suitable placements in an area of very poor employment and heavily used by MSC courses with students of higher levels of ability. Eg: would you have any suggestions for a student with (a) Epilepsy (b) Psychiatric problems (c) Over active and a concentration period of ten minutes - in addition to a very low level of ability. Good supportive employers are a No.1 requirement."

Results reported earlier demonstrate that Managing Agents who were usually responsible for finding work experience placements for Mode A courses often excluded college teachers from visiting trainees on placements (see section 5.12.2). Because of this WIC teachers recorded more contacts with employers than did Mode A teachers. A breakdown of the figures reported in table 5.28 (see 5.12.2) showed that 64% of Mode A teachers had no contact with employers while only 38.5% of WIC teachers had none (p=0.004).<sup>36</sup> Further, 59% of the WIC teachers visited trainees on placements while only 17.5% of Mode A teachers did this (p<0.0001).<sup>37</sup> It would seem from this that the Managing Agent system constituted a hindrance to contacts, which would otherwise be made, between employers and teachers. Thus, although they were set up by the MSC in order to increase the likelihood of work based learning by giving employers control over YTS, in practice they often had the opposite effect since contacts between providers of off-the-job training and providers of work experience are essential if relevant work based learning is to occur.

However, while WIC teachers may have been furthering this aspect of MSC policy by visiting trainees on work experience more often than Mode A teachers, in other respects off-the-job training was less open

to influence by employers. WIC teachers retained greater control over off-the-job training than did Mode A teachers. Thus, off-the-job training on WIC courses was conducted entirely by teachers whereas with Mode A courses in 27% of cases people other than the teachers were involved.<sup>38</sup> Except for one course all of the WIC off-the-job training was taught entirely on college premises. Mode A off-the-job training was more frequently taught elsewhere (for example, 15% of the Mode A courses had some of their off-the-job training taught on employers' premises). Further to this, in 91% of WIC courses off-the-job training was planned by college teachers alone while this was the case for only 47% of Mode A courses ( $p < 0.01$ ).<sup>39</sup>

#### 5.12.5. Commentary.

It was shown in Chapter Two that a major part of MSC policy for YTS was that the education service should not be allowed to have too much control over the courses since it should be an employer-based scheme. The NFER's evaluation of employers' contribution to Unified Vocational Preparation (Wray et. al. 1982) was encouraging for the MSC when preparing for YTS since it showed that there was quite strong commitment by the employers participating in UVP, although some reservations were expressed. For UVP, however, only employers who were keen to become involved in youth training took part. With YTS the net was spread much wider and great efforts were made by the MSC to persuade them to take part in sufficient numbers. Indeed if the reports in the educational press during the build up to the start of YTS were to be believed the MSC would have failed to recruit sufficient numbers of employers (see section 3.4). As some critics suggested at the time, the MSC may have been less than stringent in explaining the requirements and responsibilities of employers

participating in YTS due because they were worried that they might discourage employers from joining the scheme.

The results reported in this section on employer involvement show that off-the-job training in colleges was only moderately influenced by employers, according to teachers' reports. Teachers rated employers' influence as quite low compared to other influences. Various things may have contributed to this, including the fact that off-the-job training was rarely conducted anywhere but on college premises, that it was planned by college teachers alone in over half of the schemes and that while consultation with employers occurred in about half the schemes it was often of a cursory nature with infrequent meetings. Teachers tended to feel that employers were at fault. The failings of employers were mentioned by teachers far more often in their written comments than were instances of employers' commitment. The criticism that some employers used trainees as cheap labour was also heard.

However, it is clear from the results that to some extent it was MSC policy itself which produced such consequences, contradictory to intent. The Managing Agent system was supposed to place control of YTS in the hands of employers' representatives. But while it may have done this, it seems also to have had the effect of excluding teachers from contact with the work place because visiting the trainees became the responsibility of Managing Agents. Indeed, according to the MSC's guidelines for YTS (MSC 1982c) it was Managing Agents who were responsible for ensuring good contacts between off-the-job tutors and the others involved in the scheme. The results suggest that they were failing in this responsibility in many cases.

Paradoxically, in the college-based WIC courses, where no Managing Agents were involved, teachers visited trainees in work placements more frequently than did Mode A teachers. The WIC course

teachers also used more small employers for work placements because of the nature of the trainees they were wanting to place. At the same time, however, employers providing placements for WIC courses were very much less involved in the planning of the courses and in the provision of the off-the-job training than they were in Mode A courses. This, no doubt, reflected teachers' feeling that the needs of WIC trainees were of a more educational and remedial nature than were those of Mode A trainees.

According to college teachers, then, the MSC's policies for encouraging close links between education and industry were not having the desired effect. The one item amongst the results that suggests that MSC policy may be achieving a measure of success is that over half the teachers with YOP teaching experience felt that YTS work experience was better planned than YOP work experience.

### 5.13. Teachers' perceptions of the value of YTS.

#### 5.13.1. Morale and judgements of the success of YTS.

The results reported so far build up a picture of the degree of success which both the MSC and the FEU have had in the implementation of their different policies by colleges. A general aim of both organisations, which is so obvious that it is rarely stated explicitly, is that YTS should be seen as successful by those participating in the scheme. There are several components to the success envisaged by the MSC. Firstly, the MSC (and the government) clearly hoped that YTS would be seen as more successful than YOP had been. Secondly, as was shown in Chapter One, the MSC hoped that YTS would not only be, but be seen to be, a permanent training scheme and not just a way of giving the unemployed some purposeful activity. The MSC (in particular Holland 1982a) were concerned that YTS should not be seen as a poorly resourced provision, of low status in the colleges compared to other courses. In the joint statement produced by the MSC and the FEU (FEU/MSU 1982) it was also clear that both organisations were concerned to emphasise that the traditions of education and training, which were being brought together for YTS, could be integrated.

Teachers in the sample were asked to rate their level of agreement with statements about all these things, and the results are presented in table 5.32.

TABLE 5.32 - Teachers' replies to questions concerning their own morale and commitment, and the success and status of YTS courses (percentages)

1. Trainees would benefit from more off-the-job training than this course at present provides.

	Strongly agree			Strongly disagree		
	1	2	3	4	5	
All	15	8	30	23	23	N=334 M=3
Mode A	16	8.5	30	22	23	N=243
WIC	26	10.5	10.5	29	24	N=38

$$\text{Rank} = \frac{26}{30} \quad \text{WIC/Mode A } p=0.1229$$

2. MSC youth training work is of low status in this college.

	1	2	3	4	5	
All	28	16	19	19	19	N=330 M=7
Mode A	30	16	16	17	21	N=239
WIC	39.5	16	7.5	21	16	N=38

$$\text{Rank} = \frac{18}{30} \quad \text{WIC/Mode A } p=0.5232$$

3. The main purpose of the course is to keep people off the dole.

	1	2	3	4	5	
All	20	12	17	16	36	N=331 M=5
Mode A	24	12	16	16	32	N=243
WIC	13	5	20.5	3	59	N=39

$$\text{Rank} = \frac{24}{30} \quad \text{WIC/Mode A } p=0.005$$

4. I would prefer trainees to have real jobs than be on a course like this.

	1	2	3	4	5	
All	53	13	20	7	7	N=313 M=24
Mode A	55	8.5	20.5	9	7	N=229
WIC	45	16	26	5	8	N=38

$$\text{Rank} = \frac{6}{30} \quad \text{WIC/Mode A } p=0.4772$$

5. Trainees are generally happy with the course.

	1	2	3	4	5	
All	10	32	31	17	9	N=336 M=1
Mode A	11	31	27	20	11	N=244
WIC	15	41	33	5	5	N=39

$$\text{Rank} = \frac{19}{30} \quad \text{WIC/Mode A } p=0.1023$$

6. This course is of higher quality than YOP.

	1	2	3	4	5		
All	45	21	24	4	6	N=205	M=6
Mode A	39	23.5	27	3	7	N=149	
WIC	61	11	14	11	4	N=28	
						WIC/Mode A p= 0.0541	

7. This course is effective in integrating education with training.

	1	2	3	4	5		
All	22	28	29	16	6	N=337	M=0
Mode A	19	26	31	18.5	6	N=245	
WIC	24	34	26	13	3	N=38	
						Rank = $\frac{14}{30}$ WIC/Mode A p=0.5776	

8. The full integration of education and training is impossible.

	1	2	3	4	5		
All	6	14	20	27	33	N=330	M=7
Mode A	7	13	19	28	33	N=243	
WIC	5	19	27	24	24	N=37	
						Rank = $\frac{27}{30}$ WIC/Mode A p=0.5827	

The results for item 1, concerning teachers' judgements of the extent to which trainees would benefit from more off-the-job training, suggest that teachers may not have had a high degree of confidence in the value of off-the-job training. Agreement with this statement is low compared to other statements. However, it may be that many teachers were simply recording that the amount of off-the-job training was the correct amount in their opinion. However, item 5 is a more direct measurement of something which could be said to be a necessary feature of a successful course, namely, that trainees on the course are happy with it. Here, however, agreement with the statement is also fairly low if the ranking is taken into account.

However, teachers with experience of YOP provision demonstrated a high level of agreement with item 6 concerning the view that YTS was of a higher quality than YOP. Here, about two thirds of the teachers



agreed that this was the case.

On the issue of whether teachers saw the scheme as a permanent training scheme or simply as a way of giving the unemployed some purposeful activity, about one third of the teachers agreed that the main purpose of the course was to keep people off the dole (item 3) but slightly over half disagreed. This would suggest a moderate degree of willingness to see the scheme as more than just an alternative to unemployment. However, most teachers agreed that trainees should have jobs rather than being on the YTS course (item 4) which can hardly be said to indicate a confidence in YTS as a necessary preparation for entering work.

Agreement with a statement (item 2) that MSC youth training work was of low status in the college was only moderate. This could be seen as going somewhat against Holland's (1982a) desire to see YTS being treated by colleges as of equal value to other FE provision.

The results for items 7 and 8, concerning integration between education and training could be regarded as helping to fulfil the aim of the FEU and the MSC to integrate the two. Most teachers did not agree that such integration was impossible (item 8) and about half felt that their course was effective in achieving such integration (item 7).

With the exception of item 5, on none of these eight items were there significant differences between Mode A and WIC teachers. Item 5, concerning the extent to which teachers felt the courses were just a way of keeping people off the dole, was agreed with more by Mode A teachers. It may be that WIC teachers felt that their courses would have been necessary, given the disadvantages suffered by their trainees, under any circumstances, regardless of the employment situation.

### 5.13.2. Factor analysis: the SUCCESS score.

In section 5.7.1 a factor analysis of the responses to the items under question 20 on the teachers' questionnaire (appendix 1c) was reported. The first, and largest, factor (see table 5.15) concerned a broad support for the course and a belief in its value. Just as a score of student-centredness was created from the items contained in Factors 2 and 3, so it was judged that a score concerning teachers' judgements of the success of their YTS courses could be created using the items loaded highly for Factor 1. Accordingly, the score SUCCESS was computed by adding together the 12 items in Factor 1, with suitable reversals for negatively loaded items. The resultant score had a highest possible value of 60 (indicating a judgement of a lack of success) and a lowest possible value of 12 (indicating a high degree of success).

T-tests were then conducted to see whether a number of other variables were associated with significant differences in the extent to which teachers judged their courses to be successful, as measured by the SUCCESS score. Those showing no significant difference ( $p > 0.05$ ) were as follows.

1. Whether employers were consulted about the course.
2. Whether the course organiser was satisfied with the amount of time available for planning the course.
3. Whether trainees could record their own assessments of their own progress.
4. Whether teachers were LII or LI or whether they were in more senior positions.
5. Whether teachers were part-timers or full-timers.
6. Whether teachers had attended staff development sessions outside college.

Tests showing a significant difference ( $p < 0.05$ ) were as follows:

1. Where students were offered learning contracts teachers were more satisfied ( $p < 0.0001$ )
2. Where the course led to an apprenticeship teachers were more satisfied ( $p = 0.025$ )
3. Where the course had been run before in some form the teachers were more satisfied ( $p = 0.01$ )
4. Male teachers were more satisfied ( $p = 0.03$ )
5. Social and Life Skills teachers were more satisfied ( $p = 0.007$ )
6. WIC teachers were more satisfied than Mode A teachers ( $p = 0.004$ )
7. Teachers who attended college-run staff development sessions were more satisfied ( $p = 0.003$ )
8. Teachers who had helped plan the course were more satisfied ( $p = 0.001$ )
9. Teachers who had contacts with work experience providers were more satisfied ( $p < 0.0001$ )
10. Teachers who visited trainees on placements were more satisfied ( $p < 0.0001$ ).

It will be seen that the strongest differences concern teachers who visited trainees on placements, who had contact with work experience providers and on courses where learning contracts were offered, where in all cases these teachers judged the course to be more successful. It has been demonstrated in earlier sections that all these things were more likely to occur in WIC rather than Mode A courses. It is, therefore, perhaps not surprising to see that WIC teachers judged their courses to be more successful than did Mode A

teachers.

### 5.13.3. Commentary.

The results reported in this section concerning teachers' perceptions of the value of YTS indicate that while most agreed that YTS was a better scheme than YOP they were less convinced the extent to which YTS had become a training scheme rather than a scheme of social support for the unemployed. They also expressed concern about the status of YTS in their colleges. It may be that in future these things will improved. It may be seen as encouraging for the MSC and the FEU that the integration of education and training was seen as feasible by most teachers, in view of the fact that both these organisations have sought to persuade teachers that such integration is possible.

The FEU evaluation of the first year of YTS (FEU 1984a) as was shown in section 3.4.2, found that Mode B2 courses (a large proportion of which were WIC courses) were better integrated and more successful than Mode A courses. While the evidence on which the evaluators base these judgements is in some doubt, and other findings in the present study do not support the FEU, the result reported in section 5.13.2 concerning the SUCCESS score would seem to provide some support for the FEU teams' findings. Findings about trainees' judgements of the success of their courses (see next chapter) provide further evidence by which to assess the FEU findings.

Notes to Chapter Five.

1. U=68%, 15%, 16%. M=5
2. U=12%
3. U=52%, 36%. M=31
4. U=31%, 34%, 36%. M=13
5. U=39%. M=11
6. U=51%, 26%. M=2
7. U=14%, 59%. p=0.0008
8. U=67%. M=2
9. U=91%. M=3
10. U=61%. M=2
11. U=9.32, 7.16. p=0.043. M=9
12. U=67%, 28%. p < 0.0001
13. U=31%, 66%
14. U=52%. M=2
15. U=37%. M=6
16. U=32%. M=13
17. U=35%. M=9
18. U=77%. M=10
19. U=82%. p=0.0308
20. U=14%, 40%. p=0.198
21. U=18%. M=4
22. U=36%, 11%. M=2
23. U=87%. M=3
24. U=54%. M=8
25. U=50%, 74%. p=0.0897
26. U=83%, 23%
27. U=54%. M=7
28. U=62%, 11%

29. U=30%. A single course might offer some qualifications to all  
and another qualification to some trainees.
30. U=4 out of 22 WIC, 63% of Mode A.  $p=0.0003$
31. U=30%. M=0
32. U=12%. M=3
33. U=22%. M=1
34. U=80%. M=5
35. U=51%. M=2
36. U=57%, 38%
37. U=59%, 22%
38. U=100%, 23%
39. U=91%, 48%

## CHAPTER SIX: THE TRAINEES.

### 6.1. Introduction.

The results of the survey of 954 YTS trainees are reported in this chapter. As in the previous chapter, in each section the reporting of results is followed by a commentary which summarises the key parts of each section and assesses their significance.

### 6.2. Recruitment.

#### 6.2.1. Qualifications of trainees.

On average, the trainees possessed better examination qualifications than those on YOP in 1980/1981. Bedeman and Courtenay (1983) report that 34% of their sample of 2874 YOP trainees had at least one CSE grade one pass. For the YTS sample reported here, the corresponding figure is 43%.<sup>1</sup> In the Bedeman and Courtenay sample 34% had no qualifications at all whereas in the YTS sample only 17% had no qualifications.<sup>2</sup> This fact, along with the figures presented in table 6.1 suggest that quite a significant proportion of young people on YTS were those who might have been on apprenticeship courses in past years and that YTS in 1983/4 was not wholly a provision catering for, as Geoffrey Holland put it, "those who would not have gone anywhere near further education if we had carried on as we have in the past" (Holland 1982). A more detailed breakdown of the figures is given in table 6.1.<sup>3</sup>

TABLE 6.1 - Examination passes of YTS trainees (percentages)

	All	WIC	Mode A
<u>0 levels</u>			
No 0 levels	58	91	53
1-3 '0' levels	33	9	36
4-5 '0' levels	6	1	7
6+ '0' levels	3	0	4
Total	100%	100%	100%
<u>CSE's</u>			
No CSE's	21	54	18
1-3 CSE's	31	31	29
4-5 CSE's	29	9	31
6+ CSE's	19	6	22
Total	100%	100%	100%
<u>Other Exams</u>			
No other exams	91	97	80
1+ other exams	9	3	20
Total	100%	100%	100%
<u>No exams at all</u>	17	54	15
N=	928	138	601

These results show quite clearly that WIC trainees were less well qualified than Mode A trainees, since they had fewer 0 levels, CSE's and other examination passes than did Mode A trainees. They were also more likely to have no exams at all. This confirms that YTS was streamed by educational level, and that the WIC/Mode A division represents lower and higher streams. As was shown by MSC statistics reported in 3.4.1 YTS was streamed not only by educational level but also by race.

#### 6.2.2. Recruitment.

As reported by the course organisers (5.4.4) the careers service recruited most YTS trainees. This is confirmed by the results of the trainee survey, as is shown in table 6.2.



TABLE 6.2 - Agencies involved in recruitment of trainees (percentages)			
	All	WIC	Mode A
Careers service	57	79	53
School	9	11	9
School and careers	4	2	5
College teacher	3	1	2
Advertisement	6	1	8
Something else	21	6	23
Total	100%	100%	100%
N=	942	146	609
WIC/A $p < 0.0001$			

Evidently WIC trainees were more often recruited by the careers service than were Mode A trainees who were more likely than those on WIC courses to reach YTS by other means ("something else"). It is likely that this last category included a high number recruited directly by the Managing Agents who organised Mode A schemes.

Some concern has been expressed by both the FEU and the MSC that trainees should be properly inducted into the scheme, the most essential aim of such induction being to give trainees adequate information about the scheme. Trainees were therefore asked to rate their level of agreement with a statement about the adequacy of the initial information given them. The results are shown in Table 6.3.

TABLE 6.3 - Trainees' ratings of an item concerning the adequacy of initial information (percentages).							
I wasn't told enough about the scheme before joining it.							
	Strongly agree			Strongly disagree			
	1	2	3	4	5		
All	28	20	17	18	17	N=938	M=16
Mode A	29	21	17	17	16	N=603	
WIC	30	16	14	16	23	N=146	
				$R = \frac{18}{30}$			
				A/WIC $p = 0.2086$			

The results show that there was a moderate level of agreement that not enough information was given, with nearly 50% overall

feeling that this had been the case.

6.2.3. Reasons for joining the course.

Trainees' answers to a number of items on their questionnaires reveal their motives for joining YTS. About two thirds of the trainees regarded the scheme as a second best choice compared with getting a job (table 6.4).

TABLE 6.4 - Trainees' ratings of a statement concerning their motives for coming on the course (percentages).							
If a job had been available I would never have come on this scheme.							
	Strongly agree			Strongly disagree			
	1	2	3	4	5		
All	55	15	15	6	9	N=923	M=31
Mode A	54	15	15	7	9	N=596	
WIC	58	13	15	7	7	N=143	
			$R = \frac{5}{30}$			WIC/A	p=0.8536

That trainees' prime motivation in joining a YTS course was to get experience that would lead to a job is evident from their comparative ratings of various reasons for joining the course (table 6.5). Wanting training was the most highly rated reason with work experience a close second and the thought that YTS might lead to a job coming third. Wanting more education came after these three, and still lower down came the influences of careers officers, parents and teachers. However, WIC trainees were more influenced by careers officers and teachers than were Mode A trainees, and were slightly more influenced by parents' suggestions. WIC trainees were also more likely than Mode A trainees to want help in coping with unemployment (they were in fact more likely to face unemployment as was shown in section 5,8,2, table 5.18) and valued the money allowance more

highly than did Mode A trainees.

TABLE 6.5 - Trainee's ratings of the importance of various reasons for coming on the course (percentages - descending order of importance)

		Very important				Very unimportant			
		1	2	3	4	5			
1. I wanted some training	All	66	23	6	2	3	N=926	M=28	
	Mode A	64.5	24	6	3	3	N=598		
	WIC	61	27.5	6	2	3	N=142		
WIC/A p=0.9011									
2. I wanted work experience	All	57	25	9	4	5	N=912	M=42	
	Mode A	58	25	8	4	4.5	N=590		
	WIC	55	25.5	10	3.5	6	N=137		
WIC/A p=0.9125									
3. I thought it would help me get a job	All	54	28	9	2	7	N=907	M=47	
	Mode A	53	29	8	2	8	N=590		
	WIC	51	32	12	1	4	N=139		
WIC/A p=0.2275									
4. I wanted more education	All	39	28	15	8	11	N=919	M=35	
	Mode A	38	26.5	15	8.5	12	N=594		
	WIC	48	23	16	4	9	N=141		
WIC/A p=0.1356									
5. Unemployment was boring	All	33	15	27	7	18	N=863	M=91	
	Mode A	31	14	28	7	20	N=554		
	WIC	35	16.5	19	11.5	18	N=139		
WIC/A p=0.0595									
6. The careers officer suggested it to me	All	27	24	18	9	21	N=918	M=36	
	Mode A	24	24	18	9.5	24	N=593		
	WIC	49	20	15	6	10	N=137		
WIC/A p<0.0001									
7. Because of the money	All	23	17	19	12	29	N=913	M=41	
	Mode A	21	16	18	12	33	N=593		
	WIC	38	25	16	5	15.5	N=142		
WIC/A p<0.0001									

8. My parents suggested it to me	All	15	17	28	12	28	N=904	M=50
	Mode A	15	15	29	12	29	N=591	
	WIC	24.5	16	20	8	32	N=134	
WIC/A p=0.0224								
9. Because I thought it would teach me how to cope with being unemployed	All	12	10	26	12	40	N=896	M=58
	Mode A	9	9	26.5	11	45	N=581	
	WIC	25	12	30	14	19	N=138	
WIC/A p<0.0001								
10.A schoolteacher suggested it to me	All	2	5	24	10	59	N=909	M=45
	Mode A	2	5	24	9	60	N=592	
	WIC	12	7	19	14	49	N=140	
WIC/A p<0.0001								

In the written comments that trainees made about their reasons for coming on the course, the motivation to use YTS as a route to a job is again rated highly. Table 6.6 summarises these comments.

TABLE 6.6 - Trainees' written comments about why they came on YTS (percentages).	
It was the only way to enter the industry concerned/ to get an apprenticeship	20.2
To get work experience for future job applications.	12.6
Employer requested I came on the course	12.4
It might lead to a job	9.5
Couldn't find a job	9.0
In order to learn new skills	8.1
Its better than being on the dole/ I was interested in the particular area	7.3 each
To get training	6.4
Nothing else to do	6.1
For the money	5.6

Boredom/depression	4.2
Gain a years experience before entering full time agricultural course	3.1
To find out what I'm good or bad at	2.8
To gain qualifications	2.5
To gain confidence/ I had no choice	2.2 each
People were blaming me for doing nothing	
My social security would have been cut otherwise	
To meet people	
Careers suggested it	
I had no idea what I wanted to do	1-2%
I disliked school	each
I had a job already, but YTS seemed better	
A relation suggested I go on YTS	
Employer wanted it since its cheaper for him	
My employer is testing me out	
Because of the variety of training	
To prove I'm better than school says I am	
To become self employed	Less than 1%
To gain confidence with others	
School offered nothing	
Its better than full time education	
I though it was a job, not YTS	
To see what work is like	
Couldn't enter full time FE.	
	Total 100%
	N=357

Evidently for many trainees YTS was seen as the only possible route to the training and the job they wanted. Employers, in many cases, asked job applicants to go on YTS courses before they were taken on as employees. The replacement of the first year of apprenticeship by YTS was clearly a strong reason for many to enter YTS. More personal considerations such as boredom or a desire to meet people were less important, and money was only moderately important. No statistically significant differences between Mode A and WIC trainees were found for the items reported in table 6.6 except that WIC trainees were more likely to report that the chance of a job attracted them to YTS ( $p < 0.005$ ).

#### 6.2.4. Commentary.

The information gathered about the examination qualifications of trainees supports the idea that YTS as a whole attracted young people with better levels of educational achievement than did YOP. At the same time streaming by educational attainment between Mode A and WIC courses was a very marked feature. In contrast to the views expressed by some MSC officials a significant proportion of YTS trainees would probably have been enrolled as apprentices had these been as available as in the past. In fact a survey of YTS provision in the first year conducted by the Association of College Registrars and Administrators (ACRA 1985) revealed that the full time equivalent student numbers in FE colleges fell by four percent when YTS was introduced. Overall there was no net fall, however, because these numbers were made up by YTS entrants. Given this situation it is hardly surprising that many YTS trainees were offered off-the-job training which led to examination qualifications traditional in FE (see section 5.8.1). Because of this it is likely that many teachers of "higher stream" YTS courses (Mode A) were under little pressure, from a clientele or syllabus which were significantly different from that which they had previously taught, to change their teaching methods.

Nearly half the trainees were not satisfied with the amount of information given to them in the initial stages of the courses and this is clearly an instance where MSC intentions were not being realised. Some attention may need to be paid to the induction process in order to remedy this problem.

It was shown by MSC statistics in section 3.4.1 that trainees from ethnic minorities were more likely to be recruited for Mode B than Mode A schemes. Managing Agents often recruited for Mode A

schemes whereas for Mode B schemes the careers service was largely responsible. Any future investigation of the imbalance between these two types of course in ethnic minority recruitment would therefore need to compare the recruiting practices of Managing Agents with those of the Careers Service.

The finding that trainees above all other things valued experiences which would lead to a job will be shown in later sections to be relevant to trainees' judgements of the value of various parts of YTS schemes. Clearly employment was a major goal for most YTS trainees. At the same time it should be noted that WIC trainees were realistic about their relatively poor chances of gaining employment. This was reflected in their greater desire to be prepared to cope with periods of unemployment than Mode A trainees. It may also be that Mode A trainees were more mature than WIC trainees in their understanding of the options open to them. The results suggest that WIC trainees were more readily influenced by the views of schoolteachers, parents and careers officers than were Mode A trainees. It seems possible, too, that WIC trainees came from home backgrounds that were more financially deprived than Mode A trainees, since the results show that they were more likely to enter YTS because of financial incentives.

### 6.3. College and teaching methods.

#### 6.3.1. The popularity of college.

As will be shown later (section 6.5.1) trainees liked work experience particularly. College was less popular amongst trainees and they were more likely to single out specific aspects for criticism or praise than they were for work experience. Half (50.3%)

of the 855 trainees who answered a question about what they liked most about the scheme (question 19a, appendix 1d) wrote that it was work experience.<sup>4</sup> Against this only eight percent wrote that college was what they liked most.<sup>5</sup> In writing what they liked least only three percent of the 769 who answered wrote that work experience was what they liked least compared with 25% who wrote this about college (question 19b, appendix 1d).<sup>6</sup> As was shown in the previous section, trainees came to the course primarily to make themselves more employable and most agreed that if a job had been available they would not have entered YTS. With this as a main objective it is not surprising that the popularity of the college element suffered compared to work experience.

Table 6.7 summarises the things that the trainees described as being good about college (question 19a) and their criticisms are summarised in table 6.8 (question 19b). Where specific college lessons were praised or criticised a count was made of the types of lesson which were singled out in this way, and this is summarised in Table 6.9.

TABLE 6.7 - Trainees' descriptions of what they liked about college (percentages)	
Specific college lessons *	11.3
Practical work	9.4
Initial training	8.4
Teachers treat you like an adult	1.6
College material is useful at work	1.5
Theory	Less than
Certain teachers	1% each.
* For a more detailed breakdown see table 6.9.	



TABLE 6.8 - Trainees' descriptions of what they disliked about college (percentages)

Specific college lessons*	18.6
Irrelevance to work	8.1
Repetitive Writing/Theory	5.2 each
They treat you just like school	4.7
It repeats things done at school	1.7
Certain teachers	1.4
Inadequate cover of my particular interest	1.3
Practical work	
Poor organisation	
Poor discipline	
Inadequate variety	less than 1%
Teachers think we're stupid	each
Not enough on the vocational area	
Poor resources	

\* For a more detailed break down see table 6.9.

TABLE 6.9 - Praise and criticisms of specific college lessons (unweighted numbers)

	Mode A courses		WIC courses	
	Good	Bad	Good	Bad
An aspect of occupationally specific training	47	12	33	19
Computing	15	6	8	4
Social and Life Skills/ Communications	2	25	6	7
Residentials/trips	7	0	1	4
Sport/leisure activities	6	1	0	0
Induction	1	2	0	1
Health/Safety	0	0	2	0
"Theory"	0	2	0	0
Maths/Numeracy	0	8	4	8

The tables show that practical work, initial training and material useful at work were liked (6.7). Where material was not useful at work, where it involved a lot of writing or was theoretical and repeated things already done at school it was disliked (6.8). Treating trainees like adults and not like school children was appreciated. Aspects of occupationally specific training were singled out the most frequently for praise, along with residential elements or trips, leisure activities and to some extent computing (6.9). Social and Life Skills were decidedly unpopular, as was Maths or numeracy to a lesser extent (6.9). These results further support the point that trainees valued anything they felt directly trained them for employment. Most of the things they disliked fell within the FEU's definition of "core skills" (FEU 1982b) which are the skills not relevant to any one particular occupational area but which are of more general relevance to work.

Looking at the differences between Mode A and WIC courses, WIC trainees were more likely to single out specific college lessons for both praise and blame than were Mode A trainees ( $p < 0.005$ ). Perhaps this indicates that the college element was of greater concern for WIC trainees, who after all spent more time there than did Mode A trainees since their off-the-job training was generally of longer duration (see p. 95 ). Table 6.10 shows other differences between WIC and Mode A trainees.

The best part is practical sessions	A	11%	N=562	
	WIC	4.1%	N=122	p<0.025
The best part is initial training	A	9.6%	N=562	
	WIC	3.3%	N=122	p<0.025
College is often irrelevant	A	7.8%	N=488	
	WIC	1.25%	N=80	p<0.05
College is too much like school	A	4.4%	N=521	
	WIC	11.2%	N=98	p<0.01
College is repetitive	A	5.2%	N=521	
	WIC	11.2%	N=98	p<0.025
I would like more on my particular interest	A	5.7%	N=488	
	WIC	21.25%	N=80	p<0.005

While caution should be exercised in drawing conclusions from the results in table 6.10 since the numbers involved are sometimes low, they suggest that practical and training sessions were valued more by Mode A trainees. This may reflect Mode A trainees' greater expectation of gaining work. A greater percentage of WIC than Mode A trainees felt that they were being treated like children, were given repetitive tasks and wanted to pursue their own interests to a greater extent than was allowed. It may be that WIC teachers' concern for the pastoral care of their charges led them to treat some trainees in a way the trainees felt was condescending. The more broadly based approach may also have made WIC trainees dissatisfied with the lack of opportunity to specialise in their own interests.

However while the results for trainees as a whole support the conclusion that college work was less popular than work experience it is not the case that trainees generally considered college to be without value. Trainees were asked to rate their level of agreement with the statement "I've learned nothing from the college part of

the scheme". As table 6.11 shows, there was very little agreement with this statement. The 30 items in this section (question 16, appendix 1d) were ranked according to the strength of trainees' agreement and the ranking (R) for this item shows that it was the item least agreed with out of all 30 with 73% disagreeing.

It was shown in section 5.11 that teachers' overall estimations of the degree of integration between college work and work experience was that it was only moderate. In their comments teachers tended to be critical of integration and they identified a number of problems they had encountered in trying to improve matters. Trainees' estimation of the usefulness for work of things learned at college was neither particularly high or low, as the second two items of table 6.11 show. About half in both instances agreed that material learned in college was useful at work. WIC trainees were marginally more likely to agree that they had learned nothing from college work. Differences on the other two items (items 2 and 3), while statistically significant, do not show a clear direction of agreement or disagreement: while on item 2 WIC trainees seem to be more likely to agree that college work has been useful at work, on item 3 they seem more likely to agree the opposite. These results are therefore at variance with the findings reported by the FEU evaluation project (FEU 1984a, 1984b discussed in section 3.4.2). The FEU team report that college was extremely popular with Mode B2 trainees (40% of whom were on WIC courses - see table 4.1) and that integration on these courses was far better than on Mode A courses. It is likely that the poor methodology of the FEU project led to a distortion of the picture. It may be, also, that the FEU team placed undue emphasis on the opinions of teachers whom they talked with. As was shown in section 5.13, WIC teachers tended to be more satisfied with their courses than were Mode A teachers, although no clear

differences were found between the two types of teacher in their judgements of the degree of integration achieved (section 5.11).

TABLE 6.11 - Trainees' answers to questions about the college part of the scheme (percentages)

1. I've learned nothing from the college part of the scheme.

	Strongly agree		Strongly disagree			N	M
	1	2	3	4	5		
All	6	12	9	22	51	931	23
Mode A	5	13	9	23	50	600	
WIC	12	9	18	16	45.5	145	
					R=30		
					30	WIC/A p=0.0003	

2. What I've learned from college teachers has been directly useful in work experience.

	Strongly agree		Strongly disagree			N	M
	1	2	3	4	5		
All	22	34	20	13	12	926	28
Mode A	20	33	21	13	12	599	
WIC	31.5	33	14	12	10	143	
					R=15		
					30	WIC/A p=0.0499	

3. A lot of what is taught in college is not useful in work.

	Strongly agree		Strongly disagree			N	M
	1	2	3	4	5		
All	21	17	12	24	26	929	25
Mode A	21	18	11	25	25	602	
WIC	21.5	21.5	19	12	26	144	
					R=22		
					30	WIC/A p=0.0016	

6.3.2. Student-centredness.

It will be recalled that an important purpose of this study is to establish the degree to which the FEU policy of encouraging a student-centred approach to teaching and assessment methods was adopted by the colleges. Teachers were found to be moderately student-centred in a number of respects, although the more specific the items measuring student-centredness became about teachers' actual practices the less teachers endorsed the items (see particularly section 5.5.3). A number of items on the trainee questionnaire were designed to elicit trainees' views on this question. These included items about how much they felt teachers listened to their point of view, the extent to which they felt teachers planned the course according to trainees' needs and the degree to which trainees felt involved in assessment procedures. Trainees were also asked to compare college teachers with schoolteachers. The results are presented in table 6.12.

TABLE 6.12 - Trainees' answers to questions concerning the student-centredness of their teachers (percentages)							
1. Teachers have been very keen to know what we think of the scheme.							
	Strongly agree				Strongly disagree		
	1	2	3	4	5		
All	37	29	18	9	7	N=933	M=21
Mode A	35	31	18	8.5	7	N=605	
WIC	46	29	10.5	6	8	N=143	
				$R = \frac{8}{30}$		WIC/A	p=0.0572

2. Teachers on the scheme have never really tried to find out what I am good at.

	Strongly agree		Strongly disagree			N	M
	1	2	3	4	5		
All	12	16	23	27	22	921	33
Mode A	11	17	24	27	21	596	
WIC	21	12	19	22	25.5	141	

$$R = \frac{25}{30} \quad \text{WIC/A} \quad p = 0.0059$$

3. College teachers are not willing to listen to what we say about the scheme.

	Strongly agree		Strongly disagree			N	M
	1	2	3	4	5		
All	7	10	15	22	46	935	18
Mode A	5	10	14	23	49	609	
WIC	12	12.5	12.5	23	40	144	

$$R = \frac{28}{30} \quad \text{WIC/A} \quad p = 0.0155$$

4. Teachers have tried to make sure that what I learn is suited to my needs.

	Strongly agree		Strongly disagree			N	M
	1	2	3	4	5		
All	22	29	20	13	16	928	
Mode A	19	29	20	14.5	17	602	
WIC	37	23	23	11	6	141	

$$R = \frac{17}{30} \quad \text{WIC/A} \quad p < 0.0001$$

5. Teachers have been keen to know how I think I have been getting on.

	Strongly agree		3	4	Strongly disagree		N	M
	1	2			5			
All	24	32	21	13	10	933	21	
Mode A	23	31	21	13	12	604		
WIC	46	36	8	8.5	2	142		

$$R = \frac{13}{30} \quad \text{WIC/A} \quad p < 0.0001$$

6. I can inspect the records of assessment teachers keep on me if I ask.

	Strongly agree		3	4	Strongly disagree		N	M
	1	2			5			
All	36	16	27	8	13	928	26	
Mode A	35	15	29	8	13	602		
WIC	50	16	19	3	11	141		

$$R = \frac{11}{30} \quad \text{WIC/A} \quad p = 0.0029$$

7. College teachers listen to what you've got to say more than teachers at school

	Strongly agree		3	4	Strongly disagree		N	M
	1	2			5			
All	47	31	12	5	6	945	9	
Mode A	48.5	31	11	5	5	610		
WIC	56	24	8	7.5	4	146		

$$R = \frac{4}{30} \quad \text{WIC/A} \quad p = 0.1918$$

8. College teachers are not strict enough.

	Strongly agree		3	4	Strongly disagree		N	M
	1	2			5			
All	11	15	26	24	24	946	8	
Mode A	10	16	26.5	24	23.5	611		
WIC	15	15	21	19	29	144		

$$R = \frac{26}{30} \quad \text{WIC/A} \quad p = 0.1291$$



The results show that the strongest agreement arose when trainees compared teachers at college with those at school, college teachers being judged to be more likely to listen to them than school teachers (item 7). Generally trainees seem to have been willing to agree that teachers were student-centred. Thus, 66% felt teachers wanted to know what they thought of the scheme (item 1); teachers were keen to know how trainees were getting on according to 56% of trainees (item 5). Most trainees agreed that teachers were willing to listen to their views about the scheme (item 3) and nearly half agreed that teachers tried to find out what they were good at (item 2). The inspection of assessment records was felt to be possible by most (item 6) and most trainees agreed that teachers were strict enough (item 8).

The results make it possible to assess a major hypothesis of the research, which is that teachers on WIC courses would be more student-centred than Mode A teachers (see section 3.3). WIC teachers themselves were shown in Chapter Five to have felt that they were student-centred to an extent significantly greater than Mode A teachers. The results from the trainee questionnaire show that WIC trainees felt that teachers were more student-centred when it came to agreeing that teachers made sure learning was suited to their needs (item 4) that teachers were keen to know how they were getting on (item 5) and that they allowed them to inspect their assessment records (item 6). However, WIC trainees do not appear to see their teachers as more student-centred if only the negative items (items 2 and 3) are considered, where Mode A trainees apparently felt that their teachers tried to find out what they were good at and listened to what they said somewhat more than did the WIC trainees. This apparent contradiction, however, may be due to a greater willingness on the part of WIC trainees to endorse negative statements about

their courses rather than a perception on their part that teachers were less student-centred.

### 6.3.3. Factor analysis.

For the data supplied by teachers the use of a composite score informed by the results of factor analysis enabled further investigation of the student-centredness question to be made. A factor analysis was conducted for the 30 items under question 16 on the trainee questionnaire (see appendix 1d) using exactly the same procedures as for the factor analysis of teacher's replies reported earlier (section 5.7.1). Separate varimax rotations of three, four and five principal component factors were completed. As had happened in the teacher data three factors emerged with some consistency and a 'three factor' solution was judged to provide the best summary. The factor tables produced by the separate rotations of three, four and five factors are presented in appendix 6B. The first three factors in the three factor solution account for 29.4% of the variance in the data and the factors are shown in full in table 6.14. The four factor solution reproduced the three factors with very little change. The rotation of five factors gave evidence of factor "fission" in which factor 3 was lost. Table 6.13 shows this.

TABLE 6.13 - Rotating with different numbers of factors: changes in the amount of variance accounted for (percentages)			
	3 factors rotated	4 factors rotated	5 factors rotated
Factor 1	61.4	20.3	50.3
Factor 2	22.3	14.9	13.6
Factor 3	16.2	55.1	Not present
		(4th factor 9.7% of variance)	(3rd,4th,5th factors 36.1% of variance)

TABLE 6.14 - Factors produced by analysis of 30 items in trainee data (question 16, appendix 1d).

FACTOR 1	Loading
1. Coming on the scheme has made me more hopeful about the future	+0.561
2. The scheme has given me the opportunity to try out a lot of different jobs	+0.559
3. I could apply what I've learned on this scheme to lots of different jobs	+0.52
4. Other people on the scheme generally feel it is a good scheme	+0.499
5. The scheme has given me a chance to develop my practical skills	+0.472
6. What I've learned will be useful even if I don't get a job in the area I was trained for	+0.452
7. As a result of the scheme I've become better at finding things out for myself	+0.431
8. What I've learned from college teachers has been directly useful in work experience	+0.384
9. The scheme has been a waste of time	-0.342
10. The best part of the scheme has been work experience	+0.319
FACTOR 2	
1. Teachers have been keen to know how I think I have been getting on	+0.672
2. We are given plenty of information about job opportunities while we are on the scheme	+0.494
3. Teachers have been very keen to know what we think of the scheme	+0.492
4. Teachers have tried to make sure that what I learn is suited to my needs	+0.46
5. On the scheme I have learned more about how to cope with being unemployed	+0.387
6. The careers advice that I have received from teachers on the scheme has been very helpful	+0.385
7. College teachers listen to what you've got to say more than teachers at school.	+0.331

FACTOR 3.

- |  |        |
|--|--------|
| 1. Work experience is the only good thing about this scheme                            | +0.604 |
| 2. A lot of what is taught in college is not useful for work                           | +0.516 |
| 3. I've learned nothing from the college part of the scheme                            | +0.513 |
| 4. What I've learned from college teachers has been directly useful in work experience | -0.437 |
| 5. If a job had been available I would never have come on this scheme                  | +0.396 |
| 6. The scheme has been a waste of time   | +0.395 |

Factor 1 appears to load items which trainees used to describe their judgement of the overall success of the course. In this respect it is similar to teachers' factor 1. Making them more hopeful about the future (1), giving the opportunity to try out a variety of jobs (2 and 3), learning practical skills (5) and how to find things out for themselves (7) are all gains trainees included in their judgement of success. Other people feeling it is a good scheme (4), feeling that what has been learned will be useful for the future (6) and using college work in work experience (8) are also associated with a successful scheme. Not feeling the scheme to have been a waste of time and liking work experience (9,10) are also involved.

Factor 2 loaded items which are concerned with trainees' perceptions of their teachers' interest in them and their needs; in other words, how student-centred teachers have been. As with the teachers' factor 2, caring what happens to trainees after the scheme has finished by giving adequate information about jobs and advice about how to cope with unemployment was seen as an important part of student-centredness (items 2, 5 and 6). Unlike teachers, however, there is no distinction between this pastoral aspect of

student-centredness and a willingness to organise teaching so that it caters for individual needs. Item 4 refers to individual needs. Listening to trainees' views about the scheme and their progress are important in this factor (1,3,7)

People who responded favourably to items loaded by factor 3 tended to value work experience above college and to feel college material was of little use for work experience (items 1,2,3,4). Such trainees also regarded the scheme as second best to a job (5) and tended to feel the scheme to be a waste of time (6).

#### 6.3.4. Student-centredness - a composite score.

The seven items from factor 2 were included in a measurement of student-centredness whereby a score was created by adding ratings for the seven items together. The factor analysis was judged to have provided confirmatory evidence about the validity of those items judged to give an indication of student-centredness. STCENT2, as the score was called, measures the degree to which teachers were judged to be student-centred according to the trainees. It has a maximum score of 35 indicating a high degree of student-centredness and a minimum of 7, indicating a low degree of student-centredness. The distribution of the score over the sample is shown in table 6.14.

TABLE 6.14 - Distribution of STCENT2 score over sample of trainees (percentages)					
	Low student centredness			High student centredness	
	7-18	19-23	24-26	27-35	
All	21.4	28.1	24.4	26.1	N=823
Mode A	23.3	28.4	24.4	24.0	N=542
WIC	10.2	19.5	18.6	51.7	N=118
WIC/Mode A $p < 0.0001$					
Mean for all = 23					

The results show that WIC trainees clearly felt that their teachers were more student-centred than did Mode A trainees. In this respect, then, trainees were in agreement with their teachers and the hypothesis expressed in section 3.3, to the effect that the FEU approach would be more in evidence in WIC courses, is supported.

A number of other variables were examined to see whether they were associated with variation in the STCENT2 score. Variables where no significant differences was found ( $p > 0.05$ ) were as follows.

1. Whether the course led to an examination qualification.
2. Geographical location of scheme
3. Unemployment rate in local area
4. Size of college
5. Whether college was general or covered a specialist area.

Variables where a statistically significant difference ( $p < 0.05$ ) was found were as follows:

1. Girls more than boys felt teachers were student-centred  
( $p=0.0161$ )
2. Trainees with no examination qualifications felt teachers were student-centred more than trainees with some qualifications ( $p<0.0001$ )
3. Trainees without a job to go to felt that teachers were student-centred more than those who had found a job  
( $p=0.0243$ )

Mode A courses were far more likely than WIC courses to lead to an examination qualification so it is surprising to see no difference in student-centredness reported by trainees on courses leading to an exam from those on courses not leading to an exam. Girls more than boys tended to follow courses in areas where subject matter often focussed on interpersonal relationships (eg: caring, personal services, sales - see section 5.4.1) and it may be that the teachers of these courses cared more about interpersonal relationships with trainees than did teachers on other courses. Trainees with no examination qualifications at the start of YTS and without a job to go to at the end of YTS were more likely to be found on WIC than Mode A courses, which could explain why these trainees found their teachers to be more student-centred.

#### 6.3.5. Skill transfer

It was shown in Chapter Five (5.6.5) that teachers had a fairly high degree of sympathy with the notion of teaching for skill transfer. At the same time they rated the influence on their teaching of the Institute of Manpower Studies (IMS), the

organisation that introduced the concept to the MSC's policy for the YTS curriculum, as being low. While exhibiting a general degree of sympathy with the idea they were less in agreement when asked whether they actually took steps to teach for skill transfer. In order to discover trainees' views on this issue, a number of items on the trainee questionnaire were designed to see whether they felt the skills they were learning were transferable and whether their courses were organised in such a way as to encourage skill transfer. Table 6.15 shows the results.

TABLE 6.15.- Trainees answers to items concerning skill transfer (percentages)

1. I could apply what I've learned on this scheme to lots of different jobs.

	Strongly agree				Strongly disagree	
	1	2	3	4	5	
All	22	38	19	12	9	N=940 M=14
Mode A	19	40	20	12	9	N=608
WIC	31	23	24	14	8	N=143

Rank =  $\frac{11}{30}$  WIC/Mode A p=0.0018

2. The scheme has given me the opportunity to try out a lot of different jobs.

	1	2	3	4	5	
All	28	27	15	15	15	N=924 M=25
Mode A	24	27	16	17	15	N=599
WIC	44	25	14	8	9	N=144

Rank =  $\frac{16}{30}$  WIC/Mode A p<0.0001



3. What I've learned will be useful even if I don't get a job in the area I was trained for.

	1	2	3	4	5		
All	43	31	11	7	8	N=924	M=30
Mode A	42	31	11.5	7	9	N=598	
WIC	44	34	14	4	3.5	N=141	

$$\text{Rank} = \frac{6}{30} \quad \text{WIC/Mode A } p=0.1412$$

Nearly two thirds of trainees agreed that they could apply what they have learned to a lot of different jobs (item 1) and there was a similar level of agreement that they had been able to try a lot of different jobs (item 2). On both these items WIC trainees scored higher than Mode A trainees. Their courses, as was shown in the previous chapter , were often designed in order to give trainees the opportunity to try out several different occupations in order to help them make decisions about career directions. It is likely that this is behind their higher ratings of items 1 and 2.

Item 3 might be judged to relate to skill transfer only marginally, since a trainee might have agreed with this statement for reasons other than that the skills he or she had learned were transferable. For example, a trainee might have felt, simply, that any form of work experience would be useful regardless of skill content. Nevertheless, the level of agreement that what had been learned would be useful regardless of whether the trainees got a job in the area trained for is high. This suggests that trainees may have seen some reward for being on a YTS course even if it was not a route to a job in the area for which they were being trained.

### 6.3.6. Commentary

It was shown earlier (6.2.3) that most trainees entered YTS seeing it as a route to a job by increasing their employability. This perspective is likely to have led to the results reported in 6.3.1, to the effect that they valued work experience above their college work and to value those parts of college work that (in their view) directly prepared them for work. Other elements of the courses, such as core or Social and Life Skills, were valued less. Thus trainees had a markedly different perspective from their teachers who, on the whole, were shown (in 5.12.3) to be quite critical of the quality of work experience and who, it might be assumed, felt the teaching of core skills to be valuable. It should be noted, however, that most trainees were unwilling to agree that college work was a waste of time.

Trainees' relative lack of enthusiasm for college clearly presents a problem for college teachers. In the last chapter it was shown that many aspects of the MSC's policy aimed to make trainees perceive the relevance of off-the-job training by encouraging work based learning were not being implemented in the courses. Thus Managing Agents were often failing to ensure proper liaison between providers of work experience and college teachers; work based assignments were rarely given to trainees and participation by employers in training was frequently judged to be poor by teachers. If these measures to encourage work based learning were to become more widely implemented in future years of YTS provision it would be reasonable to expect trainees' views of off-the-job training in college to change.

WIC trainees appear to have been more concerned about the quality of off-the-job training in college than were Mode A

trainees, no doubt because they spent more time on this. Some dissatisfaction with being treated like children and not being allowed to follow their interests was evident. There was no marked difference between WIC and Mode A trainees in the extent to which they felt integration between work experience and college was occurring. These findings contradict those of the evaluation of YTS in the colleges conducted by the Further Education Unit.

Trainees tended to feel that their teachers were willing to listen to their views and cater for their interests. In particular, most felt that college teachers were better at this than school teachers. However, there were differences between WIC and Mode A trainees in the extent to which they felt teachers adopted a student-centred approach. When scores from appropriate items were combined together trainees were shown to endorse their teachers' view that WIC teachers were more student-centred than Mode A teachers. This provides further support for a major hypothesis of this study, to the effect that FEU policies promoting a student-centred approach would be more in evidence on WIC rather than Mode A courses.

#### 6.4. Progression and preparation for the future.

##### 6.4.1. Trainees' views: rating of statements.

An important function of YTS, according to the MSC, would be to provide a bridge between school and work. It was shown in Chapter Five that teachers and course organisers sought to provide opportunities for progression to further education and training by planning a large number of YTS courses to lead to recognised qualifications, which would enable entry to other FE courses.

However, teachers' views about the employment prospects for trainees varied a great deal. In particular WIC trainees were seen as having poorer prospects of getting a job than Mode A trainees.

A number of items in the trainee questionnaire were designed to examine the views of trainees about the extent to which they were being prepared for the future. The quality of the careers advice received and the extent to which the course made them generally hopeful about the future were examined. They were also asked whether the scheme had prepared them for unemployment. (As was shown in 5.8.2 most teachers were willing to agree that preparation for unemployment was important, but fewer of them agreed that they took steps to achieve this). Trainees were also asked about their willingness to undertake further education and training. The results are shown in table 6.16.

TABLE 6.16 - Trainees' level of agreement with statements concerning progression from and preparation for leaving YTS. (percentages)

1. The careers advice that I have received from teachers on the scheme has been very helpful.

	Strongly agree				Strongly disagree	
	1	2	3	4	5	
All	14	37	17	16	16	N=938 M=16
Mode A	12	38	15.5	17	17	N=605
WIC	29	33	20	9	9	N=143

Rank =  $\frac{19}{30}$

WIC/Mode A  $p < 0.0001$

2. Coming on the scheme has made me more hopeful about the future.

	1	2	3	4	5		
All	33	33	14	10	11	N=937	M=17
Mode A	32	32.5	14	10	12	N=603	
WIC	37	26	20	9	8	N=145	

$$\text{Rank} = \frac{9}{30} \quad \text{WIC/Mode A } p=0.1052$$

3. I would like more education and training when this scheme is over.

	1	2	3	4	5		
All	34	20	20	10	16	N=935	M=19
Mode A	35	19	19	10	17	N=604	
WIC	31	21	23	10	16	N=145	

$$\text{Rank} = \frac{14}{30} \quad \text{WIC/Mode A } p=0.8168$$

4. I expect I will be unemployed when I leave this scheme.

	1	2	3	4	5		
All	17	13	25	12	33	N=926	M=28
Mode A	16	11	23	13	37	N=600	
WIC	29	18	20.5	11	22	N=146	

$$\text{Rank} = \frac{24}{30} \quad \text{WIC/Mode A } p=0.0001$$

5. On the scheme I have learned more about how to cope with being unemployed.

	1	2	3	4	5		
All	12	11	21	16	40	N=909	M=45
Mode A	10	10	21	16	43	N=587	
WIC	23	21	28	12	15.5	N=142	

$$\text{Rank} = \frac{27}{30} \quad \text{WIC/Mode A } p=0.0001$$

6. We are given plenty of information about job opportunities while we are on the scheme.

	1	2	3	4	5		
All	18	17	16	18	31	N=921	M=33
Mode A	17	15	15	18	34	N=595	
WIC	33	23	17	11	16	N=139	

$$\text{Rank} = \frac{23}{30} \quad \text{WIC/Mode A } p < 0.0001$$

The table shows that about half the trainees agreed that the careers advice given was helpful (item 1) with the WIC trainees expressing this more strongly than Mode A trainees. This is probably because WIC trainees received more advice because, as item 6 shows, they were much more likely than Mode A trainees to feel that information about job opportunities had been plentiful. Mode A trainees, in a number of cases, were either already assured of a job or were aiming at a particular one in a particular firm, so would be less likely to be interested in information about other opportunities.

Most trainees felt the scheme had made them more hopeful about the future (item 2). Many trainees viewed further training or education in a favourable light (item 3). However, as was shown in Chapter Five, in the opinion of teachers job prospects were not uniformly good for YTS trainees since WIC trainees were judged to have poorer chances. Trainees evidently knew this, as their replies to item 4 suggest, with WIC trainees (as did their teachers) rating their chances of getting a job lower than Mode A trainees. Being taught how to cope with unemployment, however, had evidently not been the experience of most trainees (item 5) although here WIC trainees were probably better prepared since their teachers regarded such preparation as a high priority (see section 5.8.2, table 5.19) and the WIC trainees agreed that this was the case.

#### 6.4.2. Trainees' views: written comments.

It was shown in section 6.2.3 that for most trainees a powerful reason for entering YTS was to get experience that would improve their chances of getting a job. This was reflected in some of the written answers given to a question about what they liked most about

the scheme (question 19a appendix 1d), where 48 of the 855 answering wrote that it gave them more experience for use in job applications. Worry about the future was evident in answers to some of the other questions requiring written comment. When asked what they liked least about the scheme (question 19b) 19 of the 769 answering argued that the scheme should guarantee a job. This same point was made by 30 of the 725 trainees answering a question about how the scheme could be made better (question 19c).

Trainees were also asked what they hoped to do after completing the scheme (question 19d). Replies are summarised in table 6.17.

Get a job in the area of work for which I am being trained.	46.2
Get any job.	26.1
I already have a job in the area for which I am being trained.	9.1
Full time education in the area for which I am being trained.	6.8
I want a job outside the area for which I am being trained.	2.5
I want a job with day release.	2.4
Work or full time education.	1.9
Don't know.	1.7
Self employed.	1.5
Got a job (unspecified)	
Travel	
The dole is next.	less than 1.0% each
	N=879

The table shows that getting a job of some sort, whether in the area for which they were being trained or not, was by far the most important goal for trainees. More education or training was regarded as much less important. A small number found their experience on YTS to be such that they did not want a job in the area for which they were being trained.

Table 6.18 shows differences between WIC and Mode A trainees in the answers they gave to the question about what they wanted to do after their YTS course was over.

Table 6.18: Differences between WIC and Mode <sup>A</sup> trainees in what they want to do after YTS.			
Trainees' comments	WIC	Mode A	Level of significance
(percent)			
WIC more than Mode A			
Get any job	38.8	24.1	p < 0.005
Don't know	6.9	1.4	p < 0.005
Mode A more than WIC			
Get a job in the area for which I am being trained	31	47.1	p < 0.005
I already have a job in the area for which I am being trained	2.6	11.4	p < 0.005

The results in this table show that Mode A trainees were more likely to have a specific job area in mind than WIC trainees, no doubt reflecting the narrower vocational focus of Mode A courses. WIC trainees were less likely to know what they expected and Mode A trainees were more likely already to have jobs.



#### 6.4.3. Commentary.

An underlying aim of government policy in providing YOP and YTS was to counter the potentially damaging effects of unemployment on young peoples' morale. The finding that most trainees were more hopeful about the future as a result of their scheme should therefore be seen as encouraging for the government.

College teachers may be encouraged by the finding that most trainees regarded the careers advice they received as being good. However, given that many YTS trainees on whatever type of course would be likely to experience periods of unemployment it is a serious omission that preparation for unemployment was not reported by most trainees. The finding is in accord with what teachers reported, that while most had sympathy with the idea that preparation for unemployment should be a part of the course, they were less likely to agree that they themselves taught about this subject.

Most trainees wanted jobs at the end of the course and this is in accord with the aims which most trainees had when entering YTS. However, while full time education or training was a less popular option compared with getting a job, it does seem that some form of this would be welcomed by a majority of trainees.

WIC trainees were realistic about their job prospects feeling that they were less likely to get jobs. Where they recorded a desire for a job they were less likely to want it in a specific occupational area. They were also more likely not to know what would happen to them at the end of the course. In the light of this it may be seen as appropriate that these trainees were more likely than Mode A trainees to agree that they received good careers advice and were more likely to receive preparation for unemployment.

The strong desire for work on the part of trainees and an unwillingness on the part of teachers to disappoint trainees or otherwise affect their motivation may be the reason why preparation for unemployment was not particularly widespread. Teachers in vocational areas were unlikely to have had experience of such work and it is likely that teachers in General Studies departments, through their experience in providing YOP courses, would have had more experience of preparing young people to cope with unemployment. The ideas of the Institute of Manpower Studies (IMS 1983a) concerning this area deserve consideration by college teachers. IMS suggest that as well as stressing that vocational skills might be transferred to leisure or do-it-yourself activities, trainees should also be taught their welfare rights.

#### 6.5. Work experience.

##### 6.5.1. Trainees' experience of work placements.

The MSC Guidelines on work experience (MSC 1982c) show that the MSC was concerned that trainees receive appropriate supervision and support while on work experience. One way in which this could be provided was through the assignation of a person in the work place to whom trainees could turn for help or advice. Another was through monitoring visits by other staff on the scheme. The survey shows that the first of these generally happened but not the second. Eighty one per cent of trainees reported being assigned a named supervisor while on work experience. A further three per cent reported that this happens only on some placements and 15% said they had no one. This is an improvement on the state of affairs found to exist on YOP in 1981/82 where, as Bedeman and Courtenay report, 50%

or less of the YOP students had someone they could talk to about job seeking (50%), training (47%) or personal problems (38%) while on work placement. On the other hand, quite a large proportion of trainees were not visited at all by teachers from the college although trainees on WIC courses tended to receive more visits than Mode A trainees (table 6.18).

TABLE 6.18 - Trainees' reporting of the frequency with which they were visited by college staff (percentages)			
	All	Mode A	WIC
Once a day	3	2.3	4.4
Once a week	6	4.0	21.5
Once a month or longer	32	29.7	52.6
Never	59	64.0	21.5
	N=920 M=34	N=596	N=135
WIC/Mode A $p < 0.0001$			

It is likely that Mode A trainees were visited by representatives of Managing Agents (since this is one of the responsibilities of Managing Agents) and this may have made up for the lack of visits by college teachers.

The teacher survey showed that off the job training sessions rarely happened on employers' premises (5.12.1), contrary to the hopes expressed by Holland (1982a). However, data from the trainee survey shows that some form of training or education on employers' premises occurred in the majority of schemes (table 6.19)

TABLE 6.19 - Trainees' reporting of where training or education sessions happened (percentages)			
	All	Mode A	WIC
All at college	33	33	44
All at work placements	3	2.1	2.8
Some at college, some at work	64	64	52.5
Other	1	0.9	0.7
	N=944 M=10	N=611	N=141
		WIC/Mode A p=0.0836	

It should, however, be noted that a third of trainees reported no education or training sessions on employers' premises and that this conflicts with the MSC's requirement that employers provide some of the training.

#### 6.5.2. The popularity of work experience.

The surveys of course organisers and teachers showed that these staff had more criticisms than praise to make of the employers' provision for YTS (5.12). Results from the survey of trainees, however, demonstrate quite clearly that any inadequacies in provision were outweighed by the overwhelming popularity of this element amongst trainees.

Table 6.20 shows responses to questions asked of all trainees concerning work experience. The first item shows a very high level of agreement that work experience, for them, was the best part of the scheme, although there was less agreement that it was the only good thing about the scheme, especially with Mode A trainees.

TABLE 6.20 - Trainees' answers to questions about the value of work experience (percentages)

1. The best part of the scheme has been work experience.

	Strongly agree		Strongly disagree			N	M
	1	2	3	4	5		
All	56	25	10	5	4	932	22
Mode A	56.2	27.1	8.9	4.5	3.2	608	
WIC	47.2	23.6	8.3	7.6	13.2	144	

$R = \frac{2}{30}$  WIC/Mode A  $p < 0.0001$

2. Work experience is the only good thing about this scheme.

	Strongly agree		Strongly disagree			N	M
	1	2	3	4	5		
All	22	18	18	24	18	932	22
Mode A	21.1	18.4	18.1	24.4	17.9	604	
WIC	26.9	20.0	15.9	16.6	20.7	145	

$R = \frac{21}{30}$  WIC/Mode A  $p = 0.2046$

The popularity of work experience was supported by the written comments on trainees' questionnaires. When asked "What have you liked most about the scheme?" for 50.3% of the 855 trainees answering the question it was work experience. When asked "What have you liked least about the scheme?" only three percent of the 769 answering identified work experience.<sup>8</sup> When asked to describe what they thought of work experience (question 19e appendix 1d), 78.6% indicated that they thought it was good, using terms such as "Very good," "Excellent," "Quite good" and "Great."<sup>9</sup>

The very high degree of popularity of work experience that these results demonstrate might be regarded as difficult to reconcile with teachers' criticisms of employers' contributions to YTS. It was shown in the previous chapter that Managing Agents were

sometimes a barrier to attempts to integrate work experience with the rest of the programme. The results reported in this section show that not all employers fulfilled their training obligations. These findings imply that work experience, in many instances, may not have been of good quality. Trainees' persistence in the face of these things in regarding work experience very favourably can probably be explained by the fact that work experience provided them with something that they perceived to be very close to a proper job. Several aspects of the survey results support the impression that trainees largely judged YTS in terms of its efficacy in improving their chances of getting a job. This is shown by trainees' answers to a number of items concerning what they felt they had learned from the YTS course as a whole (presented in a later section - see table 6.26, section 6.7.1). Items concerning learning from work were ranked very highly compared to other items. Thus being better at doing a job (R=1), getting on with others at work (R=2), working out solutions to problems at work (R=4) and learning about the world of work (R=5) were ranked highly compared to most other items. These results may be examined in conjunction with those reported earlier about trainees' expectations of YTS where it was shown that improving employability was a major incentive for trainees to enter the scheme (table 6.5, section 6.2.3). Most trainees also agreed (table 6.4) that they regarded the scheme as second best to gaining a job. It is hard to avoid the conclusion that the popularity of work experience was due to it being seen as that part of YTS which offered experiences that were closest to those associated with having a job.

Trainees offered a variety of comments in answer to question (appendix 1d) as to what they gained from work experience and why they thought it was so good. These tend to support the argument

expressed above. The results are presented in table 6.21. Learning more about the particular line of work is most frequently mentioned. Learning to get on with others as well as simply the experience of doing a job was also seen as valuable, but was subsidiary to the main reasons which were to do with increasing job experience and employability.

TABLE 6.21 - Reasons trainees give for liking work experience (percentages)	
	Percent
Learned more about doing the job for which you are being trained/a good grounding in the trade	15.6
It gives work experience you can write in a job application	5.5
It gets you used to working	5.0
Other people at work were helpful/friendly	4.7
Its just like doing a real job	4.4
It helped you cope with other people	3.6
There was lots of variety	2.1
It gives you more confidence	1.8
It helps you decide what you want to do	1.5
You can mix with people	1.4
The initial training is good	1.2
You can prove yourself to others, its what I always wanted to do, you learn a lot, its a chance to gain experience	less than 1% each
	N=725

On the other hand, a minority of trainees had criticisms to make of work experience and some of those liking it also had criticisms to make. These are shown in table 6.22 and most frequently concerned repetition, the lack of money and being given menial tasks.

TABLE 6.22 - Trainees' criticisms of work experience (percentages)	
Repetitive/periods of nothing to do	5.7
Its cheap labour/we should be give more money	4.3
We were treated "like children", given menial tasks	4.0
It was poor/rubbish	2.8
There's a stigma attached to being a YTS trainee, its not useful if you get a job outside that area, its not well planned, there should be more on my particular interest, there should be more variety of placements, other workmates were not helpful, I learned little, I got given jobs outside the area being trained for.	less than 1% each
N=725	

The data reported in tables 6.21 and 6.22 was also examined to see if there were significant differences between the perceptions of WIC and Mode A trainees. There were three categories of comment which showed a difference, as table 6.23 shows. These suggest that WIC trainees were less convinced of the value of work experience than were Mode A trainees.



TABLE 6.23 - Differences between WIC and Mode A trainees in their perceptions of work experience (percentages)

	Mode A	WIC	
Work experience was good	79.2	69.1	p < 0.025
It was good in some respects, bad in others	1.3	9.3	p < 0.005
	N=475	N=97	

6.5.3. The popularity of work experience above college: a composite score

The factor analysis reported in section 6.2.3 showed a strong association between responses to items that enabled trainees to compare college work with work experience. This is reflected by the fact that factor 3 (see table 6.14) was found to consist of six items that together enabled trainees to express a comparative rating of the two aspects of the scheme. With suitable coding changes for negatively worded items, these six items were combined into a score named POPSCORE, where a high rating (maximum possible 30) meant that a trainee felt that work experience was better than college, a low rating (minimum possible 6) indicated an absence of this feeling. The distribution of POPSCORE over the sample is shown in table 6.23.

TABLE 6.23 - Distribution of POPSCORE score over sample of trainees (percentages)

POPScore	Work experience less popular than college			Work experience more popular than college	
	6-12	13-15	16-19	20-30	
All	23.7	21.9	25.9	28.6	N=823
Mode A	24.7	21.4	24.7	29.2	N=542
WIC	16.1	16.1	34.7	33.1	N=118
Mean for all = 16.53			WIC/Mode A p=0.0347		

The table shows that WIC trainees were slightly more likely than Mode A trainees to value work experience above college. This finding seems to contradict that expressed in tables 6.23 and 6.20 where WIC trainees appeared less likely to value work experience than Mode A trainees. The explanation may lie in the fact that POPSCORE does not measure trainees' absolute evaluations of one element or another, but rather measures trainees' comparative judgements as to the value of the two elements.

A number of other variables were examined to see whether they were associated with variation in POPSCORE. Variables where no statistically significant difference in POPSCORE was found ( $p > 0.05$ ) were as follows:

1. Whether the course led to an exam.
2. Whether trainees had educational qualifications
3. Whether trainees had found a job or not.
4. Geographical location of the scheme.
5. Unemployment rate in local area.
6. Size of college.

Variables where a statistically significant difference ( $p < 0.05$ ) was found were as follows.

1. Girls were more likely than boys to value work experience over college ( $p=0.0044$ )
2. The lower the prospect of a job (as rated by course organisers) the more likely the trainee was to value work experience over college ( $p < 0.0001$ ).

3. In agricultural colleges the valuing of work experience above college was less marked than in general subject colleges ( $p < 0.0001$ )

It should be noted that WIC trainees have been shown to have had lower prospects of jobs than Mode A trainees and this may explain why trainees with low job prospects were more likely to value work experience over college. However, WIC trainees were also less likely to be on a course leading to an examination, to have educational qualifications or to have found a job and none of these things were significantly associated with variations in POPSCORE. On the whole, the relationship between the variables and POPSCORE was not strong except where agricultural colleges were compared with general subject colleges.

#### 6.4.4. Commentary.

In spite of the criticisms which the teachers made of employers' contribution to YTS the provision of a supervisor to whom trainees could turn to for help and advice while at work was more frequent on YTS than in YOP. However, college teachers appear to have done little monitoring of trainees' progress by visits to them while on work experience. This was particularly the case for Mode A trainees who probably, however, received visits from other staff associated with the YTS course. However, one fifth of WIC trainees reported never having been visited by college staff and, since Managing Agents were not involved in such courses, it may be that no visits were made by any adults to this group of trainees. Clearly this is not in accord with MSC policy. The situation on Mode A courses underlines the point that Managing Agents too often stood

between teachers and employers. This point has been made in other studies of YTS (see section 3.4.2) as well as in the previous chapter (p. 167). This provides further support for the idea of programme review teams to ensure better integration of off the job training with the work experience element.

Whatever the deficiencies of the employers' provision - and trainees reported that in one third of cases no training or education sessions were given by employers - work experience was very popular indeed amongst trainees. While a few criticisms of doing menial or repetitive work were made, it is clear that trainees' evaluations of work experience were at variance with those of their teachers who were shown to be more critical. The popularity of work experience lends strong support to a general theme of MSC policy, that basing learning in the work place could provide a powerful means of motivating young people to learn. Because, as was shown in the previous chapter, many aspects of MSC policy designed to promote work based learning were not being carried out or were not having the effects desired, it still remains to be confirmed that YTS can provide opportunities for work based learning on a very large scale.

Comparing WIC and Mode A trainees as far as the popularity of work experience is concerned reveals a somewhat contradictory or uncertain picture. Examining individual items from the questionnaire seems to suggest that WIC trainees were slightly less enthusiastic than Mode A trainees about work experience. However, POPSCORE produces a result that suggests WIC trainees valued work experience above college more than did Mode A trainees. It was suggested that the answer to this apparent contradiction lay in the fact that the individual items measure the absolute value which trainees placed on work experience, whereas the composite score concerned only its

comparative value with the value of college. If this is the case, then the results reported by the FEU evaluation team (FEU 1984a,b) to the effect that Mode B2 trainees (who are 40% WIC) valued college more than did Mode A trainees might tentatively be supported. However, this support would have to be tempered with the consideration that WIC trainees were also more likely to prefer work experience above college than were Mode A trainees.

## 6.6. Money and conditions.

### 6.6.1. Trainees' views.

During the year under consideration, YTS trainees received £25.00 per week, plus any travel expenses above £4.00 from the MSC. If they had been first year apprentices (and many YTS schemes counted as this) in most trades they would have received more. However, the £25.00 was slightly more than would have been available to most trainees under social security regulations, which in that year would have given most of them £22 per week. Of 855 trainees answering question 19a (appendix 1d) only 2.8% wrote that the money was the best part about the scheme.<sup>10</sup> However, 26.7% of the 769 answering question 19b (appendix 1d) felt that the low amount of money was what they least liked about the scheme.<sup>11</sup> When asked how the scheme could be improved 47.7% of the 725 answering the question (19c appendix 1d) said that more money would help.<sup>12</sup> Clearly, then, there was widespread dissatisfaction with the amount of money trainees earned.

WIC trainees did not feel lack of money to be as much of a problem as Mode A trainees. Twenty nine percent of Mode A trainees

said lack of money was the least liked aspect of the scheme, but only 7% of WIC trainees mentioned this ( $p < 0.005$ )<sup>13</sup>. Sixty percent of Mode A trainees felt the scheme would be improved by more money, but only 30% of WIC trainees wrote this ( $p < 0.005$ )<sup>14</sup>. Several things may explain why WIC trainees were less likely to complain about the lack of money: WIC trainees were likely to have lower expectations of their earning power because they knew they were less likely to get jobs. They were probably also less likely to compare themselves with people in jobs and certainly less likely to feel they were doing the same work as apprentices since none of their courses counted towards an apprenticeship. It may be, also, that they came from less privileged backgrounds than did Mode A trainees and £25.00 therefore seemed a greater sum.

When asked what they felt was the least liked aspect of the scheme (question 19b) there were 91 complaints that were not to do with money but were to do with other aspects of working conditions. Forty-four were complaints about excessively long hours, with 20 of these referring specifically to college and eight to work experience. Difficulty in travelling to work or college was mentioned by 20, this usually being a problem of distance. Eighteen were dissatisfied with the way in which payment was organised and four of these made it clear that they wanted their "wages" to be paid in a manner similar to a normal worker. Eight complained of a lack of holiday time and one that hours were too short.<sup>15</sup>

#### 6.6.2. Commentary.

Clearly lack of money was a matter for keen resentment amongst YTS trainees. However, this is not a matter which MSC policy can change since the level of the allowance is determined by the

Government. If critics such as Short (1982a) are right in their claim that YTS has been used by the Government as a device to lower wages for 16-19 year olds, it is clear that this aspect of government policy was most unpopular with the trainees. The survey contains no evidence as to whether this dissatisfaction affected other ways in which trainees evaluated their experience of YTS. It may be speculated that resentment could affect their willingness to see the scheme as worthwhile.

The wish of some trainees that their allowance be paid in a manner similar to the payment of wages to employees may be one aspect of a general desire to enter the adult world of work. Being paid "wages" rather than an "allowance" may help trainees in making this transition and the proposal therefore deserves serious consideration by scheme organisers.

#### 6.7. The success of the scheme.

An important aim of MSC and, indeed, of government policy was to ensure that the young people on YTS should feel that the scheme was worthwhile. In Chapter One it was shown that the provision of YOP and YTS for unemployed youth was influenced by a desire to avoid the sort of disaffection that might lead to serious challenges to the social order. Clearly it was important for providers of YTS that trainees felt the schemes that they entered were not a waste of time, that they were well taught and they might lead to somewhere else but the dole queue.

6.7.1. Trainees' views: specific items.

A number of questions were asked of trainees that related to their perception of the success of the schemes in achieving these things. Results obtained from these are shown in table 6.25..

TABLE 6.25 - Trainees' perceptions of the success of YTS (percentages)

1. The scheme has been a waste of time.

	Strongly agree					Strongly disagree	
	1	2	3	4	5		
All	8	10	12	19	52	N=937	M=17
Mode A	7	9.5	12	20	51	N=606	
WIC	16	15	9	22	37	N=143	

$$R = \frac{29}{30} \quad \text{WIC/A } p=0.0005$$

2. Other people on the scheme generally feel it is a good scheme.

	1	2	3	4	5		
All	15	30	25	17	13	N=933	M=21
Mode A	13	29	25	18	15	N=602	
WIC	26	30	24	12.5	8	N=144	

$$R = \frac{20}{30} \quad \text{WIC/A } p=0.0008$$

3. I prefer this scheme to my last year at school

	1	2	3	4	5		
All	41	20	14	9	16	N=939	M=15
Mode A	40	22	14	9	15.5	N=607	
WIC	53.5	14	19	4	9	N=144	

$$R = \frac{10}{30} \quad \text{WIC/A } p=0.0011$$



4. I would have liked school to have taught me more about what work is like.

	1	2	3	4	5		
All	54	25	13	3	5	N=944	M=10
Mode A	52	27	13	4	4	N=610	
WIC	59	23	10	4	5	N=146	

$$R = \frac{3}{30} \text{ WIC/A } p=0.4866$$

The table shows that most trainees did not feel that their scheme had been a waste of time (item 1). However, trainees might have been unlikely to agree that they had been wasting their time even though they might have felt the scheme was a poor one. They were therefore asked to report on what they thought other trainees felt. The results show that less than half thought that the others felt it to be a good scheme (item 2). Although less than half disagreed with the statement as well, the low ranking (20th out of 30) indicates that trainees were less likely to agree with this item than with most others.

One of the themes evident in many of the MSC statements discussed in Chapters One and Two was that the schools had failed the low achiever in the past and that the more practical and work based approach of YTS courses would appeal to trainees more than school offerings. The results support this to some extent since over 60% of trainees preferred the scheme to their last year of school, with the views of WIC trainees being particularly supportive of the point (item 3). There was a high level of agreement by trainees that they should have been taught more about work while at school (item 4).

The results presented in table 6.26 show trainees' comparative ratings of several things that they might have been expected to have learnt from YTS. Table 6.27 makes this clearer by presenting the same nine items that trainees were asked to rate in order of their

importance as dictated by trainees' ratings, and by separating the results for Mode A and WIC trainees.

TABLE 6.26 - Trainees' estimations of what they have learned from the scheme (percentages)									
		Strongly agree			Strongly disagree				
		1	2	3	4	5			
1. I have learned more about computers	All	31	19	10	8	32	N=935	M=19	
	Mode A	28	19.5	11	7.5	33.2	N=607		
	WIC	37	17	13	11.5	21	N=139		
R=8 WIC/Mode A p=0.0235									
2. I have learned more about how to get on with other people at work	All	49	31	10	4	6	N=943	M=11	
	Mode A	49	29.5	10	4	7	N=611		
	WIC	60	27	6	3.5	3.5	N=144		
R=2 WIC/Mode A p=0.081									
3. I'll be better at doing a job	All	53	31	9	4	3	N=936	M=18	
	Mode A	52	32	9	4.5	3	N=607		
	WIC	42	36	12	4	5	N=140		
R=1 WIC/Mode A p=0.1889									
4. I am better at Maths	All	10	20	25	15	30	N=941	M=13	
	Mode A	8	19	24	15	34	N=610		
	WIC	23	22	18	13	24	N=142		
R=9 WIC/Mode A p<0.0001									
5. I am better at communicating with other people	All	41	34	13	5	7	N=942	M=12	
	Mode A	43	32	13	5	8	N=611		
	WIC	44	30	13	6	6	N=142		
R=3 WIC/Mode A p=0.8746									
6. I'll be more likely to get a job	All	32	33	21	6	7	N=925	M=29	
	Mode A	35.5	33	21	6	5	N=598		
	WIC	19	28	29	9	15	N=144		
R=7 WIC/Mode A p<0.0001									
7. I've learned more about the world of work	All	37	36	14	7	7	N=940	M=14	
	Mode A	35	37	14	7	7	N=609		
	WIC	39	28.5	18	6	8	N=144		
R=5 WIC/Mode A p=0.354									

8 I can work out solutions to problems at work	All	31	44	16	5	4	N=936	M=18
	Mode A	30.5	44	15	5	5	N=607	
	WIC	36	25	27	6	6	N=143	
R=4 WIC/Mode A p=0.0003								
9.I am better at learning things	All	34	36	18	6	6	N=937	M=16
	Mode A	33	36	19	6	7	N=608	
	Wic	39	33	19	6	2	N=144	
R=6 WIC/Mode A p=0.2115								

TABLE 6.27 - What trainees have learned from the course in order of importance

All	WIC	Mode A
I'll be better at doing a job	I have learned more about how to get on with people at work	I'll be better at doing a job
I have learned more about how to get on with other people at work	I'll be better at doing a job	I have learned more about how to get on with other people at work
I am better at communicating with other people	I am better at communicating with other people	I am better at communicating with other people
I can work out solutions to problems at work	I am better at learning things	I can work out solutions to problems at work
I've learned more about the world of work	I've learned more about the world of work	I've learned more about the world of work
I am better at learning things	I can work out solutions to problems at work	I am better at learning things
I'll be more likely to get a job	I have learned more about computers	I'll be more likely to get a job
I have learned more about computers	I'll be more likely to get a job	I have learned more about computers
I am better at maths	I am better at maths	I am better at maths

It has been shown (6.2.3) that trainees brought to YTS a perspective that involved seeing the scheme as second best to a job. When trainees entered the scheme they did so largely because they wanted to improve their employability by learning things that, they felt, would directly prepare them for a job. It was suggested (6.5.4) that it was this perspective that led trainees to value work experience above the other elements of YTS. Tables 6.26 and 6.27 show that trainees rated highly things that were to do with learning how to do work and how to get on at the work place (items 3,7 in table 6.26). Increases in their knowledge of subjects like computers and maths were given low ratings. Getting on with other people at work was rated highly (item 2). WIC trainees were much more likely to feel that the course had helped their maths and much less likely to feel that the course would help their job prospects (items 4 and 6 table 6.26). Mode A trainees appear more likely to have agreed that they learned to work out solutions to problems at work.

These results indicate that the trainees' desire to learn something about work rather than things that might have appeared to them to be similar to school work (computers, maths) was associated with a perception that it was indeed the world of work about which they learned most on the scheme. Differences between WIC and Mode A trainees may reflect a greater input of remedial numeracy teaching on these courses, as well as a realistic assessment on the part of these trainees of their job prospects.

#### 6.7.2. Trainees' views: the composite success score.

In addition to the picture built up from the analysis of replies to individual items, a measure of trainees' perception of the success of their YTS courses was created. Just as with the

results of the teacher questionnaire, the factor analysis for results from the trainee questionnaire (see section 6.3.3) produced a factor measuring the overall success of their course. From the ten items that contributed to Factor 1 (see table 6.14) a composite success score was created by adding together the results for the items, having reversed the values of those which were negatively loaded. Thus the score indicated the level of trainees' satisfaction with the course and the name SUCCESS was given to the score. Table 6.28 shows the distribution of the score over the whole sample.

TABLE 6.28 - Scores for SUCCESS factor (percentages)					
Score	Low Success			High Success	
	10-32	33-38	39-42	43-50	
All	20.5	29.5	24	26	N=823
WIC	22	30.5	22.5	25	N=542
Mode A	20	35	24	21	N=118
WIC/Mode A $p=0.7235$					
Mean for All = 37.7					

WIC trainees were neither more or less satisfied with their courses than Mode A trainees. This contradicts the findings from the FEU evaluation of YTS courses in colleges (FEU 1984a,b).

A number of other variables were examined to see whether they were associated with the success score in any way. Taking a cut off point of  $p=0.05$ , those variables that showed no significant difference were as follows:

1. The sex of the trainee.
2. Whether the course led to an examination qualification.

3. Whether the college was general subject or specialist.

Those variables that showed a significant difference ( $p < 0.05$ ) were the following:

1. Trainees who had no educational qualifications felt the course was more successful than those who had some qualifications ( $p < 0.05$ )
2. If trainees had found a job at the time of completing the questionnaire, they were less likely to feel the course was successful ( $p = 0.0143$ )
3. Trainees in the North of the country felt the course was more successful than those in the middle or the South ( $p = 0.0005$ )
4. Trainees in areas where unemployment was high felt the course was successful more than trainees in low unemployment areas ( $p = 0.0001$ )
5. The larger the college the more successful was the course thought to be by trainees ( $p = 0.0062$ )

These results should be interpreted with caution since the effect of extraneous variables on the combinations listed could not be taken into account. The finding that trainees who had a job saw the course as less successful is interesting: it may be that these trainees did not feel in need of a course to improve their employability if they had already achieved their goal. The North of the country is an area where unemployment is high and the results show that being in the North and being in an area of high unemployment were associated with trainees rating YTS as more successful than did trainees in other areas where unemployment was

lower. It may be that a course aimed at improving the employability of young people was seen as more valuable by those facing poor employment prospects than by those who either had a job already or whose chance of a job was better.

### 6.7.3. Commentary.

Scheme organisers may derive some encouragement from the finding that most trainees rejected the idea that the scheme as a waste of time. However, there was less agreement by trainees that others on their courses saw the scheme as being a good one. Apart from providing evidence about these overall judgements the results provide some justification for the MSC's policy of urging colleges to use the work place as a base from which learning can occur, as well as urging colleges to make their offerings appear as little like school as possible. The trainees generally supported the view that school should have taught them more about work and were generally favourable in their judgements that YTS was a better experience than their final school year.

The findings about what trainees felt they had learned from their YTS courses provide additional support for the point that trainees entered YTS as a means of improving their employability by gaining experience of work. Trainees valued most the things that prepared them directly for work. They valued least those parts of the course that might have been similar to their experiences at school, such as Maths, numeracy or computing.

Notes to Chapter Six.

1. U=41%
2. U=19%
3. CSE grade 1 is counted as an 0 level
4. U=50.1%
5. U=7.9%
6. U=3.3%, 22.8%
7. U=79%, 4%, 17%. M=26
8. U=50.1%, 3.3%
9. U=70.1%
10. U=3%
11. U=26.6%
12. U=48.1%
13. U=31%, 7%
14. U=52%, 30%
15. These numbers are unweighted.



## CHAPTER SEVEN: CASE STUDIES.

### 7.1. Introduction.

Case studies were conducted of ten YTS courses provided by colleges of FE during the spring and summer of 1984. One aim of these was to gain more information about individual courses than was possible by postal questionnaires. Another aim was to provide data from a different source so that the accuracy and validity of postal surveys could be checked.

Given these purposes it was important to select a group of courses that included examples drawn from different Occupational Training Families, with a wide geographical spread and representing different modes of funding. The inclusion of one course from a specialist rather than a general subject college was thought desirable. As well as these considerations, case studies were selected so that several WIC courses could be compared with several Mode A courses. Course organisers agreeing to participate were told that information would be treated as confidential and therefore the courses are referred to in this chapter by a single letter only. These letter codes and a summary of the main characteristics of each course are contained in appendix four.

With the considerations outlined above in mind, the courses were selected so that the ten case studies included four Mode A courses (courses A,B,C,D), one Mode B2 course in a particular occupational area (course E) and five WIC courses (courses F,G,H,I,J). One of the case studies was from a specialist college (agriculture) and a wide geographical spread was obtained. The four Mode A and one Mode B2 courses fell into different Occupational Training Families. One WIC course organiser approached did not wish

to participate due to pressure on time and so an alternative was found which conformed to the requirements of the sample. Apart from this there were no refusals. In each case study the college course organiser, two teachers and five trainees were interviewed using the schedules described previously in Chapter Three (see also appendix<sup>5</sup> ). Interviews were tape-recorded and later transcribed. Table 7.1 gives details of the background of the 20 teachers.

TABLE 7.1 - Background of teachers interviewed in case studies.		
	WIC	Non WIC
Sex		
Male	3	8
Female	7	2
Subject taught		
Computer literacy	-	1
SLS/Lit/Numeracy	4	2
Occupational *	4	5
Occupational & SLS	2	2
Contract		
Full time (perm)	7	5
Full time (temp)	-	3
Part time	3	2
Taught MSC Youth Training before		
Yes	9	6
No	1	4
* For WIC teachers this tended to be basic occupational skills.		

The table shows that the WIC sample contained more women than men, thus repeating the tendency that was evident in unweighted figures from the postal surveys (p.95 ). There were more Social and Life Skills teachers from WIC courses than other courses, a tendency which was also evident in postal survey data (p.97 ). A quarter of the case study teachers were part-timers, compared with a figure of 31% from postal surveys. Fifteen out of the twenty teachers had

taught MSC youth training courses before, compared to a figure of 62% in the postal survey. (See section 5.2.2 for a reporting of postal survey figures). Thus the sample of teachers was fairly representative of teachers in the postal survey.

Those interviewed, whether a member of staff or a trainee, also completed a postal survey questionnaire and occasionally data from these are reported here.

### 7.2. Recruitment.

Just as some course organisers in the postal survey complained of not being involved in recruitment (5.4.4), two of the Mode A course organisers interviewed (A,D) made this point. They also said that some trainees were therefore unsuited to the course and one of them also wrote on his questionnaire return:

"No involvement with recruitment therefore trainees were enrolled on the course who were totally unsuitable." (Organiser, course D).

In interviews, two organisers of Mode A courses (A,C) stated that Managing Agents had "played the numbers game" and attempted to boost recruitment by accepting unsuitable trainees. Thus one of these said

"There was an air of desperation, of having to get some bodies from somewhere ... anyone who came along." (Organiser, course C).

On the other hand, a teacher on another Mode A course (B), where the college acted as Managing Agent, felt the recruitment had produced surprisingly well motivated trainees:

"Before we actually started there were reasons about rebels and renegades coming here and we've to try and educate them but....the actual kids have been .... a great bunch of people." (Teacher, course B)

The organiser of course E made a point supporting the observation made in 6.2.1 to the effect that many Mode A courses catered for young people who, under past arrangements, might have been on apprenticeship courses.

The WIC courses, on the other hand, were all designed to provide for trainees with learning difficulties. One organiser suggested that Mode A schemes selected the most able of YTS applicants and the rest were allocated to WIC courses. This picture is in accord with that derived from the postal surveys (5.4.3).

The trainees interviewed mirrored the pattern established in the postal survey (6.2.2) in that WIC trainees were almost all sent by the careers service (24 out of 25), while some Mode A trainees were sent by employers (7 out of 20). Mode A trainees mentioned more often than did WIC trainees the desire to learn a trade and enter a particular industry.

The postal survey of trainees revealed (table 6.3, section 6.2.2) that nearly half were dissatisfied with the amount of information given them before joining the course. In order to evaluate the induction procedures on the courses, trainees were asked what they had been told about the course at its start, whether there had been any surprises and whether they felt they had been told enough. Only seven of the 25 WIC trainees interviewed reported any surprises, all relating to subject areas they had not expected to encounter. No criticisms of the amount that they were told were received from WIC trainees. Two of them had felt that the YTS course would be like school.

"I knew it would be like school, doing things for the teacher and that." (Trainee, course I)

" I was told we would do the same things as we do at school.  
(Trainee, course J).

None of these WIC trainees expressed any judgments about what they had been told at the start of the course. It may be that these trainees had less curiosity about what would happen to them than others, perhaps based on a greater sense of powerlessness to influence such affairs. In contrast, the non-WIC trainees in seven instances reported surprises in what they encountered and seven suggested they had not been told enough at the start:

"They never really gave enough detail on what you had to do."(Trainee, course A)

Where trainees (on all types of course) described what they had been told before the course started this was confined to general information about the structure of the course and the subject areas offered. The adequacy of pre-course information, on this evidence, does not appear to have been an issue of great interest to trainees.

In the area of recruitment, then, the pattern established by the postal survey, whereby WIC trainees tended to be sent by the careers service whereas Mode A trainees were often sent by employers, is supported by the case studies. During the case studies, as in the survey, teachers complained of being unable to participate in the recruitment of Mode A trainees. The interviews with the trainees' revealed some shortcomings in induction procedures. In all these respects the case study material confirms the results from the postal survey.

### 7.3. Teaching in college.

When teachers and trainees taking part in case studies were asked about their experience of teaching methods in colleges their replies provided both confirmation of the survey results and some explanation for the trends identified in the surveys.

#### 7.3.1. Team meetings.

It was suggested in 5.11.3 that the MSC's proposal for setting up programme review teams, consisting of representatives from all elements of a Mode A YTS course, might help in improving integration between work experience and off-the-job training. Teachers in the survey were often critical of integration on their schemes (5.11.2). While programme review teams existed in none of the case studies, teachers were asked about the effectiveness of course team meetings between the various teachers responsible for providing off-the-job training. The case study data reveals a varied picture. Teachers in only two of the courses (B and F) conducted regular course team meetings. More usually the pattern was that of informal meetings between the small group of staff (say two or three) who taught the most hours or who were the central figures of the course. Teachers on the two courses where regular meetings were held described these as useful opportunities for comparing notes and exchanging ideas. The more prevalent pattern of a small group of teachers holding meetings tended to mean that part-time teachers and those only teaching an hour or so a week tended to lack information about what was happening on the rest of the course. Three part-time teachers complained about this. For example:

"The communication is absolutely appalling....lack of communication is my major grouse." (Part time teacher, Course C).

A full time teacher on the same course explained:

Communication in this place are bad - the right arm doesn't know what the left hand's doing. [The course organiser] is very good. He spends hours and hours of his own time doing the work but he won't delegate anything and.... we don't dare... show any initiative. We look after attendances and [the course organiser] looks after the course. (Teacher course C).

In at least one course (H) regular meetings had been deemed uneconomical by the head of department. Unfortunately the setting up of programme review teams, while they would probably improve integration between the various elements of YTS courses might not solve the problems posed by the results presented here because such teams would be likely to contain just a few representatives of off-the-job staff, continuing to exclude part-time staff and others peripheral to the course. The problem of part time staff being excluded from an overall view of the course might be solved by employing more full time staff on YTS courses, although the cost seems to work against this. The most that can be said at present is that those who, for whatever reason (being part-time or only teaching one or two hours), are peripheral to the course, would benefit from course leaders ensuring that they are kept informed about what is going on in the rest of the course.

### 7.3.2. Teaching methods

In section 3.3 a major hypothesis of the research project was presented, to the effect that teachers on WIC courses would use more student-centred teaching methods than teachers on Mode A courses. Results from the surveys established that this was in fact the case. The case study material confirms this finding and provides more information about the reasons why this happened. In order to gain information about this dimension of teaching methods, course organisers were asked about the extent to which trainees were offered choices about the curriculum they followed, since a student-centred approach would involve negotiating the curriculum with trainees. Organisers were also asked whether any changes in teaching had been necessary compared to past practice. Teachers interviewed were also asked these questions and in addition were asked how they decided what to teach (see interview schedules in appendix 3).

The organiser of a Mode A course (A) explained that "we've organised it so that its virtually the first year of the day release City & Guilds course". Trainees were not given a choice about subject matter since there was a set syllabus. A teacher on the same course was of the opinion that these students were mostly the sort of student that would have been on day release courses in past years

"... the vast majority we tend to treat as if they were on an ordinary day release course.... there are one or two where you have to perhaps go a little slower.... but I haven't found it a great deal different really."

The two teachers interviewed on this course (A) agreed with the course organiser that trainees did not have a choice of the subject matter they would cover, which was determined by the course



syllabus.

Most organisers and teachers on the three other Mode A courses (B,C and D) as well as the occupationally specific Mode B2 course were in agreement that trainees had little or no choice over course content. For example:

"[Its a] set syllabus, no choice at all... a normal, standard college course." (Organiser, course B)

"Its a set course and they either follow it or they don't ... apprentices get [exactly the same] as YTS trainees " (Organiser, course C)

"Most people teaching in college are pretty traditional and they don't make exceptions for YTS students ... [There are] no choices whatsoever." (Teacher, course C)

"Once they have said they want to do the Mechanical Services element ... we have to streamline them into getting them through an examination... they are governed by it in the kind of work that they do... they have chosen that subject and we know what we're teaching them... to get them to the level they need." (Teacher, course E).

In accord with the hypothesis expressed in 3.3, then, the Mode A courses tended not to be student-centred or to have a negotiable curriculum. However, there were exceptions to this rule and these instances suggest that it was the presence or absence of an examination syllabus that lay behind the choice of teaching approach. Thus in course D relations with the Managing Agent had become so poor that the college had felt able to ignore the Agents' requirements for the scheme and the course led to no set qualification. As he was not preparing students for an examination the catering teacher relied on trainees' expressed interests to decide what would be taught. The other examples of trainee choice occurred in the subject of Social and Life Skills, again in situations where there was no set syllabus. Thus two teachers on course B whose remit included "Personal Development" explained that the absence of a set syllabus in this area had led to their asking

trainees for ideas as to what the group might do. A Social and Life Skills teacher on course C was disappointed that she had been given no guidance as to what to teach:

"Is there a curriculum? Is there a syllabus? I said. I was told 'No, anyone can teach Social and Life Skills .... I ask trainees what they want to do and I am pleasantly surprised at the sensible suggestions that do come up." (Teacher, course C).

Examples from WIC courses reveal that conditions on these courses were far more likely to lead to a negotiated programme of work because they could work outside the constraints of examination syllabuses. Thus, the organiser for course F felt that trainee choices were

"open to negotiation all the time between the individual tutor and the student concerned."

Teachers on this course (F) also showed that they encouraged a great deal of negotiation of the subject matter with trainees:

"I tell them what they have a choice of and then they choose what they want to make [in order to] ... teach them to make decisions and use their own initiative as far as possible."

"[This course is] completely different [from non-MSc courses] ... You've got to be much more flexible, adaptive and intuitive - you've got to sense when someone needs a change of task .... you need to know when things are not quite right, when to stop with someone, when to give someone else attention - that sort of thing. (The syllabus is) not valuable to me. Its' valuable if someone comes in and I give them this vaguely worded piece of paper.... Basically I have a look at the group that comes in, see what their deficiencies are and build on that."

Most of the other WIC teachers also agreed that what trainees were taught was closely geared to their expressed needs and interests:

"Its very different, totally different from non MSC courses ... The whole approach has to be different ... the goals are that we actually achieve something for these students who have left school with nothing who are, some of them, verging on being ESN so the goals are much more general - we look towards motivating them ... getting some group cooperation between them. The subject matter really is not as important as those goals ... a keyword is flexibility ... you've got a lot of freedom on this course which is very nice. We can stop and say well lets try something else if its not working. You don't get that sort of freedom on TEC and City & Guilds courses obviously. Negotiation with the students - we don't negotiate with the students on other courses...."  
"(Teacher, course G).

"If there's anything in particular .... they want to try then they can say so and we'll do it ... they are much more likely to enjoy it... I try as much as possible what interests them." (Teacher, course H)

"Flexibility is the key word... when something catches somebodys imagination you've got to reinforce that." (Teacher, course I)

"The first few weeks you see your students and you change the course to fit them." (Teacher, course I)

"I don't think its wise to force people along a pre-determined syllabus in this context." (Teacher, course J)

"The most important thing is that you have to desire to teach it and not just be put on it as a timetable thing... The ability to be flexible is important ... whatever you are going to do with them you've got to convince them that they want to do it... they've never done the same thing at the same time... I as far as possible let them have their own interests." (Teacher, course J).

In the absence of an exam syllabus, then, WIC teachers could cater for the individual preferences of trainees to a greater extent than could Mode A teachers. Clearly, the motivation of the trainees was considered to be in doubt by some of the WIC teachers and this was also a factor which led them to cater for trainees' expressed interests.

Trainees were asked about the amount of choice they were given by teachers in order to check on the accuracy of what teachers said.

The postal survey results showed that trainees on WIC courses felt that their teachers were more student-centred than did trainees on Mode A courses. The interviews with trainees provide evidence in support of this finding and is largely in agreement with the view that the teachers had expressed when interviewed.

Of the 25 trainees interviewed on the five non-WIC courses (A,B,C,D,E) only seven were able to give examples where they had exercised choice over what they learned. Three of these trainees referred to choosing between course modules. Another two were from Course D where, as has been described above, no syllabus was used so that one teacher had come to rely on trainees' interests in order to decide what to teach. A sixth trainee said that "there is a set thing" but that there were "some opportunities" to influence what he learned. The seventh trainee said:

"We all have to work as a class doing the same thing but often if you want to know more about a particular thing you can speak to the teacher after and sometimes they will give you extra information and generally be quite ready to help you on a particular subject." (Trainee, course B)

The more usual response by non-WIC trainees to the question asking them what choice they had exercised was a simple negative. Some made longer statements:

"They plan what we're going to learn." (Trainee, course A).

"Its just put in front of you and you've got to do it sort of thing." (Trainee, course A).

"At college what you do is a set routine." (Trainee, course B).

"I wanted more on tractors and cars but he said they can't do much about it because its a set course and there's a lot of other kids around the college and you've just got to try and fit in and work together." (Trainee, course B).

"They told me what they tell you you must do.. You get what you're given." (Trainee, course C).

"Its laid down beforehand." (Trainee, course C).

Thus, in the rare instances where Mode A trainees felt they were given a choice it was most frequently at the level of choosing between one course module and another, rather than negotiating activities and learning objectives on a day to day basis.

WIC trainees, on the other hand, were far more likely to give examples of choices they had made or to agree that choice was available. Eight WIC trainees suggested that there was no choice but in six of these cases this referred only to a particular subject in the course and these six trainees agreed that choice was in fact available in other subjects. One of the remaining two pointed out that choices could in fact be made if a trainee pressed hard for it:

"Not really, no - you're not allowed to choose what you want - they'll tell you what you are doing and everything. If there's something you don't like and you've really tried hard ... then you tell one of the teachers and they'll put you on to something else.." (Trainee, course J).

The last one of the eight simply stated that trainees could not choose what they did. Overall, a total of 22 of the 25 WIC trainees said they had a choice at some stage in the course.

The picture revealed by the postal survey about the student-centredness of teaching methods is, then supported by the case study evidence. Case study material suggests that it was the presence or absence of an examination syllabus which determined whether negotiation occurred. The evidence also suggests that the

poor motivation of WIC trainees was seen as one justification by teachers for taking trainees' interests into account. Clearly, the practice of WIC teachers was more in accord with the ideas of the FEU than was that of Mode A teachers and this supports the hypothesis outlined in section 3.3.

### 7.3.3. Assessment.

Assessment methods, too, can be student-centred or not. The use of profiles during review sessions with trainees is advocated by the FEU as contributing to trainees' understanding of their own progress. Log books or diaries, where trainees record their experiences of YTS and assess their own learning progress would also contribute to a student-centred approach and were, in fact, advocated by the MSC.

Concerning log books or diaries, the postal survey showed that they were used in most courses as assessment methods. Case studies provided information about the way in which they were used. Since log books were an MSC requirement it is disturbing to see that case study evidence reveals considerable dissatisfaction with log books by teachers. Only three teachers or organisers pointed to favourable aspects of log book use. Nine were critical. Employers' and trainees' dislike of filling them in was cited most often as the problem. Typical comments are:

"Its taken a lot of effort to get kids to fill in log books .... we find that most supervisors don't want to comment." (Organiser, course B).

"Students think its a waste of time...To be honest we look at it when we feel the MSC might be coming along to look at it." (Teacher, Course B).

"I'm not very satisfied that this is meaningful to them [the trainees] or of much value to anybody else." (Organiser, Course F).

"Students absolutely hate them .....I think every year they're a waste of time." (Organiser, Course I).

"Their English is so poor that all you get is a very brief list of the activities of the last couple of days." (Teacher, Course I).

There was no marked difference between WIC and Mode A courses in this dislike of log books, which seemed to originate largely from trainees' distaste for written work.

The postal survey also revealed that the use of profiles was widespread. Again, case study evidence provides information about how this assessment method was used. In particular case studies showed that profiles were often used to provide a basis for discussion during progress review sessions with trainees. However, a student-centred approach to assessment using profiles was not in evidence on the four Mode A courses (A,B,C and D). In course A a profile had been used with the trainees on one occasion but, as one teacher explained, review sessions with trainees had been dropped because the teachers were not enthusiastic. In course D there was no assessment of any sort and in course C no discussion with trainees of profile-type assessments was reported. Course B had profiling and review sessions but all three teachers interviewed felt these to be a waste of time:

"I think that profiling is an in word that everyone's leapt on it to use it but I don't know what the worth of its going to be at the end of the year. I've got doubts. We don't think profiles are much good because we're so close to the kids." (Organiser, Course B).

Teachers from course E, on the other hand (a Mode B2 course but not a WIC one), used profiles and conducted review sessions and no criticisms of this method were expressed. Indeed, one teacher praised the method as a means of increasing trainees' motivation.

The use of profiles and review sessions in the five WIC courses (F,G,H,I and J), however, was found to be universal. However, some disadvantages in conducting these assessments and reviews were noted by the teachers. These include difficulty in finding time for individual tutorials with trainees (expressed by two teachers). Three more teachers made the point that they had to be careful about showing results to poor achievers for fear that it would lower their self esteem. The advantage of review sessions were expressed by a teacher from course H.

"It's like an extended individual tutorial really. Its a way of discussing with the kids whether or not they think they're progressing .... trying to sort out any difficulties. I think what's crucially important is actually the contact with an adult. Most of them arrive on the course feeling oh it just grades... its teacher saying things about them, and its to show that they are a part of it."

To summarise, case study evidence from the teachers suggests that the use of log books was unpopular with both staff and trainees and that trainees on WIC courses were more likely than those on Mode A courses to be involved in discussing the results and in reviewing their own progress using profiles. To this extent, then, WIC course assessment methods were more student-centred than Mode A methods.

Trainees interviewed in the case studies shared teachers' criticisms of logbooks. Nine trainees were critical of the use of log books but only one said it was useful. Representative comments are as follows:



"Whoever thought that up must have just sat down and thought oh I'll put this down and that down. Farm work means the entries get very repetitive." (Trainee, course B).

"A lot of things on there you don't really fill in every week because you don't do new tasks every week." (Trainee, course B)

"When we're at work each month we have to do monthly assessments but the supervisors don't care much about it at work [The Managing Agent said] its up to us whether we keep it up...no one keeps it up." (Trainee, course C).

The trainees were also asked why they thought they had to keep a log book. Six did not know, six said it might be useful to show employers when applying for a job and the rest said that it was so that teachers could see what they had been doing at work. None mentioned any value in it as a self assessment exercise.

The trainees rarely used the word "profile" in describing how teachers assessed them, though a number of references to "sheets" and "forms" were made. The trainees on all the non-WIC courses (except D where there was no assessment) described occasions where they had spoken with teachers about the results of their assessments but in some instances this did not extend to a tutorial session. The trainees on four out of the five WIC courses (F,G,H,J) reported review sessions occurring with teachers; trainees on fifth WIC course (I) insisted - in contradiction to their teachers - that they never saw assessment results. Some disagreement between teachers and trainees, then, is evident concerning the use of review sessions.

It is clear that the case study evidence confirms that Mode A courses were less likely than WIC courses to have trainees who were involved in review sessions using profiles, although Mode A trainees did report being at least informed of assessment results even if they were not involved in discussing them in any depth. This supports the survey result that assessment methods on WIC courses were more student-centred. The case studies provide additional

evidence that the use of log books was generally unsatisfactory, which supports the HMI finding discussed in Chapter Three.

#### 7.4 Employer involvement and work experience.

The postal survey revealed (5.12.2) that, for Mode A courses, the Managing Agents sometimes did not communicate with the course staff and consequently integration between providers of off-the-job training and providers of work experience was lacking. Confirming this, in the three Mode A courses where an external Managing Agent was involved (A, C and D), it was found that teachers had nothing to do with arranging work placements for trainees. Nor did any of the teachers on these three courses visit trainees while on work experience since this was done by the Managing Agents. Four of the nine teachers interviewed on these courses felt that this was a bad thing. For example:

"I do not get any contact [with employers] and I regard that as a great lack. Its very important." (Teacher, course C).

In one of the WIC courses (F) the training workshop staff organised placements and visited trainees, an arrangement that was said to work well. In all the other WIC courses the teachers themselves arranged placements and all but four of the 15 WIC teachers involved visited trainees in order to check on their progress.

The postal survey revealed that dissatisfaction with employers' involvement was expressed by teachers more often than satisfaction. The case study interviews supported this view. Eight teachers were dissatisfied with the level of training provided by the employers or felt trainees were used as cheap labour. For example:

"Knowing hairdressers they're far more likely to take somebody on and let somebody else pay for a year than pay for the girls themselves." (Teacher, course A).

"Some have been used more than they should have been - exploited... The placements aren't teaching them at all. I don't think the employers know what they are supposed to be doing." (Teacher, course D).

"The problem is... the people that have them .. give you the impressions they're doing you a favour taking them and they've got a specific task in mind and they don't wish to be deflected from that. Remember they're commercial people, they want money; they want a job done." (Teacher, course I).

Compared with the eight who expressed dissatisfaction, only five teachers expressed satisfaction with employers' contribution.

The postal survey showed that teachers were also more often dissatisfied than satisfied with the level of integration between work experience and off-the-job training (5.11.2). The survey also showed a very low level of use of work based projects (5.11.1) which were intended by the MSC to encourage good integration. During the case study interviews teachers and organisers were asked about work based projects and all but four reported that there was no use of this teaching method. In two of the cases where projects were used this was because such assignments were built into the City & Guilds syllabus for the subject area. In another case the projects were of a verbal nature. Thus case study evidence supports postal survey evidence concerning the low incidence of use of work based projects.

The evidence from interviews about integration also supported that from postal surveys, since out of 12 teachers who mentioned the subject, two of these said integration was good, one was neutral and nine criticised the situation.

The trainees' views of work experience from the postal survey suggested that they generally regarded this as the best part of their YTS course and had relatively few criticisms to make.

Supporting the results of the postal survey, seven trainees said

they preferred work experience to college when asked what they liked most about the course. Typical examples are as follows:

"I prefer the work to the college. I seem to learn more at work than I do at college." (Trainee, course B)

"Work experience is much better than college. [They are] friendly and teach me what I have to do." (Trainee, course H)

On the other hand, four claimed to like college more than work experience although two of these liked work experience a great deal as well. One of these comments was as follows:

"I think the placements are too long. I'd rather be in college four days a week than go into placement four days a week." (Trainee, course A)

In total, there were 24 trainees who praised work experience as opposed to 16 who had criticisms to make. This is not the overwhelmingly favourable response produced by the postal survey but still supports the finding that trainees were more often satisfied than dissatisfied with work experience. A large proportion (9 of the 16) of the trainees with criticisms to make focussed on the cheap labour aspect of the scheme or complained about a lack of training opportunities:

"In a way you do feel that you're being used a lot when you're working. They tell you what to do and you get pushed around a lot and they're not paying you personally out of their own pocket." (Trainee, course A).

"He doesn't seem to remember I'm on a training scheme. He just seems to have forgotten that..." (Trainee, course B)

"Its slave labour... we're working but we're not actually being paid by the firm we're working for. Plus we're working for a low wage." (Trainee, course C).

"Our bosses at work they've totally got the wrong idea about it. I think they need to be sat down and told like we were at the start of the course. We were given rules and booklets. I think they ought to understand.. we're there to learn.. We've had so many problems with that, everyone has been going to [The Managing Agent] ... saying they want me to work until 12 o'clock at night and do breakfast at 6 o'clock in the morning." (Trainee, course D).

The other main complaint, expressed by six of the 16, was that jobs they were given to do were too menial or boring.

While most of the trainees who said they liked work experience gave no reasons (13 trainees), three said they were learning a lot about the particular trade and a further five praised the fact that there was a lot of variety.

The trainees supported their teachers' accounts of the lack of use of work based projects with all but seven replying that college teachers did not set work for them to do during work experience. Five of the seven who did have such assignments were from course B where the teachers had reported the use of this method as part of the City and Guilds course.

Twelve of the 25 WIC trainees and seven of the 20 Mode A trainees criticised the lack of integration between college work and work experience (trainees on course E had not yet been on work experience). Thirteen of the WIC trainees and fourteen of the Mode A trainees were able to give examples of the usefulness of college work during work experience. This would suggest that there are no major differences between WIC and Mode A trainees in this respect and that trainees, generally, were perhaps not as critical of integration as were their teachers. For the most part (10 instances) criticisms took the form of saying that college work was simply irrelevant or "no use" in the work place. Four explained that work experience was very repetitive and was soon learned so that material learned in college was unnecessary in order to do the job. Two trainees on course D were learning catering at college but did not

deal with food on their placements. Trainees praising the integration between college and work experience usually focussed on particular parts of the college course they found useful. Examples of praise are as follows:

"You can practice what you learned at college on the farm, bring any ideas you get from the farm into the college." (Trainee, course B).

"When I'm at work and I look at something I already know it from the college." (Trainee, course C).

Teachers' and trainees' evaluations of work experience as expressed in postal survey results are, then, generally supported by the case study evidence. That Mode A teachers made few visits to trainees on work experience and exhibited dissatisfaction more frequently than satisfaction with employers' contribution and with integration is evident in their replies to interview questions. As in the postal survey, the trainees felt more favourably about work experience than did their teachers, although here it seems that the trainees in case studies were less satisfied than those in the postal survey. Quite a high number of instances were recorded in case studies where trainees accused employers of using them as cheap labour with little training provision.

#### 7.5. Preparing for unemployment.

The postal survey showed (5.8.2) that just over half the teachers in the sample felt that it was important to prepare trainees for unemployment but fewer than this reported actually doing this themselves. WIC teachers were more likely to see this as important. Only a minority of trainees in the postal survey felt they had become better prepared for unemployment as a result of their YTS course.

Four teachers in interviews (all from different courses) felt their courses had helped prepare trainees for the eventuality of unemployment with two of these identifying Social and Life Skills sessions as being where this was covered. On the other hand four others regarded such preparation as inappropriate. As one explained:

"We don't have a specific element ... mainly because we try to be positive and we try to make it all the time thinking about employment. Its a bit of a contradiction ... its an area we haven't thought enough about ... we haven't really come to grips with it." (Organiser, Course G).

In view of this ambivalence on the part of teachers, it is relevant to examine trainees' views about whether they had been prepared for unemployment. All of those interviewed were asked what use the course might be should they become unemployed. Seventeen of the trainees said they could think of no use. One of these found the question annoying:

"Well not particularly because we think of ourselves as working right now. We're not really hanging about on the streets doing nothing. We're doing something." (Trainee, course C).

Twenty six of the trainees felt that parts of the course could be useful in the event of their becoming unemployed, but six of these were trainees who said that the YTS work experience would stand them in good stead with employers when, as unemployed YTS leavers, they were applying for jobs. The majority (16) said that some of the skills could be used on a do-it-yourself basis and three more said it might enable them to set up in business on their own.

This evidence suggests that there was some reluctance on the part of teachers and trainees - even on WIC courses where job prospects are poor - to consider how trainees might cope with unemployment.

## 7.6. Managing Agents.

Teachers in colleges which also acted as Managing Agents felt happier about organisational problems and about integration between college and work experience than did teachers in colleges supplying an off-the-job training package to an outside Agent, according to studies of college provision for YTS conducted concurrently with the present one (see Chapter Three, section 3.4.2). The postal survey revealed that where Managing Agents were involved there were less opportunities for teachers to visit trainees on work experience, with integration thereby suffering.

Evidence from the Mode A case studies supports this picture. Course A had an external Managing Agent for some of the students but the college acted as the Agent for another group. The course organiser found the latter arrangement far more satisfactory for the purpose of monitoring trainees' progress on work experience and ensuring that employers provided good quality training. Similar views were expressed by the course B organiser, where the college was the Managing Agent.

With courses C and D, however, the college serviced an outside Agent and in both there were criticisms. The organiser and one of the teachers on course C felt that the Agent paid more attention to financial considerations than to the provision of high quality training:

"We're supplying a course but we're not really concerned with what happens to them. There's all kinds of things go on. About four students dropped out so another four took their place. It didn't matter that they'd missed thirteen or fourteen weeks of course work. They've just been put there to fill the money. There's no continuity. Its not being kept together. gives an example of an employer using trainees as cheap labour Things like this go on and it shouldn't happen, because people make money by the scheme. (Teacher, course C).



The requirements of the Managing Agent were described as "ludicrous" by the organiser of course D where there had been a complete breakdown in relations and a catalogue of complaints concerning the Managing Agents' inefficiency was rehearsed. The organiser referred to:

"a complete lack of understanding on the part of the [Managing Agent] as to the sort of students they're getting."

A teacher on this course said:

"They haven't got it together well enough. The right hand doesn't know what the left hand is doing. There's no liaison. It would have been a better course if the college had been the Managing Agent."

Thus, the results from case studies support those of other studies that organisational and practical difficulties tended to arise in situations where colleges dealt with external Managing Agents. Programme review teams, if more widely used in future years of YTS than in the year examined here, may go some way towards solving such problems.

#### 7.8. Summary and comments on case studies.

The case study evidence is useful in confirming much of the evidence discovered by postal surveys. Case studies confirm the finding that teachers felt excluded from recruitment by external Mode A Managing Agents and that this was seen by them as a bad thing. The evidence also confirms that such Managing Agents often stopped teachers from visiting trainees on work experience. Where colleges themselves were Managing Agents teachers were more satisfied with results, a finding which supports that of other

evaluations of YTS. Programme review teams, while they may help in solving this problem, may not solve the problems identified for part time teachers and others on the periphery of the courses. These teachers complained of not knowing what was happening on the rest of the course because they were unable to attend course meetings.

The case studies also reflected the differences between WIC and Mode A courses revealed by the postal surveys. WIC courses recruited trainees with learning difficulties and the teaching methods used were more student-centred. Results from the postal surveys indicated that Mode A teachers were more constrained by examination syllabuses and rated their importance as an influence on their teaching very highly (table 5.8). This supports the notion that syllabuses hindered a student-centred approach since they were more frequently used on Mode A courses where methods were less student-centred. The evidence from the case studies confirms the view that where an exam syllabus existed there were fewer opportunities for trainees to choose what they learned and therefore a student-centred approach, involving the negotiation of a syllabus, became less possible.

Case studies add to the information about assessment methods since more was learned about how the methods were used. WIC teachers tended to involve trainees in review sessions based on profile assessments more than Mode A teachers, although trainees on one course had an account in conflict with that of their teachers. The use of log books was shown to be almost universally unpopular. Clearly these were not achieving the end which MSC intended - as aids to self assessment. This finding confirms those of other evaluations (see Chapter Three).

Evidence from the interviews also suggests that both teachers and trainees tended to be unwilling to contemplate the prospect of trainees becoming unemployed. This led to trainees rarely being

prepared to cope with this eventuality. When trainees were asked to think how they might use what they were learning on YTS if unemployed the most usual response was that of using the skills in DIY activities. The example of course B, where a "transferable skills" module was taught is interesting. Here trainees readily agreed that the skills learned (gardening, construction and household skills) could be useful in unemployment. The development of these transferable skills for such a purpose could be very helpful.

With regard to work experience, case study evidence generally supported the picture revealed by postal surveys. Trainees tended to be enthusiastic about the element, although perhaps not as strongly as they were in the postal survey. Teachers tended to have more criticisms than praise to make.

## CHAPTER EIGHT: CONCLUSIONS.

### 8.1. Introduction.

The initial aims of this research project were threefold: to assess the extent to which the policies for YTS of government (and quasi governmental) agencies were being implemented by Further Education colleges, to assess the reasons for deviations from these policies and to examine the views of trainees on YTS schemes to see whether different parts of YTS evoked different responses (see 3.1).

In examining the results of the review of policy and of the empirical investigation it is evident that the three aims are not as straightforward to pursue as might appear. Firstly, as Chapters One and Two demonstrate, policies for the organisation and curriculum of YTS emerged out of a political debate where the participants held views often at variance with one another. Establishing what was required of YTS by policy makers necessitated recognition of this fact, particularly concerning differences between the FEU and the MSC in their approach to the curriculum.

Secondly, it would not make sense to try to isolate policies for the Further Education contribution to YTS from policies concerning the overall implementation of the scheme. For example, many of the ideas of the FEU and the MSC were concerned with changing the traditional relationship between employers and colleges. It is difficult to examine the progress of this policy as it relates to colleges alone.

Thirdly, while the empirical investigation amassed a great deal of data about the extent to which practices deviated from

policies, and in many instances the reasons for these deviations are clear, it is not always possible from the data to assess the reasons for deviations. This is sometimes because such investigation would fall outside the scope of the study. For example in discovering the reason for poor integration between college and work experience it became clear that a separate investigation of employers' practices would be necessary for fuller justice to be done to the issue.

Fourthly, while the empirical investigation revealed some interesting differences in the reactions of trainees to different types of course - particularly between WIC and Mode A courses - it could justifiably be argued that the most interesting findings from the trainee data concern the reactions of the whole sample rather than subsamples, in particular trainees' view of the relative value of college and work experience.

Nevertheless, the study has made progress in achieving the aims initially stated. In discussing this progress in this chapter policies for YTS will be divided into three main areas. These are:

1. Establishing YTS as a national training scheme rather than a programme of social support.
2. Encouraging work based learning and employer involvement.
3. Providing a student-centred approach to teaching and assessment methods.

Each of these policy areas will be discussed in turn, assessing the degree to which the findings show that colleges have implemented them and the reasons for any deviations. The results concerning trainees' views will then be discussed to see how they relate to the aims of policy makers and how they differ between one type of course and another. The degree to which the current study is supported by the findings of other studies of the FE contribution to YTS will then be discussed and, finally, observations about and recommendations for

future practice will be made.

## 8.2. From social support to a training scheme.

The MSC and employers' organisations such as the CBI were united, in the period preceding YTS, in their desire to move training away from the image of YOP which was that of a short term measure to deal with youth unemployment, a programme of social support (see Chapter One). In its place they envisaged a national training scheme which would form a permanent bridge to work. The New Training Initiative, of which YTS was but one part, also involved a commitment to the reform of the apprenticeship system and an important part of MSC policy has been to integrate YTS with apprenticeships and with existing examination qualifications in various trades, this reflecting the policy of establishing a permanent national scheme.

However, while a consensus existed between the CBI, the government and the MSC about this aim, Chapter One showed that it was opposed by youth workers and some educationists who saw value in the provision of social support for young people with special needs who had been provided for under YOP. Further, although educationists and youth workers nowhere stated this explicitly, it is clear that a YTS course which aimed at social support for the unemployed as an important goal, rather than training solely for jobs, would include a substantial amount of preparation for coping with unemployment. This is an element of the curriculum to which the CBI was opposed.

There are a number of reasons why, in practice, the training scheme view rather than the social support view tended to prevail. The first and most obvious reason is that the MSC, acting largely

on behalf of a government concerned to promote employers' interests, was responsible for organising and funding YTS and for approving individual schemes. The second is that the MSC negotiated nationally with organisations like CITB and EITB to count the YTS year as all or part of the first apprenticeship year. This is why the study found that nearly one third of YTS courses counted towards an apprenticeship. Thirdly, it is clear that many Managing Agents and college teachers felt that trainees' interests would best be served if YTS led to an established qualification rather than just an MSC awarded certificate, which is why the results show that over half of all YTS courses led to a qualification. These features suggest that YTS was well integrated with established national schemes of training and education.

However, other aspects of this study do not support the view that there was a trend away from a social support programme. The findings have established that YTS was a provision streamed by educational level, and that the considerations outlined above applied more frequently to the higher stream represented by some Mode A courses. For the others, especially for those on WIC courses (under Mode B2 funding), the findings suggest that YTS was similar to YOP provision, providing temporary social support rather than a route to a job or further training.

Another aspect of the policy designed to produce a permanent training scheme was the MSC's stress that YTS should be seen as a "bridge to work" (Holland 1982a), of equal value to employed as well as unemployed youth. To this end they sought to recruit young people already in employment to YTS. However, MSC statistics on the subject showed that the recruitment of such young people was much lower than hoped for (3.4.1). It was shown that the Youth Training Board recognised that this low recruitment damaged the

image of YTS as a training scheme and promoted the alternative view, that it was a measure to cope with unemployment. The reasons for this low recruitment are unclear and, since they rest in employers' recruitment practices, are outside the scope of this study.

In fact, the results show that while trainees tended to enter the scheme hoping that it would increase their chances of employment (which might support the MSC's policy of encouraging a view of YTS as a permanent "bridge to work"), it is evident that most would have preferred to have avoided such a "bridge" entirely. Seventy percent of trainees (see table 6.4) as well as 66% of their teachers (table 5.32) persisted in their view that entering YTS was second best to getting a job. Several course organisers in written comments complained that trainees failed to continue with their training if they found a job before the end of their YTS course. Clearly, the MSC had some way still to go in persuading trainees and their teachers that YTS was a necessary preliminary to entering employment rather than just something to do while waiting for a job to come along. Until it succeeds in this persuasion it cannot be said that the MSC has achieved success in its policy of promoting YTS as a permanent national training scheme.

But nor was a view of YTS as a social support measure taken on wholeheartedly by all teachers. It was shown (table 5.19) that preparing trainees for the unemployment which they agreed faced a large number of YTS trainees was not always done by teachers. This was particularly the case on Mode A courses. The reasons for this reluctance are unclear, but such an aim might well have been unpopular with the trainees themselves, or depressing for their teachers. In talking with teachers during case studies it seemed



evident that teachers were often able to motivate trainees by presenting the course as improving their chances of getting a job; preparing trainees for unemployment would undermine such a strategy.

It would seem, then, that while the integration of YTS with established structures of training was achieved to a large extent during the first year, an image of YTS as a necessary preliminary to work in the minds of trainees and their teachers had not been well established. It remains to be seen whether the linking of YTS to apprenticeship and examination structures will succeed in convincing teachers and young people that it is more than just a social support measure for the unemployed. At the same time it is clear that those who value the social support that YTS can provide need to struggle harder for the inclusion of preparation for unemployment in Mode A schemes. This study has established that it is in WIC courses that the balance is more towards social support than towards training for jobs. Proposed cuts in the size of Mode B2 funding - already far smaller than Mode A funding - therefore threaten those who wish YTS to perform a social support function.

### 8.3. Work based learning and employer involvement.

Many aspects of MSC policy for YTS were designed to make learning more work based. This is in accord with the general strategy of the government to use YTS as a means of bringing the educational system more closely in line with the needs of industry. The central idea of work based learning was that trainees should perceive the relevance of their off-the-job training to work because it was closely related to, or integrated with, the activities they experienced at the work place. In order

to achieve this end the MSC advocated a number of things. Firstly, the MSC tried to give employers as much control as possible over the organisation of YTS schemes by setting up employer-led Managing Agencies. The MSC resisted attempts by some colleges to become Agents themselves. These Agents would ensure that good integration occurred by promoting links between providers of work experience and providers of off-the-job training.

To promote work based learning the MSC also advocated the use of Work Based Projects, giving trainees assignments to conduct at the work place. Another measure which, it was hoped, would bring colleges more into line with the workings of industry was the adoption of an extended year, whereby college staff would work as normal during periods previously regarded as college holidays.

The surveys conducted for the current research collected a great deal of information about the extent to which these various strands of policy were, in fact, implemented. The information gained about the relations between the colleges and employers also make it possible to assess some of the reasons for deviations from the policies outlined.

The policy of encouraging only employers to become Managing Agents and discouraging colleges would seem to have been reversed to some extent in the period studied because the results show that nearly one third of the colleges acted as Managing Agents themselves or played an important part in organising agencies (5.2.1). It is likely that the reason for this deviation from MSC policy was the relative inexperience of employers in organising MSC youth training courses in the past. Many of the employers acting as Managing Agents will have been new to this job whereas, as the results showed (5.2.2) nearly one third of the college teachers had experience of organising or teaching on YOP courses

in the past. It is likely that in this situation colleges were frequently seen as the only agency in the local area with sufficient expertise to organise YTS courses. The experience of Davies (1984) in Chichester would support this. Thus on this issue MSC may be seen not to have succeeded wholly in establishing an arrangement designed to promote work based learning.

In fact, the results suggest that even where employers did set up Managing Agencies the MSC's confidence in their ability to organise YTS schemes may have been misplaced. Although Managing Agents, as a part of their function in ensuring that work based learning occurred, were required by the MSC Guidelines to provide college teachers with detailed information about what was required from off-the-job training, the findings of this study show that one third of Managing Agents did not do this and of those who did, many did it in a way considered inadequate by the teachers (5.3.2).

Although Managing Agents were set up in order to encourage integration between work experience and college, and thus achieve the policy of providing work based learning, the findings suggest that in several respects their very existence actually inhibited this aim. For example, the surveys showed that the existence of Managing Agents frequently stopped college teachers from maintaining links with employers, a finding supported by Stoney and Scott (1984 - see section 8.6). These links were, in fact, more likely to have occurred where Managing Agents were not involved in running the courses, on the Mode B2 WIC courses organised by colleges. For example only 36% of college teachers on Mode A courses with an outside Agent visited trainees on work experience compared to 61.5% of teachers on college organised WIC courses because the Managing Agent took over this duty (see

section 5.12.4). There were too few opportunities for Mode A teachers to meet employers; case studies revealed that this sometimes had disastrous consequences for the level of integration between off-the-job training and work experience. Indeed, the results in section 5.11 suggest that integration was generally judged to be poor by teachers.

Work Based Projects, also designed to promote the policy of work based learning, were rarely used according to teachers, only 18% of whom reported the use of such a method (5.11.1). The reason for this is that MSC sponsored development projects (Boffey 1984) produced examples of work based projects for use on YTS some time after the scheme began. The results of this study suggest that their use will be a new experience for most teachers and a considerable staff development exercise may therefore have to be conducted to encourage their effective usage. It remains to be seen whether Work Based Projects will have the sort of dramatic effects of improving integration and shifting the focus of learning on to the work place for which Boffey hoped. No doubt the MSC will wish to conduct an evaluative study of these materials.

If teaching under extended year arrangements is taken to be a part of the policy to promote work based learning, the findings of the survey suggest that an extended year arrangement was rarely adopted (5.2.1) and that, therefore, here too the policy was not being fully implemented. It is, however, difficult to understand the necessity for such an arrangement if the thirteen weeks of off-the-job training for YTS can be arranged so that they fall within college term-times and no doubt this is the reason why the policy was so rarely adhered to in the colleges. It seems clear that this measure was conceived as a symbolic act by those who suggested it (eg: Holland 1982a), designed so that college staff

would adopt a work pattern superficially similar to that of employees in industry and commerce. The marked lack of success of other policies concerning work based learning that this study has demonstrated, such as the giving over of control to employers through setting up Managing Agencies, suggests that the symbolic importance of the policies to those in the government and MSC who promoted them may have outweighed consideration of their practicality.

Assessing the extent of implementation of the MSC's policy of encouraging work based learning through the use of Managing Agents, work based projects and extended year arrangements, then, suggests that the MSC had very limited success during the year concerned. Indeed, in the case of Managing Agents some of the effects achieved were precisely the opposite to those intended. However, the MSC's policy to promote work based learning did not only involve these things. The policy was part of a broader attempt to shift the central focus of learning from educational establishments to the work place, in which employer involvement in planning YTS courses in consultation with college teachers was expected, as well as a commitment by employers to participate in training. Here again, however, an assessment of the findings concerning the success of the MSC in encouraging employer involvement is not particularly favourable.

Consultation between employers and the college teachers regarding the planning of YTS courses appears to have occurred in about half of all the courses studied (5.12.2). However, the results revealed that the nature of this consultation was frequently cursory. Again, this is an area where Managing Agents could have been helping to implement the policy, but evidently were not doing so. Holland (1982c), in order to encourage work

based learning, also advocated that off-the-job training should occur on employers' premises where possible, but the replies of college staff in the surveys indicated that this occurred in only 14% of courses. In only 12% of courses were employers' representatives involved in conducting any of the off-the-job training sessions (5.12.1) and one third of the trainees reported that no training or education sessions had occurred at work (table 6.19).

Further evidence about the contributions of work experience providers was contained in teachers' written evaluations (5.12.3) and these comments tended to contain more criticisms than praise, the chief problems being identified as a lack of commitment to training and a tendency to use trainees as cheap labour. While it is possible from the results to assess the extent to which employers have deviated from MSC policy objectives (according to teachers' and trainees' reports) it is not possible to state the reasons for this with any great certainty since the study did not include direct investigation of employers' practices and perspectives. In order to explore this issue it would seem essential that an evaluation of employers' contribution should be conducted. This is even more urgent given the proposal outlined in the White Paper "Education and Training for Young People (Great Britain 1985) to extend YTS to a second year, making even greater demands on employers. It may be speculated that one reason for employers failing to contribute to YTS in the way MSC desired in the first year is that the MSC, during the months preceding YTS, felt that obtaining a sufficient number of employers to provide the necessary work placements was a priority. Exaggerated claims in the educational press that the MSC was falling behind in obtaining the required number of employers they needed may well

have spurred them on to greater efforts. This may have led them to neglect to emphasise to employers what was expected of them in terms of training provision for fear that this would discourage employers from offering places.

In the light of this it is interesting to see in the evaluation of YTS conducted by the MSC (1984d) several recommendations aimed at improving the quality of employers' contributions, suggesting that the MSC evaluation team agreed with the findings of the present study about poor employer involvement. Recommendations include changing the name "Work Experience Provider" to "Work Experience and Training Provider." Employers providing placements will also, if the recommendations of the evaluators are accepted, be required to produce written training plans outlining what they propose to do for each trainee. A series of leaflets explaining the responsibilities of such employers is also advocated. All of these things, if adopted, should serve to remedy some of the deficiencies in provision that the present study has identified.

In addition to this, the MSC's guidelines for schemes starting in 1984 included a recommendation that course teams (also referred to as programme review teams) be set up, consisting of representatives of employers, Managing Agents and off-the-job training providers participating in each scheme. It is likely that these teams would improve the situation with regard to liaison between work experience providers and college staff and the need for them is therefore fully supported by the findings of this study. Better integration and an increase in the likelihood that off-the-job training will be relevant to work experience should be achieved by these teams, and this would promote the MSC's aim of encouraging work based learning.

#### 8.4. Student-centredness in teaching and assessment methods.

The resentment of some educationists towards the MSC described in Chapter One arose because the growing influence of the MSC was interpreted as an attack on liberal educational traditions. As was shown in Chapter Two, the Further Education Unit's (FEU) policies for the YTS curriculum reflected this tradition in FE colleges and, in many respects, the FEU approach was in conflict with that of the MSC. The FEU endorsed a student-centred style of teaching, whereby negotiation of learning programmes with trainees was essential. Reviewing progress towards agreed learning objectives in sessions drawing from assessments recorded on a profile, jointly agreed by teacher and trainees, was recommended by the FEU. At the same time the FEU felt that the reviewing of trainees' progress should be closely linked with the pastoral care, guidance and counselling that teachers should offer trainees. The FEU paid most attention to the teaching of core or basic skills, and less to more vocationally specific skills. They therefore endorsed a broad based programme, rather than one which focussed on a narrow group of occupations.

It was also established in Chapter Two that the MSC, while acknowledging the FEU approach as being of some value, looked for considerably different things in teaching and assessment methods. While the personal development of young people towards self reliance (their personal autonomy) was seen as valuable in its own right by the FEU, the MSC tended to regard any increase in trainees' ability to make decisions for themselves as being of use, essentially, in the context of better performance at work. The MSC's commitment to the negotiation of the curriculum with trainees was accompanied by reservations. Although recognising the



value of core skills such as literacy, numeracy or problem solving for work performance, the MSC remained critical of much of this provision in YOP schemes (where it was termed Social and Life Skills) and was concerned more to promote a rationale for training in particular trades, whereby such core skills could be learned by trainees at the same time as learning to do a job, rather than teaching them as separately timetabled elements.

An important purpose of this research study was to establish how this debate about curriculum, teaching and assessment methods was reflected in college provision. Given that the chief protagonists in the debate were the FEU and the MSC, teachers were asked to assess the extent to which their teaching had been influenced by the two bodies. The results showed that other factors such as the learning needs of trainees, the examination syllabuses used on the courses and teachers' perceptions of what work required of trainees were judged to be much more important than policy statements issued by the FEU or the MSC (5.5.1). The aims of this project (see head of chapter) are couched in terms that might lead one to assume a causal relationship between policy intentions and subsequent practice. This finding about the low level of influence of policy documents serves to caution against such an assumption.

However, this consideration does not affect the aim of this study in assessing the extent to which FEU or MSC policies for teaching and assessment methods were - for whatever reason - implemented in the colleges. Many of the results make such an assessment possible, and reasons for deviations from the policies are also revealed by the findings. Overall, teachers tended to express broad agreement with an FEU-style approach that took individual trainees' learning needs to be important (see items in

table 5.11 for example). However, with respect to both teaching and assessment methods fewer teachers reported actually proceeding with specific FEU recommendations intended to promote a student-centred approach. For example learning contracts, recommended by the FEU as constituting a formal agreement between trainees and teachers resulting from the negotiation of learning objectives, were used in only 14% of the courses (5.5.4).

It is likely that one of the major reasons for teachers deviating from the policy of providing the student-centred, negotiable approach that FEU advocated (in spite of seeming to be generally in favour of a student-centred approach) was the widespread use of examination syllabuses, already referred to in section 8.2. Many courses in the first year, particularly Mode A courses, offered traditional FE examination qualifications. Thus for many teachers YTS off-the-job training will have consisted of teaching to syllabuses which they knew well from other FE teaching. The FEU's student-centred approach would obviously have been difficult to implement when all trainees had to follow a set syllabus and case study evidence showed this happening. Negotiation of the curriculum had to be severely limited. This is why teachers of Mode A YTS (where syllabuses were more frequently followed) who also taught on non-MSc courses were more likely than WIC teachers to report that their teaching and assessment methods were not very different from those used on other courses (table 5.10). The FEU's pronouncements may well have been relevant to vocational preparation under YOP, where teachers rarely worked to set syllabuses and a major part of the training provision consisted of Social and Life Skills, but were less relevant to (particularly Mode A) YTS provision.

It was shown earlier (8.2) that the government and the MSC

had achieved some measure of success in achieving the policy of integrating YTS with established systems of examinations and apprenticeships. It would seem that where this policy succeeded (by encouraging the use of examination syllabuses) the FEU policy of encouraging student-centredness failed. If the FEU wished to make its philosophy of negotiation and student-centredness relevant to the whole of YTS, it would need to recognise that much of the provision is based on traditional syllabuses. It is clear that the FEU underestimated the extent to which established qualifications would be offered in YTS; this study has revealed that such syllabuses were surprisingly often used. FEU would have to conduct extensive research and development work to establish the extent to which negotiating a programme of work with trainees can be reconciled with the requirements of examination bodies. It is unlikely that the FEU possess either the resources or the influence to conduct such a programme of reform.

However, as was noted earlier YTS was a provision streamed by the ability level of trainees and the findings reveal that teaching and assessment methods were very different when courses from the higher level stream (Mode A) were compared with the lower level (broad based Mode B2 courses or WIC courses). Survey and case study evidence demonstrated conclusively that WIC teachers adopted the more student-centred approach advocated by the FEU, taking into account trainees' needs and individual differences to a greater extent than Mode A teachers (see particularly the findings under 5.7.2). WIC trainees supported their teachers' accounts, in that they were more likely than Mode A trainees to feel their teachers were student-centred (6.3.4).

It seems likely that the student-centred approach was adopted by WIC teachers because of their perception that these trainees had

special educational needs that could only be met by ensuring that teaching allowed for individual differences. The results demonstrated that WIC trainees were significantly more disadvantaged than Mode A trainees according to a number of measures. Thus WIC trainees faced poorer employment prospects than Mode A trainees (table 5.18) and were less likely to possess examination qualifications on entry to YTS (table 6.1).

It would seem, then, that the FEU policies did not achieve widespread implementation over most college provision for YTS, being largely confined to college based courses dealing with trainees with special educational needs. It must be concluded that the FEU, from a position of prominence in the YOP programme, wielded far less influence over YTS. Furthermore, this study has established that this state of affairs was a direct consequence of the successful MSC policy of integrating Mode A YTS courses with existing examination and apprenticeship structures.

#### 8.5. Trainees' views.

It was stated earlier (8.1) that the original aim of examining trainees' views to see whether different parts of YTS evoked a different response, was added to in the light of the findings. Examining the differences between WIC and Mode A trainees was valuable in confirming the finding established from the teachers survey that methods on WIC courses were more student-centred (8.4). Trainees clearly agreed with their teachers about this (see especially table 6.14). In section 8.6 findings are also discussed about WIC and Mode A trainees in their relative evaluations of course elements, and these findings are useful to

contrast with other studies. But in addition to this the trainee survey revealed that young people on all types of YTS course tended to share a certain perspective, and this perspective is worth discussing since it shows that some of the more important elements of government and YTS policy are in accord with what trainees want.

The results of the survey of trainees reported in Chapter Six demonstrate quite clearly that most trainees viewed work experience more favourably than they did college (6.5.2). Those parts of college work which they liked most were those which, they felt, contributed most directly to improving their employability (tables 6.7 to 6.9). These evaluations were a consequence of the perspective which YTS trainees tended to have on entering the scheme: that it was something which could improve their chances of getting a job (6.2.3). For 70% of them (table 6.4) YTS was seen as second best to getting a job and it seems likely that work experience was valued precisely because it offered experience similar to that of doing a job. Seventy nine percent of trainees felt that school did not do enough to prepare them for work (table 6.25) and it is notable that the parts of college which trainees appeared to like the least - Social and Life Skills and theoretical aspects - were those which were probably most like their school experiences. In this criticism of their school experience trainees were in accord with the views of MSC representatives such as Holland (1982a) who include criticisms of the non-vocational focus of secondary schools amongst their reasons for promoting a policy of work-based learning in YTS (as well as other MSC sponsored initiatives such as TVEI).

The findings indicate that trainees' experience on work placements is likely to be a major factor in encouraging trainees

to want to learn more about their work. This view has been an important justification for the advocacy of policies designed to achieve work based learning by the MSC. However, the findings discussed in other sections of this chapter (particularly 8.3) suggest that good integration between off-the-job training and work experience as well as other measures to promote work based learning had not yet been fully implemented in the YTS schemes in the study. Should they be more fully implemented in future years the findings reported here, concerning the popularity of work experience amongst trainees, provide grounds for expecting a high degree of success for the measures.

While noting that trainees' views should pre-dispose them to welcoming the sort of work based approach to learning that MSC have advocated, caution should be exercised in using this finding as an inevitable justification for this aspect of MSC policy. It may be that young people, at the stage in their lives when getting and keeping a job may signify to them a movement towards adult status, will be eager to learn all they can about their work place and work tasks. But this attitude may lead them to wish to learn only those things that appear immediately useful, neglecting the fact that future changes of job may require additional knowledge and skills. While Work Based Projects and a relevant off-the-job package should succeed in tapping the motivation of trainees to learn about work, the danger of providing skills and knowledge in too narrowly defined an area should be avoided. It may be that work based learning should eventually provide no more than a part of the curriculum of the off-the-job training. At the same time it should be recognised that this study has found that measures designed to promote work based learning were by no means fully implemented in the YTS courses surveyed.

### 8.6. Other studies of YTS.

In many respects the findings of this study are supported by those of other studies reported in section 3.4. that were conducted concurrently with this one. However, the focus of other studies was often different from the present study. For example, none of them attempted to use their findings to assess the extent to which YTS in the colleges had achieved a change of image from a social support programme to a training scheme. Neither did they collect data about the educational qualifications of trainees or the extent to which college provision counted towards apprenticeships and examinations. The point that the WIC/Mode A distinction constituted a process of streaming by educational level was therefore missed by these studies. However, the HMI study (DES 1984) as well as MSC's evaluation (MSC 1984d) found that a large (but unspecified) number of FE colleges used "off the shelf" packages for off-the-job training and both reports were critical of this. Presumably the researchers meant that much YTS off-the-job training provided by colleges led to traditional examinations. The actual incidence of this (56%) is supplied by the findings of the present study.

With regard to work based learning and employer involvement, too, the studies referred to in 3.4 all reported findings which agreed with those of this study. Thus the MSC study identified a lack of training provision by employers; the NFER study (Stoney and Scott 1984) reported that Managing Agents often stood in the way of college teachers who wished to visit trainees on work experience and the FEU study (FEU 1984a) claimed that Managing Agents often failed to provide adequate liaison between college staff and employers.

Both the HMI and the FEU studies noted that teaching methods on college based Mode B2 courses (which, as table 4.1 shows, were most usually WIC courses) were different from those on Mode A courses. The HMI report provided no details about this beyond describing methods on college based courses as "innovative." However, the FEU, as was shown in 3.4.2, made extravagant claims about the superiority of college based courses. The evidence from the present survey suggests that WIC trainees were neither more nor less happy with their courses than Mode A trainees (table 6.28). Nor do the findings support the FEU's notion that WIC trainees liked work experience more than did Mode A trainees (table 6.20 and discussion in section 6.4.4) and nor did WIC trainees perceive integration on their courses to be better (table 6.11). In these respects the findings of this study do not support those of the FEU evaluation. It is likely that the reason why the FEU evaluators became convinced that college based courses were superior was because they believed the opinions of teachers with whom they spoke and failed to sample trainee opinion in a systematic way. WIC teachers in the sample reported in this study were more satisfied with their course than were Mode A teachers (section 5.13.2) and it seems likely that the goal of increasing the "maturity" of trainees, (which the FEU team report as a major achievement of such courses) would be more appealing to such teachers since, as has been shown, they were more concerned about the pastoral care of trainees. It is likely that the FEU evaluators, through believing the views of teachers anxious to point out the worth of their "innovative" courses, and by failing to sample trainee opinion properly, drew false conclusions.



### 8.7. The future

A number of observations about likely future developments as well as recommendations for consideration by the MSC, the FEU and the colleges may be made as a result of this study. With regard to the use of student-centred teaching methods it is clear that the FEU, if it hopes to influence future developments in YTS, should expend more effort in examining how such an approach could be reconciled with the approach dictated by examination syllabuses. It was suggested earlier in this chapter that the FEU, however, possess neither the influence nor the resources to initiate a major reform of the large number of syllabuses used on YTS courses. It is, therefore, difficult to see how the FEU will be able to extend a student-centred approach, involving the negotiation of learning programmes with trainees, to Mode A YTS courses. It is more likely that the FEU, being excluded by the MSC from the position of influence over YTS which it hoped to occupy, will come increasingly to pursue its goals in other areas. The new Certificate of Pre-Vocational Education courses are more likely to be amenable to FEU influence than YTS has been.

At the same time, if the FEU is going to maintain its credibility in educational circles, its evaluation strategy requires increased rigour. The weaknesses of methodology and the resultant bias of the FEU evaluation of YTS has been well documented in this thesis. The FEU would do well to employ staff with experience in research methods if it intends to conduct other evaluations of educational and training programmes, adopting a more rigorous approach to the analysis of qualitative data. The skills required of experienced teachers (who are normally employed by FEU) are not always the same as those of the educational

researcher.

The government, through the MSC, is continuing to pursue its goal of encouraging work based learning in the education system. The Technical and Vocational Education Initiative in schools and the expansion of MSC's responsibility for funding Further Education are aspects of this policy. It is also planned to extend YTS to a second year and this will involve making increased demands on employers (see Great Britain 1985). An important lesson of this study is that measures taken to encourage work based learning - such as setting up Managing Agents - do not always work out in the way intended. While setting up course review teams to improve integration between off-the-job training and work experience may succeed, it is clear from the results of this study that Managing Agents have not been very successful in promoting integration between training and work.

The findings of this study about the failure of MSC policies designed to promote work based learning suggest that the politically influenced ideology of giving employers increased control over YTS was not accompanied by a realistic assessment of the practicality of the approach. The findings suggest that the complaint of educationists that the MSC tended to ignore their claims to expertise in the area of vocational preparation may have been justified. The failure of many Managing Agents to fulfil their responsibilities in ensuring proper liaison between work experience and off-the-job training has been evident in the present study as well as others. The MSC and the government should be careful that, in their enthusiasm to wrest control over vocational preparation from educationists they do not fail to provide a viable alternative.

The proposed extension of YTS to a two year programme has

not, to date, been accompanied by any plans as to how this will be achieved. The only indication of the form it will take has been the statement in the 1985 White Paper (Great Britain 1985) that employers will be expected to contribute considerably to the cost of the scheme. The educational press has contained reports (TES 1985b, 1985c) suggesting that the MSC has attempted to exclude representatives of educational interests from the deliberations concerning the planned extension, giving preference to CBI representatives. In addition, the CBI has been reported as expressing reservations about asking employers to commit finances to the schemes (TES 1985d). These developments suggest that employers' representatives may have an even greater say in the two year scheme than they did in the one year scheme. This, given the evidence about employers' priorities reported in Chapter One, is likely to produce an approach governed by cost considerations. The policy of the CBI has been to argue for the cheapest possible method of providing training (see Chapter One). If this view were to prevail, it is likely that the quality of training would suffer.

It is also disturbing that to date there has been no proper evaluation of employers' contribution to YTS. The present study is but one of four major studies of the Further Education contribution to YTS conducted in the first year. The off-the-job training component provided by Further Education colleges amounts to between a quarter and a half of the time trainees spend on YTS. The rest of their time is spent on work experience. An examination of the employers' contribution is overdue and most necessary in the light of the increased demands likely to be made on employers when YTS is extended to a second year. If the findings of this study concerning employer involvement were to be supported by such

an examination of employers' practices, the Labour Party's policy of imposing some statutory obligation on employers to contribute adequately to YTS would gain some supporting justification. At present there are strict limits to the sanctions which local MSC area offices can take in order to discipline employers who are failing to fulfil their obligations, since participation by employers is voluntary. The most that usually happens is that a poor employer is dropped from the scheme, and this is sometimes difficult to do in a situation where work experience places are scarce. Increasing employers' obligations by legal means could remedy this problem. The results of this study also indicate that examination of employers' recruitment practices might help in countering the bias against ethnic minorities that is occurring.

It is also important that the provision made by private training agencies should be scrutinised. In view of NATFHE's criticisms (NATFHE 1984, discussed in Chapter One) of these agencies (who provide 48% of off the job training in YTS) it would seem important that an independent evaluation of these should be conducted, if only to give them an opportunity to prove that their provision is as good as that made by the public sector.

From the trainees' point of view the future would look far brighter if factors outside YTS, such as the health of the economy, changed for the better. This study has found that trainees evaluate YTS largely in terms of its success in, firstly providing an experience that feels like real work and, secondly, in leading to real work. But whatever the pressures are on teachers to think only of improving employability it has to be recognised that many trainees, particularly those on lower stream courses, are likely to experience periods of unemployment after YTS. The attitude of the CBI, in insisting that YTS be seen as a

training scheme and not a measure of social support for the unemployed, is not helpful here. It must be recognised that YTS courses perform both these functions, depending on the level of the course and the type of trainee. It is unfair to trainees to ignore preparation for unemployment and the ideas of the Institute of Manpower Studies in improving provision in this area should be more widely adopted in YTS. At the same time it should be recognised that there exists a group of young people with special educational needs for whom provision of WIC courses under Mode B2 funding is appropriate. These young people should not be left behind by the general trend of YTS to cater for a higher level of entrant than YOP, since they face a desperate future if no-one provides for them.

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APPENDIX ONE: QUESTIONNAIRES USED IN POSTAL SURVEYS.

A. Principals of colleges

B. Course organisers

C. Teachers

D. Trainees

Questionnaire for College Principals

Youth Training Scheme Research Project.

1. Name of College.....

2. What is the full time equivalent of your student population?

.....

3. Details of Youth Training Scheme courses organised or serviced by your college in 1983-4. (If none, go to question 5).

Title of course	Please indicate with a tick if:	Name of course organiser in college.	Approx. number of students.
	Employer based. (Mode A)   College based. (Mode B)   Other (Training Workshop, Community Project etc.)		

We may wish to follow up this study with questionnaires to teachers and students directly involved with the courses (see accompanying letter). Are you willing for one or more of the courses mentioned in 3 above to be selected for study by Garnett College? (Please tick appropriate box).

Yes	
No	

(For colleges who do no Youth Training Scheme work). Have you ever been approached by MSC or others asking you to take on this type of work?

Yes	
No	

yes, please state why the work did not occur.

If you have a college department responsible for vocational preparation please give its name.

.....

If there are any staff responsible for the coordination of MSC (16-19) work across the college please give details of grade (eg: Vice Principal, Principal Lecturer, Senior Lecturer etc.) and whether the responsibility is full time or part time.

Coordinator	Grade	Tick if MSC responsibility is	
		Full time	Part time.
1			
2			
3			
4			
5			

Is there any MSC funding of employed 16-19 year olds on YTS courses within the college?

Yes	
No	

a. Is there a policy within the college to allow staff remission from teaching duties in order to train for teaching on YTS courses?

Yes	
No	

If there is a staff development programme available for teachers on YTS courses either in or out of college, who runs it? (eg: the college, accredited training centre, local authority etc.)

. Please give details of college involvement in any local managing agency or MSC youth training work.

. Please give details of any subsidy that local employers pay to add to the amount received from the MSC for YTS courses.

. Please indicate whether you would like a copy of the results of this survey.

Yes	
No	

. Any other comments. (Use overleaf if necessary).

ANY YOU FOR YOUR HELP. PLEASE USE THE ENCLOSED ENVELOPE FOR YOUR REPLY. STAMP IS NEEDED.

Questionnaire for course organisers in colleges.

--	--

Youth Training Scheme Research Project.

1. Your name.....

2. Title of course.....

3. Starting date of course.

Year.....Month.....

4. Total number of weeks work experience.....

Total number of weeks off the job training.....

Is the off the job training all conducted by college staff? (Please tick the appropriate box).

Yes	
No	

If no, who else is involved and what do they teach?

5. Please indicate where off the job training occurs by ticking one or more of the boxes below:

College premises	
Employers' premises	
Training Workshop	
Other (please specify).....	

6. Please describe the pattern of attendance for off the job training below:

7. Is there day release for off the job training during work experience?

Yes	
No	



8. If the course leads to any qualification(s) please describe below.

Awarding body. (eg: City and Guilds, RSA, College, MSC)	Title of qualification	Taken by	
		all trainees	some trainees

9. Does the course count towards an apprenticeship?

Yes	
No	

If yes, please state how many months of apprenticeship the course is counted towards:

.....

10. Has the course been run before in your college?

Yes	
In a slightly different form	
No	

11. How was the off the job training planned?

By an individual college teacher	
By a group of college teachers	
By college teachers and personnel from local industry	
Other (please specify)	
.....	
.....	

12. Were you satisfied with the amount of time available to plan the college's contribution to the course?

Yes	
No	

13. Did the managing agent for this course provide you with information about what should be taught on this course?

Yes	
No	

If yes, please use the space below for any comments you may have about the adequacy of this information.

14. Please give details of any consultation with local employers about the content of the off the job element of the course (or tick the box if none)

None	
------	--

15. Has the MSC ever asked you to change or omit a part of the course that did not meet their requirements?

Yes	
No	

If yes, please describe what this involved below.

16. Please indicate the number of employers involved in the course.

.....

17. Please indicate the number of college teachers involved:

Teachers on full time contracts to the college .....

Teachers on part time contracts to the college. ....

18. What is the extent of college teaching staff involvement in off the job training during college vacations?

Same as during term time	
Less involved than term time	
No involvement	

19. Which college departments are involved in teaching on the course?

20. On average, how often are there meetings between college teachers and providers of work experience apart from visits to trainees on work experience. You may wish to comment on the usefulness of these meetings.

21. On average, how often are there formal course team meetings for this course?

22. Please indicate number of trainees on the course:

Male	Female
------	--------

23. Please estimate the percentage of available trainee places on the course that are filled at the moment.

.....%

24. If any of the trainees on the course are employed (rather than in receipt of an MSC grant) please indicate how many in the space below.

.....

25. In your view, what percentage of the young people on this course are likely to get jobs in the area for which they are being trained?

0-20%	
21-40%	
41-60%	
61-80%	
81-100%	
I am unable to judge	

26. Please indicate how trainees were recruited to the course by ticking one or more of the boxes below:

Careers service	
School contact	
Media advertisement	
Other, please specify	

Please write below any comments about the effectiveness of recruitment procedures that you may have.

27.a. Please indicate the minimum formal exam qualifications expected of trainees applying to join the course.

b. What other qualities or abilities were trainees expected to possess as a condition of joining the course?

28. Approximately what percentage of trainees are from ethnic minorities?

.....%

29. Please indicate by ticking the appropriate box the methods used for assessing and/or recording trainee progress in A. Off the job training and B. Work experience.

	A Off the job.	B Work Exp.
Profiles		
Log book		
Diary		
Exams or tests		
Other, please specify		

30. Are trainees own assessments of themselves kept on course records?

Yes	
No	

31. Are tutorials held with trainees to discuss assessment results?

Yes	
No	

32. Is a learning contract drawn up for individual trainees? (This would involve a formal agreement between teachers and trainees as to the learning objectives to be pursued by trainees and the learning experiences to be offered them).

Yes	
No	

33. Space for any comments you may wish to write in.

.

34. ENCLOSURES

Please enclose the following documents with your reply if they exist as a part of the normal running of the course:

A. A course booklet or syllabus, or write below where this can be obtained.

B. A copy of the end certificate awarded to trainees, or write below where this can be obtained.

C. Any assessment forms or learning contracts produced by yourselves and used across the course by college teachers or employers.

THANKYOU VERY MUCH FOR YOUR HELP.

Please return this questionnaire and enclosures to the following address.  
YOU DO NOT NEED TO PAY POSTAGE.

Research and Development Unit.  
Garnett College  
FREEPOST  
LONDON SW15 1RR

Questionnaire for College Teachers.

Youth Training Scheme Research Project.

1. College.....
2. Course.....
3. Department.....
4. Your position in the college (Please tick appropriate box)

Principal	
Vice Principal	
Head of Department	
Principal Lecturer (if none of the above)	
Senior Lecturer	
Lecturer II	
Lecturer I	
Other, please specify .....	

5. Your sex:

Female	
Male	

6. Number of years teaching experience in educational institutions.

Less than 5 years	
6-10 years	
11 or more years	

7. Are you

On a full time contract?	
On a part time contract?	

8. What subject area(s) do you cover on the course?

9. Is this the first MSC funded training course for the 16-19 age range in which you have taken part?

Yes	
No	

10. How many weekly class contact hours do you have on this course?

.....

11. Number of years experience of full time work outside the educational system:

None	
Less than 5 years	
6-10 years	
11 or more years	

12. In your teaching on this course do you give trainees assignments to do at their workplaces?

Yes	
No	

If yes, please indicate approximately what percentage of their total work for you these assignments are.

.....%

13. In your view, what percentage of the young people on this course are likely to get jobs in the occupational area for which they are being trained?

0-20%	
21-40%	
41-60%	
61-80%	
81-100%	
I am unable to judge	

14. Have you attended any staff development sessions organised by your college concerning MSC (Youth Training Scheme) work in the past 12 months?

Yes	
No	

15. Have you attended any courses, conferences or staff development sessions concerning MSC (Youth Training Scheme) work and organised outside your college in the past 12 months?

Yes	
No	

If yes, please give details of organising body and subjects covered in the space below.

16. Were you involved in planning this course?

Yes	
No	



17. Approximately how many formal course team meetings for this course have you attended since the course started?

.....

18. Please indicate what contacts you have had with providers of work experience for this course (please tick):

None	
Work placement visits	
Other meetings (please specify)	.....

19. Please rate how important the following have been in influencing your teaching on the course. (Circle the number that reflects your view)

	Very important				Not at all important
The course syllabus.	1	2	3	4	5
MSC published documents.	1	2	3	4	5
FEU published documents.	1	2	3	4	5
Institute of Manpower Studies documents.	1	2	3	4	5
Other teachers.	1	2	3	4	5
The learning needs of trainees.	1	2	3	4	5
Knowledge of what happens in the jobs for which trainees are being prepared.	1	2	3	4	5
Educational or other research findings.	1	2	3	4	5
Employers.	1	2	3	4	5
MSC officers.	1	2	3	4	5
The examination(s) trainees are being prepared for.	1	2	3	4	5
Your in-service/staff development training.	1	2	3	4	5
Your initial teacher training course.	1	2	3	4	5

Please add any other influences you have found to be important.

20. Please rate how much you agree or disagree with the following statements by circling the appropriate numbers. Thus, if you agree very strongly, circle 1 if you disagree very strongly circle 5. Please try to answer every item. There is a space at the end of the questionnaire should you wish to explain your answers further.

	Strongly agree				Strongly disagree
The course is effective in providing individualised programmes of learning for trainees.	1	2	3	4	5
This course is effective in integrating education with training.	1	2	3	4	5
I plan my teaching to allow for differences in ability between students.	1	2	3	4	5
Trainees would benefit from more off the job training than this course at present provides	1	2	3	4	5
MSC youth training work is of low status in this college.	1	2	3	4	5
Trainees' personal problems are none of my business.	1	2	3	4	5
Trainees are generally happy with the course.	1	2	3	4	5
I ensure that trainees practice transferring their skills from one job to another.	1	2	3	4	5
I prefer to think of the young people on this course as students rather than trainees.	1	2	3	4	5
In my teaching on this course I offer trainees every opportunity to negotiate their own programme of work.	1	2	3	4	5
It is difficult to justify this training course in a time of high unemployment.	1	2	3	4	5
There is a good level of integration between work experience and off the job training on this course.	1	2	3	4	5
Trainees are fully involved in discussions of their own assessments on this course.	1	2	3	4	5
The main purpose of the course is to keep people off the dole.	1	2	3	4	5
It is important to teach trainees about their trade union rights.	1	2	3	4	5
A lot of what is taught on the course isn't useful for trainees at work.	1	2	3	4	5
It is important to teach trainees how to cope with unemployment	1	2	3	4	5
The full integration of education and training is impossible.	1	2	3	4	5

	Strongly agree				Strongly disagree
It is important to persuade trainees that the skills they learn on the course can be used in a variety of jobs.	1	2	3	4	5
In the part of the course that I teach it is usual for trainees to all learn the same material at the same time.	1	2	3	4	5
Work experience providers (eg: employers, training workshop staff) have a lot of say in what happens in off the job training on this course.	1	2	3	4	5
Assessment of trainees' progress should be a matter for teachers rather than trainees to conduct.	1	2	3	4	5
I attempt to teach for individual learning needs on this course.	1	2	3	4	5
The course suffers from being under resourced.	1	2	3	4	5
Trainees on this course can inspect their assessment records if they wish.	1	2	3	4	5
There is a team approach to teaching on this course.	1	2	3	4	5
Trainees often tell me what they think of the course.	1	2	3	4	5
I would prefer trainees to have real jobs than be on a course like this.	1	2	3	4	5
I make a point of showing trainees how they can use the skills they are learning in unemployment.	1	2	3	4	5
I take into account other teachers' assessments of trainees' progress when planning work for this course.	1	2	3	4	5

For those who also have had experience of teaching on YOP courses:

	Strongly agree					Strongly disagree
This course is of higher quality than YOP		1	2	3	4	5
Work experience is better planned on this course than on YOP courses.		1	2	3	4	5

For those who also have had experience of FE teaching on non MSC courses.

My teaching approach on this course is very different from my teaching approach on non MSC courses.		1	2	3	4	5
I find more discipline problems on this course than on non MSC courses.		1	2	3	4	5
There are more problems requiring personal guidance and support on this course than on non MSC courses.		1	2	3	4	5
The assessment methods I use on this course are no different from the ones I use on non-MSc courses.		1	2	3	4	5

21. The rest of this questionnaire is designed to give you the opportunity to write in your views about the course as you wish. For convenience, various headings are given.

a. Integrating off the job training with work experience.

b. Assessment.

c. Guidance and counselling.

d. Recruitment and induction.

e. Progression from the course to job or other opportunities.

f. Relations with MSC.

g. Teaching methods.

h. Employer participation. .

i. Please use the rest of this page (or overleaf) for any further comments.

THANK YOU FOR YOUR HELP.

Please seal the completed questionnaire in the envelope provided and return it to the course leader in college. This person will then send it to me.

Clive Seale  
YTS research project  
Garnett College  
London.

Questionnaire for Trainees.

Youth Training Scheme Research Project.

First of all, please answer these questions about yourself and the course you are on.

1. Name of course.....;

2. Name of college.....

3. How old are you now?

Years..... Months.....

4. Your sex. (Please tick one of the boxes)

Female	<input type="checkbox"/>
Male	<input type="checkbox"/>

5. Was your last school

A single sex school?

A school for both boys and girls?

6. Please give details of exams you have passed in the box below:

Subject	Type of exam (eg. CSE, GCE 'O', RSA)	Grade

7. Before you came on this scheme did you have any full time employment?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

8. How long were you unemployed before joining this course?

Years..... Months.....

9. Have you been on any other courses or schemes besides this one since leaving school?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

If yes, please list below.

10. How did you find out about this scheme?

Through:

The careers service	
Your school	
A college teacher	
An advertisement	
Something else	

11. On this course have you learned how to use:

	Yes	No	Not yet but it is planned.
A typewriter			
A computer keyboard			

12. Do you have a particular person at work placements to whom you can go to for help or advice?

Yes	
No	
Only on some placements	

13. On average how many times do college teachers see you in your work placements?

Once a day	
Once a week	
Once a month or longer	
Never	

14. On this scheme where do training or education sessions happen?

All at college	
All at work placements	
Some at college, some at work	
Other	

15. Please list the main job or jobs you have done as a trainee in this scheme on work experience in the space below.



16. Please rate how much you agree or disagree with the sentences listed below by placing a circle round one of the numbers opposite each sentence. Here is an example of how to do this:

EXAMPLE

	Strongly disagree			Strongly agree	
This is a very good scheme	-2	-1	0	+1	+2
If you strongly agree with this statement you would circle +2					
If you strongly disagreed with this statement you would circle -2					
If your agreement or disagreement was less strong you would circle +1 or -1					
If you weren't sure whether you agreed or disagreed you would circle 0					

Now here is the list.

	Strongly disagree			Strongly agree	
The best part of the scheme has been work experience	-2	-1	0	+1	+2
The careers advice that I have received from teachers on the scheme has been very helpful	-2	-1	0	+1	+2
I could apply what I've learned on this scheme to lots of diferent jobs	-2	-1	0	+1	+2
College teachers aren't strict enough	-2	-1	0	+1	+2
Coming on the scheme has made me more hopeful about the future	-2	-1	0	+1	+2
The scheme has been a waste of time	-2	-1	0	+1	+2
The scheme has given me a chance to develop my practical skills	-2	-1	0	+1	+2
College teachers listen to what you've got to say more than teachers at school	-2	-1	0	+1	+2
I wasn't told enough about the scheme before joining it	-2	-1	0	+1	+2
Other people on the scheme generally feel it is a good scheme	-2	-1	0	+1	+2
I prefer this scheme to my last year at school	-2	-1	0	+1	+2
I would have liked school to have taught me more about what work is like	-2	-1	0	+1	+2

	Strongly disagree				Strongly agree
I've learned nothing from the college part of the scheme	-2	-1	0	+1	+2
The scheme has given me the opportunity to try out a lot of different jobs.	-2	-1	0	+1	+2
If a job had been available I would never have come on this scheme	-2	-1	0	+1	+2
Teachers have been very keen to know what we think of the scheme	-2	-1	0	+1	+2
I would like more education or training when this scheme is over	-2	-1	0	+1	+2
Work experience is the only good thing about this scheme	-2	-1	0	+1	+2
What I've learned from college teachers has been directly useful in work experience	-2	-1	0	+1	+2
Teachers on the scheme have never really tried to find out what I am good at	-2	-1	0	+1	+2
As a result of the scheme I've become better at finding things out for myself	-2	-1	0	+1	+2
College teachers are not willing to listen to what we say about the scheme	-2	-1	0	+1	+2
A lot of what is taught in college is not useful for work	-2	-1	0	+1	+2
I expect I will be unemployed when I leave this scheme	-2	-1	0	+1	+2
On the scheme I have learned more about how to cope with being unemployed	-2	-1	0	+1	+2
Teachers have tried to make sure that what I learn is suited to my needs	-2	-1	0	+1	+2
We are given plenty of information about job opportunities while we are on the scheme	-2	-1	0	+1	+2
What I've learned will be useful even if I don't get a job in the area I was trained for	-2	-1	0	+1	+2
Teachers have been keen to know how I think I am getting on	-2	-1	0	+1	+2
I can inspect the records of assessment teachers keep on me if I ask	-2	-1	0	+1	+2

17. Now here are some similar questions that ask you what you think you have learned as a result of the scheme. Please circle a number to show how much you agree or disagree as before.

As a result of the scheme:

	Strongly disagree			Strongly agree	
I have learned more about computers	-2	-1	0	+1	+2
I have learned more about how to get on with other people at work	-2	-1	0	+1	+2
I'll be better at doing a job	-2	-1	0	+1	+2
I am better at Maths	-2	-1	0	+1	+2
I am better at communicating with other people	-2	-1	0	+1	+2
I'll be more likely to get a job	-2	-1	0	+1	+2
I've learned more about the world of work	-2	-1	0	+1	+2
I can work out solutions to problems at work	-2	-1	0	+1	+2
I am better at learning things	-2	-1	0	+1	+2

18. Now please rate how important the following reasons were for you in deciding to come on the scheme.

	Very unimportant			Very important	
The careers officer suggested it to me	-2	-1	0	+1	+2
Unemployment was boring	-2	-1	0	+1	+2
My parents suggested it to me	-2	-1	0	+1	+2
I thought it would help me get a job	-2	-1	0	+1	+2
Because of the money	-2	-1	0	+1	+2
Because I thought it would teach me how to cope with being unemployed	-2	-1	0	+1	+2
I wanted work experience	-2	-1	0	+1	+2
I wanted some training	-2	-1	0	+1	+2
I wanted more education	-2	-1	0	+1	+2
A schoolteacher suggested it to me	-2	-1	0	+1	+2

Please write in any other important reasons you had for coming on the scheme in the space below.

19. In this section please write your answers in the spaces below each question.

a. What have you liked most about the scheme? (please say why)

b. What have you liked least about the scheme? (please say why)

c. How could the scheme be made better?

d. What do you hope to do after the scheme?

e. Please use the space below to describe what you thought of work experience while on the scheme.

If you want to write any more about what you think of the course, please use the space that is left on this page.

THANK YOU VERY MUCH FOR YOUR HELP

Please return this completed questionnaire by sealing it in the envelope provided and handing it back to your teacher. This teacher has been asked to send all the envelopes back to me without seeing any of the replies.

Clive Seale  
Garnett College  
London

APPENDIX TWO: Occupational Training Families:  
modified classification.

A. Description used by Institute of Manpower Studies (IMS 1981)

OCCUPATIONAL TRAINING FAMILIES (OTFs) AND THEIR KEY PURPOSES.

OTF NO.	OCCUPATIONS	KEY PURPOSE
1	Administrative Clerical, and Office Services	Information processing
2	Agriculture, Horticulture, Forestry and Fisheries	Nurturing and gathering living resources
3	Craft and Design	Creating single or small numbers of objects using hand/power tools
4	Installation, Maintenance and Repair	Applying known procedures for making equipment work
5	Technical and Scientific	Applying known principles to making things work/usable
6	Manufacturing and Assembly	Transforming metallic and non- metallic materials through shaping, constructing and assembling into products
7	Processing	Intervening into the working of machines when necessary
8	Food Preparation and Service	Transform and handle edible matter
9	Personal Services and Sales	Satisfying the needs of individual customers
10	Community and Health Services	Meeting socially defined needs of the community
11	Transport Services	Moving goods and people

Course titles categorised under OTFs for the present study.

OTF1	OTF2
ABTA Travel	Agriculture and Estate Maintenance
BEC General (Clerical)	Agriculture and Horticulture
Building Clerical	Agriculture/Horticulture
Business Studies	Agric. Mechanics *
Clerical	Amenity Land use
Clerical Skills	Amenity, Recreation and Parks
Clerk Typist/Receptionist	Animal Care
Commercial	Conservation
General Office	Commercial and Amenity Hortic.
Leisure Services (Tourism)	Countryside Skills
Library Assistants	County Land Agents Scheme
Local Government	Estate Maintenance
Modern Office Worker	Fisheries
Office Services	Fishing Training Association
Office Skills	Forestry
Office Skills (BEC)	Gardening
Secretarial	Groundsmanship
Stock admin.	Parks and Gardens
Travel	Poultry
Travel and Tourism	Rural Skills
Typewriting	Sea Fishing Background Training
	Sheffield Parks Dept.
	Young Grooms
	YTS (in an agricultural college)
	YTS Agriculture/Horticulture
	Zoo project

\* Agricultural Mechanics is usually under OTF4 but not when included under overall Agric/Hortic. scheme.



OTF3

Art Technician	General Building Operative
Basic Sewing Skills	Glazing
Boatyard Workers	Graphic Design
Building	Household Maintenance
Building Crafts	Leatherwork
Building Operatives	Miscellaneous Crafts
Carpentry and Joinery Craft	Photographic Processing/Studies
Ceramics	Art Metalcraft
Colour and Design	Photography
CITB	Pottery
CITB General Craft Operative	Printing
CITB Shopfitting	Sign work
Community Crafts	Soft Craft and Design
Construction	Soft Furnishings
Construction Operatives	Specialist Building
Construction Skills	Textile Design
Craft and Design	Textile/Fashion
Creative Skills	The Model Making Business
Design and Display	Travel Trades
Dress/Clothing	Upholstery
Fabrication	Woodwork
Foundation Training	Yacht and Boatbuilding
Brickwork	
Foundation Training	
Carpentry & Joinery	
Foundation Training	
Painting & Decorating	
Furniture Trades Association	

\* CITB courses as a general term may include elements not in OTF. In general, building trades occupations might often have been classified under a different OTF had a decision not been necessary.

OTF4

Agricultural Engineer	Micro-Electronics Const. Test. Serv.
Agricultural Mechanic	Motor Repair Trades
Basic Engineering/MV Mechanic /Electrical	Motor Trades
Certificate in Electronic Engineering Level 1	Motor cycle engineering
City & Guilds Electrical Installation	Motor vehicle Body Repair
City & Guilds Electronic Servicing	Motor vehicle craft
Construction and Maintenance	Motor vehicle mechanics
CITB/JIB Electrical Engineering	Motor vehicle/Electrical
CITB Industrial Plumbing and Heating	National Tyre Services
CITB Plumbing	Parks and Gardeners Machinery
Craft Maintenance	Plant and Heavy Vehicle
	Plant Mechanics Craft
	Plumbing
	Refrigeration Engineering
	Rural Servicing
	Service Engineering
	Technician Studies (Electrical Engineering)
	Vehicle Body Refinishing Skills
Domestic Appliances Electrical and Electronic Engineering	
Electrical Contractors Installation Course	NB: some of the electrical courses might equally have been categorised under OTF5
Electrical/Electronic Electrical Installation	
Electronic Engineering Electronics	
Electronic Servicing Engineering and Garage Work	
Engineering Broad-Based Training (Electrical/Electronic)	
Farm Machinery Repair	
Garage Practice	
Mechanics	
Micro-Electronics	

OTF5

Audio Visual Aid Assistants  
Audio Visual Techniques.  
Biological Science Technician  
Building - Architect/Building Technician  
Building Technician  
CITB TEC  
Engineering/Science Technicians  
Foundation Training Mechanical Services  
Laboratory Skills  
MSC/TEC  
Mechanical Services (CITB)  
Reprographic/Resources  
Science  
Science Industry Background  
Science Laboratory Technician  
Technical and Scientific  
Technical Illustration  
Technical Science  
TEC Building  
TEC Studies  
Technician Studies  
Technicians TEC  
Technology Infill

OTF6

Basic Engineering  
City and Guilds 385 Craft Studies  
City and Guilds 200 Craft Studies  
Engineering  
Engineering Broad-Based Training (Mechanical)  
Engineering (Fabrication and Mechanical)  
EITB  
Engineering Practical  
Engineering Multi-Skills  
Engineering Technology  
Engineering Theory  
Fabrication/Welding  
General Craft Maintenance Skills  
General Engineering  
Introduction to employment in Manufacturing Industries  
Manufacturing TEC Electrical  
Manufacturing TEC Mechanical  
Mechanical Engineering  
Printing  
Production and Maintenance  
Sheet Metal  
Welding  
Work Preparation - Engineering

NB: Some of these may be of a level to justify  
inclusion under OTF 5

OTF7

CAPITB

City and Guilds 150 Industrial Operatives  
Cleaning Science  
Clothing ITB  
Food Processing Operatives  
Extension Studies (CAPITB)  
General Operatives  
Industrial Sewing  
Iron and Steel Operatives  
Machine Woodworking  
Mastic Asphalt  
Operatives  
Plastics ITB  
Plastics Processing ITB  
Process Plant  
Production  
Smiths (Cleaners)  
Timber Trade Training Association  
Timber Trades  
Walls Meat Co.  
Wood Machinists

OTF8

Bakery

Catering  
Catering Cookery  
Catering Food Service/Accommodation  
Cooking for the catering industry  
Fast Food  
Food Service  
Food and Beverage Service  
Food Preparation and Distribution  
HCITB  
Hotel Catering  
Institute of Meat pre-affiliateship  
Institute of Meat affiliateship  
Introduction to employment in Food Preparation  
Kitchen Technicians  
Trust House Forte

OTF9

Accomodation  
BEC General (Distribution)  
BEC General (Retail)  
Beauty Care  
Boots  
Debenhams  
Distribution  
Empire Stores  
Hair and Beauty Products  
Haircare  
Hairdressing  
Hospitality  
International Stores  
Key Markets  
Morrisons Supermarkets  
National Institute of Fresh Produce (Covent Garden)  
Personal Services and Sales (Distribution)  
Retail and Distribution  
Retail Grocery  
Retail Voc.Prep  
Retailing  
Marks and Spencers  
Personal Services  
Sainsburys  
Selling

OTF10

Caring for Handicapped  
Caring Skills  
Community Care  
Community Care assistants  
Community Health  
Community Projects  
Dental  
Dental Surgey Assistants  
Family and Community services  
Footballers  
Leisure  
Leisure assistants  
Recreational services  
Recreation Industry  
Residential Care Homes Association  
Schools Assistants  
Social and Home care  
Sport and Leisure

OTF11

Builders' Merchants  
Building Supplies Federation  
Engineering Warehousing Distribution  
Freight Vehicles  
GPO  
HGV Services  
Motor Vehicle/Motor Cycle Parts  
Post Office  
Transport Services \*  
Transport Training  
Warehouse  
West Yorkshire Transport

\* Some within this may be garage mechanics

12. Miscellaneous unclassifiable

Caring/Catering  
Clerical/Caring  
Clerical/Retail Skills  
Communication Skills CGLI  
Creative Crafts and Sales  
Drama  
Engineering and Business Studies  
English as a second language  
Ethnic Minority  
First Aid at Work  
Industrial Skills  
Life and Social Skills  
Light Crafts and Retailing  
Numeracy CGLI  
Personal Development  
Residential Induction  
Retail/Book-keeping  
Retail/Clerical  
Retail/Office  
Roadwork Craft  
Springboard (Engineering, Computing, Community Care)  
Step into Technology

### 13. Broad Based Work Introduction (WIC)

- Basic Practical Skills
- Basic Skills
- Broad-based
- College Group Scheme (General)
- Core Skills
- Core Skills projects
- Foundation
- General
- General Employment
- General Enquiry
- General Further Education
- General Voc. Prep
- Multi-Occupational Skills
- Multi-Skills
- Occupational Selection
- Skills for Work
- Training Introduction Court
- Transferable Skills
- Work Introduction Course
- Work Preparation
- Working Skills Project
- Works Introduction
- WICS
- YTS (Catering, Office Skills, Workshop Skills)
- ESN course
- Light engineering for handicapped persons
- Special Needs
- Work Introduction. Handicapped
- Work Preparation for young disabled persons

### 14. Computing and computer-related

- Clerical/Information Technology
- Computing
- Computer Appreciation
- Computer/Clerical
- Computer Keyboard Skills
- Computer Literacy
- Computer Operations
- Computing/Data Processing
- CRE Computer Literacy
- Information Technology
- ITEC
- Micro Electronics and Business Information Technology
- Office Technology
- Working with Computers

APPENDIX THREE. Interview schedules used in case studies.

1. Course organisers.

How was the course planned? By whom?

Did MSC local officials influence the course? How?

What assessment methods are used (both off-the-job and work experience. Probe for level of trainee involvement).

Work experience:

How is it planned?

Are work based assignments used?

Any comments on degree of integration between college and work experience?

Purpose and frequency of visits of trainees on work experience?

What is the nature of contacts with employers and work experience providers?

How many different placements might an average trainee experience?

What choices do trainees have about what they learn/ about where they go on work experience?

Have MSC/FEU/IMS documents been read? If so, have they influenced the course?

Are any changes in teaching approach necessary for these students? (Describe)

What arrangements are made for staff development?

What is working well about the course?

What is not working well about the course?



## 2. Teachers

What subject/areas do you cover? How many Gours per week?

Did you have any involvement in planning the course?  
(Describe).

What is your previous experience of youth training work for MSC?

(If teacher has YOP experience) Is YTS better than YOP?

Does YTS require a different approach from your normal teaching style? (Describe).

What contacts with MSC do you have for this course?  
(Describe).

Have you read MSC/FEU/IMS documents? If so, have they influenced you.?

How do you decide what to teach?

Do you use work based training assignments? (Describe).

Course team meetings

Frequency?

What is discussed?

Meetings with employers

Frequency?

What is discussed?

Meetings with Managing Agents

Frequency?

What is discussed?

Assessment

How is it done?

What part do trainees play?

What choices can trainees make/what influence can they bring to bear on what they learn?

What contacts do you have with trainees on work experience?  
(If any) What is this for?

Have trainees come to you with personal problems?  
If so, how have you dealt with this?

Have you attended staff development sessions related to YTS in the last 12 months? If so, comment on usefulness.

What is working well about the course?

What is not working well about the course?

### 3. Trainees.

How did you come to be on the scheme?

Was there anything about the scheme you hadn't expected?

What do you like best about the scheme?

What do you like least about the scheme?

Do others feel the same way as you?

Is there anything you feel you should have had on the course which was not there?

Have you been offered any choices about what you do on the scheme?

Do teachers ask you/listen to what you say about the scheme?

Have you been assessed? What do you think of this? Did it effect what happened later to you?

What job(s) does this course suit you for? Are there any other jobs it might be useful for?

Have you learned more about coping with unemployment while on the scheme?

#### Work experience

What have you done/will you do?

How often have you been visited? What is talked about on these occasions?

How many different jobs have you done/different employers have you been with?

Were you given any assignments by college teachers to do at work?

Were you assessed while on work experience?

If so, how?

Is what you learn at college useful at work experience?

What do you hope to do on leaving?

What do you expect on leaving?

Again, considering the course as a whole:

What do you like about it?

What do you dislike about it?

## APPENDIX FOUR

COURSE A : Mode A hairdressing course in a general subject College in the Midlands. College is involved in Managing Agency for some of the trainees but not for all. Twenty two trainees, all but one of whom are female. No exam qualifications required for entry. Counts as first year of apprenticeship and leads to City and Guilds qualification. Thirteen weeks of training provided by college in day release mode.

COURSE B : Mode A agricultural course in an agricultural college in the South. College is acting as Managing Agent on behalf of the local authority. Most of the 150 trainees are male. No exam qualifications required for entry. Counts as first year of apprenticeship, follows the CGTEA syllabus for YTS and leads to City and Guilds qualifications. Trainees learn skills useful for unemployment as part of "transferable skills" module. Thirteen weeks of training provided in mixture of block and day release.

COURSE C : Mode A motor vehicle engineering course in a general subject college in the South. Outside Managing Agent. All 64 trainees are male. CSE grades 3 and 4 in suitable science subjects and English are sought on entry. Counts as first year of apprenticeship and leads to a City & Guilds qualification. Eighteen weeks of training provided in mixture of block and day release.

COURSE D : Mode A hotel and catering course in a general subject college in the South. Outside Managing Agent. Only one male

trainee out of fourteen. No exam qualifications required on entry. Leads to City and Guilds qualification. Managing Agent provide induction and Social and Life Skills, college provides occupational skills to make up 13 weeks off the job training. Day release to college.

COURSE E : Mode B2 course in fabrication and construction services in general subject college in the Midlands. Eighteen male trainees. No entry requirements. Leads to City and Guilds or UEI qualification. Continuous 24 week block provided by college, then block of work experience coupled with day release to college.

COURSE F : Mode B2 work introduction course in a general subject college in the North. Twenty male and fifteen female trainees. Designed to cater for the handicapped or less able who have difficulty entering other YTS course. A computer literacy qualification may be offered. Thirteen weeks of off-the-job training in block release mode provided. Mixture of sheltered training workshop and employer placement provided, depending on readiness of trainee.

COURSE G : Mode B2 basic skills course in a general subject college in the South. Nine male and five female trainees. No minimum entry requirements. Leads to no qualification. College provides 16 weeks off-the-job in mixture of block and day release.

COURSE H : Mode B2 multi-occupational skills course in a general subject college in the South. Nine male and three female

trainees. Course is aimed at disadvantaged or those with no definite idea of areas of interest. No exam requirements. Leads to no qualification. Twenty four weeks of off-the-job provided in mixture of block and day release.

COURSE I : Mode B2 basic occupational skills course in general subject college in the North. Ten male and fifteen female trainees. No exam requirements; aims at non exam classes, ESN(M) leavers and remedial departments of schools. Leads to no qualification. Twenty six weeks of off-the-job in a mixture of block and day release.

COURSE J : Mode B2 work introduction course in general subject college in the North. Five male and eleven female trainees. No exam requirements; 40% are from ESN(M) schools and all have special needs. Leads to no qualification. Twenty four weeks of off-the-job in mixture of block and day release.

APPENDIX FIVE: UNWEIGHTED TABLES.

A. Chapter Five: Teachers.

Table 5.1.

Work experience	0 7	1-5 21	6-10 22	11+ 50	N=336	M=1
Teaching experience	0-5 36	6-10 26	11+ 37		N=337	M=0

Table 5.2.

A. Secretarial	17
B. General Education/Studies	12
C. Construction	13
D. Business	3
E. Engineering	6
F. Painting and Decorating	4
G. Adult/Open Education	5
H. Maths/Computing	2
I. Other vocational	38
	N=312
	M=25

Table 5.3.

	All	Mode A	WIC
Yes	12	10	18
Slightly different	46	46	73
No	42	44	9
	N=163	N=115	N=22
	M=0		

WIC/Mode A  $p=0.0075$

Table 5.4.

	All courses	Mode A	WIC
Average places available	49.3	52.5	52.1
Average places filled	33.9	36.8	31.8
Percentage filled	68.8	70	61
	N=137	N=102	N=18

Table 5.6.

Careers service	8%	N=152	M=11
School contact	33%	N=152	M=11
Media advertisement	32%	N=152	M=11
Other	34%	N=152	M=11

Table 5.8.

		1	2	3	4	5		
1.	All	47	25	53	17	21	N=331	M=6
	Mode A	49	27	14	4	6	N=242	
	WIC	18	28	33	10	10	N=39	
					WIC/Mode A p=0.0009			
2.	All	8	16	29	20	27	N=329	M=8
	Mode A	7	14	30	20	29	N=240	
	WIC	13	15	33	18	20.5	N=39	
					WIC/Mode A p=0.6072			
3.	All	5	18	25	19	33	N=323	M=14
	Mode A	5	15	26	19	34	N=234	
	WIC	5	18	26	20.5	31	N=39	
					WIC/Mode A p=0.9907			
4.	All	2	7	18	21	51	N=323	M=14
	Mode A	2	5.5	18	23	51	N=237	
	WIC	3	3	23	18	54	N=39	
					WIC/Mode A p=0.8283			
5.	All	24	28	32	6	10	N=330	M=7
	Mode A	21	27	34	7	11	N=242	
	WIC	34	29	32	3	3	N=38	
					WIC/Mode A p=0.197			
6.	All	72	21	5	0	2	N=333	M=4
	Mode A	71	21	6	0	2	N=242	
	WIC	85	13	3	0	0	N=39	
					WIC/Mode A p<0.4854			
7.	All	58	22	13	4	4	N=333	M=4
	Mode A	59	21	12	3	4	N=244	
	WIC	44	28	18	5	5	N=39	
					WIC/Mode A p=0.4669			
8.	All	8	20	28	22	22	N=326	M=11
	Mode A	7	20	29	23	21	N=238	
	WIC	10.5	21	21	18	29	N=38	
					WIC/Mode A p=0.6415			
9.	All	19	27	21	11	21	N=331	M=6
	Mode A	19	28	22	11	21	N=243	
	WIC	26	26	15	8	26	N=39	
					WIC/Mode A p=0.7168			

10.	All	4	13	28	17	37	N=319	M=18
	Mode A	4	12	29	17	39	N=234	
	WIC	10.5	13	37	13	26	N=38	
					WIC/Mode A p=0.2423			
11.	All	35	24	14	4	23	N=319	M=18
	Mode A	37	28	13	4	18	N=239	
	WIC	9	11	11	6	63	N=35	
					WIC/Mode A p<0.0001			
12.	All	11	19	24	15	32	N=317	M=20
	Mode A	11	16	21	17	35	N=231	
	WIC	5	29	32	16	18	N=38	
					WIC/Mode A p=0.0778			
13.	All	18	17	26	12	28	N=319	M=18
	Mode A	19	17	26	12	26	N=231	
	WIC	10	18	23	18	31	N=39	
					WIC/Mode A p=0.5757			

Table 5.10.

		Strong agree			Strong disagree				
		1	2	3	4	5			
1.	All	30	17	15	16	23	N=256	M=2	
	Mode A	24	18	15	18	24	N=185		
	WIC	53	13	7	10	17	N=30		
					WIC/Mode A p=0.0267				
2.	All	24	17	12	13	34	N=256	M=2	
	Mode A	25	19	11	12	33	N=185		
	WIC	17	10	10	23	40	N=30		
					WIC/Mode A p=0.3067				

Table 5.11.

		Strong agree			Strong disagree				
		1	2	3	4	5			
1.	All	47	30	16	4	2	N=337	M=1	
	Mode A	42	33.5	17	5	3	N=245		
	WIC	74	18	9	0	0	N=39		
					WIC/Mode A p=0.0048				
2.	All	38	31	21	7	3	N=337	M=3	
	Mode A	32	33	23	8	4	N=244		
	WIC	77	18	3	3	0	N=39		
					WIC/Mode A p<0.0001				
3.	All	28	27	16	13	15	N=337	M=3	
	Mode A	29	32	18	11.5	10	N=243		
	WIC	8	10	18	20.5	44	N=39		
					WIC/Mode A p<0.0001				



4.	All	11	20	35	21	13	N=337	M=4
	Mode A	8	16	37	24	15	N=243	
	WIC	29	42	24	5	0	N=38	
					WIC/Mode A p<0.0001			
5.	All	13	19	23	22	23	N=337	M=5
	Mode A	9	15	26	24	26	N=241	
	WIC	28	41	15	10	5	N=34	
					WIC/Mode A p<0.0001			
6.	All	59	26	12	3	1	N=337	M=2
	Mode A	60	26	12	2	0	N=244	
	WIC	61.5	28	8	3	0	N=39	
					WIC/Mode A p=0.9365			

Table 5.12.

		Strong agree			Strong disagree				
		1	2	3	4	5			
1.	All	25	30	29	9	7	N=321	M=16	
	Mode A	25	30	29	9	7	N=231		
	WIC	32	29	29	8	3	N=38		
					WIC/Mode A p=0.7802				
2.	All	69	19	9	1	1	N=334	M=3	
	Mode A	69	19	10	0	1	N=244		
	WIC	77	15	8	0	0	N=39		
					WIC/Mode A p=0.8525				

Table 5.13

	Used in OJT				Used at work			
	Yes	No	Don't know	Missing	Yes	No	Don't know	Missing
Profile	72	27	1	4	41	48	11	5
Log book	53	45	1	4	64	26	10	5
Diary	22	77	1	4	33	56	11	5
Exams	72	27	1	4	8	81	11	5
Other	23	76	1	4	11	78	11	5

N=163

Table 5.14.

		Strong agree			Strong disagree			
		1	2	3	4	5		
1.	All	73	14	8	2	3	N=313 M=24	
	Mode A	72	15	8	2	3	N=230	
	WIC	81	14	0	3	3	N=36	
		WIC/Mode A					p=0.4939	
2.	All	24	31	23	12	12	N=330 M=7	
	Mode A	20	31	23	13	13	N=239	
	WIC	44	26	21	8	3	N=39	
		WIC/Mode A					p=0.0132	
3.	All	32	28	19	13	8	N=327 M=10	
	Mode A	28	28	20	14	10	N=327 M=10	
	WIC	53	34	8	3	3	N=38	
		WIC/Mode A					p=0.0052	
4.	All	18	18	25	19	20	N=334 M=4	
	Mode A	21.5	18	26	18	17	N=242	
	WIC	5	15	13	33	33	N=39	
		WIC/Mode A					p < 0.0036	
5.	All	25	14	19	18	23	N=256 M=2	
	Mode A	29	16	22	17	17	N=185	
	WIC	10	7	10	17	57	N=30	
		WIC/Mode A					p < 0.0001	

Table 5.18.

Teachers

	0-20	21-40	41-60	61-80	81-100	D/know		
All	15	18	18	17	15	17	N=333 M=4	
Mode A	10	16	20	21	19	14	N=244	
WIC	37	29	13	3	0	18	N=38	
		Mode A/WIC					p < 0.0001	

Course organisers

	0-20	21-40	41-60	61-80	81-100	D/know		
All	15	16	22	16	13	18	N=159 M=4	
Mode A	8	14	27	18	17	15	N=111	
WIC	27	23	14	9	0	27	N=22	
		Mode A/WIC					p=0.0139	

Table 5.19.

	1	2	3	4	5		
1. All	38	23	22	9	7	N=331	M=6
Mode A	34	23	25	9.5	8	N=242	
WIC	61.5	20.5	13	3	3	N=39	
				WIC/Mode A p=0.0162			
2. All	27	21	28	11	13	N=321	M=16
Mode A	21	21	31	12	15	N=235	
WIC	46	26	18	8	3	N=39	
				WIC/Mode A p=0.0036			

Table 5.20.

	1	2	3	4	5		
1. All	3	6	14	22	56	N=336	M=1
Mode A	3	6	13	24	54	N=244	
WIC	8	0	5	20.5	67	N=31	
				Mode A/WIC p=0.0005			
2. All	38	23	18	8	14	N=256	M=2
Mode A	31	25	21	8	16	N=185	
WIC	73	3	7	10	7	N=30	
				Mode A/WIC p=0.0005			

Table 5.23.

	1	2	3	4	5		
1. All	21	22	27	15	16	N=330	M=7
Mode A	20	22	24	17	17	N=241	
WIC	29	26	32	10.5	3	N=38	
				Mode A/WIC p=0.1082			
2. All	6	12	16	22	43	N=335	M=2
Mode A	7	13	16	23	41	N=243	
WIC	5	8	18	31	38.5	N=39	
				Mode A/WIC p=0.7052			

Table 5.24.

	%	Missing
College premises	96	2
Employer's premises	12	3
Training Workshops	8	3
Other	9	3

N=163

Table 5.26.

1.	10%
2.	48%
3.	26%
4.	8%
5.	3%
6.	6%

N=159 M=4

Table 5.28.

None	56%	M=2
Work placement visits	27%	M=2
Other meetings	27%	M=2

Table 5.29.

Strong agree				Strong disagree	
1	2	3	4	5	
16	17	25	18	24	
M=16					

Table 5.30.

Strong agree				Strong disagree	
1	2	3	4	5	
50%	17%	19%	8%	6%	
N=195				M=9	

Table 5.31.

	0	1	2-5	6-10	11 or more	
WIC	0	0	0	0	100	N=21
Mode A	1	5	10	19	65	N=103
						M=13

Table 5.32.

	1	2	3	4	5		
1. All	15	10	28	23	24	N=333	M=4
Mode A	14	10	29	24	23	N=243	
WIC	26	11	10	29	24	N=38	
				WIC/Mode A p=0.0935			
2. All	25	16	19	19	22	N=329	M=8
Mode A	23	17	18	18	24	N=239	
WIC	39.5	16	8	21	16	N=38	
				WIC/Mode A p=0.1379			
3. All	16	13	17	14	41	N=331	M=6
Mode A	17	14	16.5	15	38	N=243	
WIC	13	5	20.5	3	59	N=39	
				WIC/Mode A p=0.0329			
4. All	54	12	18	9	9	N=312	M=25
Mode A	53	9	18	11	9	N=226	
WIC	45	16	26	5	8	N=38	
				WIC/Mode A p=0.3856			
5. All	14	35	29	14	7	N=336	M=1
Mode A	15	34	25	16	9	N=244	
WIC	15	41	33	5	5	N=39	
				WIC/Mode A p=0.3201			
6. All	55	17	18	5	6	N=331	M=6
Mode A	52	17	20	3	6	N=143	
WIC	61	11	14	11	4	N=28	
				WIC/Mode A p=0.165			

B. Chapter Six: Trainees.

Table 6.1.

	All	WIC	Mode A
'O' levels			
No 'O' levels	59	91	49
1-3 'O' levels	32	9	38
4-5 'O' levels	7	1	8
6+ 'O' levels	4	0	4
CSE's			
No CSE's	25	54	17
1-3 CSE's	31	31	30
4-5 CSE's	26	9	30
6+ CSE's	19	6	22
Other exams			
No other exams	85	97	82
1+ other exams	5	3	8
Total	100%	100%	100%

Table 6.2.

	All	WIC	Mode A
Careers	57	79	49
School	10	11	10.5
School + careers	3	2	4.4
College teacher	3	1	3
Advertisement	6	1	8
Something else	21	6	25.5
Total	100%	100%	100%
N=	943	146	609

WIC/A  $p < 0.0001$

Table 6.3.

	1	2	3	4	5		
All	28	20	17	18	17	N=941	M=13
Mode A	28	21	18	17	15.5	N=605	
WIC	30	16	14	16	23	N=146	

WIC/Mode A  $p=0.1461$

Table 6.4.

	1	2	3	4	5	
All	54	15	16	7	8	N=926
Mode A	51	15	17	8	9	N=597
WIC	58	13	15	7	7	N=143

WIC/Mode A  $p=0.6212$

Table 6.5.

		1	2	3	4	5		
1.	All	64	25	6	2	2	N=925	M=29
	Mode A	63.5	25.5	6	3	2.5	N=597	
	WIC	61	27.5	6	2	3	N=142	
WIC/Mode A p=0.9739								
2.	All	56	27	9	4	5	N=914	M=40
	Mode A	56	27	8.5	4	5	N=590	
	WIC	55	25.5	10	3.5	6	N=141	
WIC/Mode A p=0.9606								
3.	All	51	30	10	2	7	N=908	M=46
	Mode A	50	31	9	2	8	N=589	
	WIC	51	32	12	1	4	N=139	
WIC/Mode A p=0.277								
4.	All	40	28	14	8	10	N=917	M=37
	Mode A	38.5	28	14	8	11	N=592	
	WIC	48	23	16	4	9	N=141	
WIC/Mode A p=0.1469								
5.	All	31	14	26	8	20	N=865	M=89
	Mode A	28	13.5	29	7	23	N=549	
	WIC	35	16.5	19	11.5	18	N=139	
WIC/Mode A p=0.0245								
6.	All	25	24	19	9	23	N=912	M=42
	Mode A	19.5	23.5	20.5	9	27.5	N=606	
	WIC	49	20	15	6	10	N=137	
WIC/Mode A p=0.0001								
7.	All	22	18	20	11	28	N=914	M=40
	Mode A	18	17	20	12	33	N=590	
	WIC	38	25	16	5	15.5	N=142	
WIC/Mode A p < 0.0001								
8.	All	16	17	28	11	28	N=902	M=52
	Mode A	14	15.5	31	12	28	N=587	
	WIC	24.5	16	20	8	32	N=139	
WIC/Mode A p=0.0058								
9.	All	12	11	27	13	37	N=894	M=60
	Mode A	7.5	9	27	12	45	N=577	
	WIC	25	12	30	14	19	N=138	
WIC/Mode A p < 0.0001								
10.	All	4	5	23	11	57	N=909	M=45
	Mode A	2	4	24	9	61	N=590	
	WIC	12	7	19	14	49	N=140	
WIC/Mode A p < 0.0001								

Table 6.11.

	1	2	3	4	5		
1. All	6	11	10	21	52	N=936	M=18
Mode A	4	11	7.5	23	54	N=603	
WIC	12	9	18	16	45.5	N=145	
			WIC/Mode A $p < 0.0001$				
2. All	24	35	18	13	11	N=940	M=24
Mode A	23	35	19	13	10	N=600	
WIC	31	33	14	12	10	N=143	
			WIC/Mode A $p = 0.2328$				
3. All	20	18	13	22	272	N=933	M=21
Mode A	19	18	11	24.6	28	N=602	
WIC	21.5	21.5	19	12	26	N=144	
			WIC/Mode A $p = 0.0022$				

Table 6.12.

	1	2	3	4	5		
1. All	38	28	17	9	7	N=937	M=17
Mode A	36	31.7	18	9	6	N=606	
WIC	46	29	10.5	6	8	N=143	
			WIC/Mode A $p = 0.0662$				
2. All	14	17	24	25	21	N=926	M=28
Mode A	11.5	18	25.5	26	19	N=599	
WIC	21.9	12	19	22	25.5	N=141	
			WIC/Mode A $p = 0.0043$				
3. All	8	11	14	24	43	N=938	M=16
Mode A	5	11	13	25	46	N=608	
WIC	12	12.5	12.5	23	40	N=144	
			WIC/Mode A $p = 0.0355$				
4. All	23	30	22	13	13	N=929	M=25
Mode A	18	31	22	14.5	14	N=602	
WIC	37	23	23	11	6	N=141	
			WIC/Mode A $p < 0.0001$				
5. All	26	33	20	13	9	N=935	M=19
Mode A	22	31	23	14	11	N=605	
WIC	46	36	8	8.5	2	N=142	
			WIC/Mode A $p < 0.0001$				
6. All	37	17	26	7	13	N=931	M=23
Mode A	35	16	29	8	13	N=604	
WIC	50	16	19	3	11	N=141	
			WIC/Mode A $p = 0.2228$				
7. All	47	31	10	6	6	N=947	M=7
Mode A	47	31	11	6	6	N=611	
WIC	56	24	8	7.5	4	N=146	
			WIC/Mode A $p = 0.2228$				



8.	All	10	15	25	25	24	N=944	M=10
	Mode A	8	16	26	25	25	N=610	
	WIC	15	15	21	19	29	N=144	
WIC/Mode A p=0.0414								

Table 6.15.

		1	2	3	4	5		
1.	All	23	38	18	13	8	N=939	M=16
	Mode A	20	41.5	18	12	8	N=607	
	WIC	31	23	24	14	8	N=143	
WIC/Mode A p=0.0011								
2.	All	30	28	16	13	13	N=932	M=22
	Mode A	25	28	17	16	14	N=599	
	WIC	44	25	14	8	9	N=144	
WIC/Mode A p=0.0001								
3.	All	44	33	11	6	6	N=926	M=28
	Mode A	43	32	11	7	7	N=598	
	WIC	44	34	14	4	3.5	N=141	
WIC/Mode A p=0.3071								

Table 6.16.

		1	2	3	4	5		
1.	All	17	36	17	16	14	N=938	M=16
	Mode A	14	36	16	18	17	N=606	
	WIC	29	33	20	9	9	N=143	
WIC/Mode A p < 0.0001								
2.	All	33	31	15	10	10	N=*940	M=14
	Mode A	32	32	15	10	11	N=605	
	WIC	37	26	20	9	8	N=145	
WIC/Mode A p=0.193								
3.	All	33	21	20	10	15	N=938	M=16
	Mode A	34.5	21	18	11	16	N=605	
	WIC	31	20	23	10	16	N=145	
WIC/Mode A p=0.7324								
4.	All	18	13	25	12	32	N=931	M=23
	Mode A	14	11	25	14	37	N=601	
	WIC	29	18	20.5	11	22	N=146	
WIC/Mode A p < 0.0001								
5.	All	11	14	23	16	37	N=911	M=43
	Mode A	7.5	11	22	16	44	N=584	
	WIC	23	21	28	12	15.5	N=142	
WIC/Mode A p < 0.0001								
6.	All	18	18	18	18	30	N=922	M=32
	Mode A	14.5	15	18	19	34	N=595	
	WIC	33	23	17	11	16	N=139	
WIC/Mode A p < 0.0001								

Table 6.17.

Get a job in the area of work for which I am being trained	43.7
Get any job	27.5
I already have a job in the area for which I am being trained	7.2
Full time education in the area for which I am being trained.	8.5
I want a job outside the area for which I am being trained	2.6
I want a job with day release	2.4
Work or full time education	2.4
Don't know	2.1
Self employed	1.4
Got a job (unspecified)/ travel/ the dole is next	less than 1.0% each
	N=861

Table 6.18.

	All	WIC	Mode A
Once a day	3	2.4	4.4
Once a week	7	2.2	21.5
Once a week or longer	37	31.9	52.6
Never	54	63.5	21.5
	N=917 M=37	N=595	N=135
		WIC/Mode A $p < 0.0001$	

Table 6.19.

	All	Mode A	WIC
All at college	34	34.9	44
All at work placements	2	1.8	2.8
Some at college, some at work	63	62.2	52.5
Other	1	1.1	0.7
	N=940 M=14	N=611	N=141
		WIC/Mode A $p=0.1569$	

Table 6.20.

		1	2	3	4	5		
1.	All	55	24	10	5	5	N=936	M=18
	Mode A	55.1	26.7	10.3	4.8	3.1	N=610	
	WIC	47.1	23.6	8.3	7.6	13.2	N=144	
				WIC/Mode A p= 0.0001				
2.	All	21	20	18	22	19	N=935	M=19
	Mode A	19.4	19.5	18.7	24.0	18.4	N=604	
	WIC	26.9	20.0	15.9	16.6	20.7	N=145	
				WIC/Mode A p=0.1398				

Table 6.25.

		1	2	3	4	5		
1.	All	9	11	11	20	49	N=938	M=16
	Mode A	7	10	11	20	52	N=607	
	WIC	16	15	9	22	37	N=143	
				WIC/Mode A p=0.0008				
2.	All	15	30	25	17	30	N=937	M=27
	Mode A	11	31	25	18	15	N=605	
	WIC	26	30	24	12.5	8	N=144	
				WIC/Mode A p=0.0001				
3.	All	43	20	14	8	15	N=941	M=13
	Mode A	41	21.5	14	9	15	N=608	
	WIC	53.5	14	19	4	9	N=144	
				WIC/Mode A p=0.0025				
4.	All	53	25	13	4	5	N=945	M=9
	Mode A	49	28	14	15	4	N=609	
	WIC	60	23	10	4	5	N=146	
				WIC/Mode A p=0.2985				

Table 6.26.

		1	2	3	4	5		
1.	All	30	19	11	8	31	N=931	M=23
	Mode A	26	20	11	8	35	N=605	
	WIC	37	17	13	11.5	21	N=139	
				WIC/Mode A p=0.005				
2.	All	49	32	10	4	6	N=943	M=11
	Mode A	45	32	11	5	7	N=611	
	WIC	60	27	6	3.5	3.5	N=144	
				WIC/Mode A p=0.011				
3.	All	50	33	11	4	2	N=935	M=19
	Mode A	50.5	34	9.5	3.6	2.5	N=608	
	WIC	42	36	12	4	5	N=140	
				WIC/Mode A p=0.2651				

4.	All	11	20	25	15	29	N=939	M=15
	Mode A	7	20	25	14	32.5	N=609	
	WIC	23	22	18	13	24	N=144	
WIC/Mode A $p < 0.0001$								
5.	All	39	35	15	5	7	N=941	M=13
	Mode A	38	34	14	6	7.5	N=611	
	WIC	44	30	13	6	6	N=142	
WIC/Mode A $p < 0.6566$								
6.	All	29	33	23	7	8	N=929	M=25
	Mode A	33	35	21	6	5.5	N=599	
	WIC	19	28	29	9	15	N=144	
WIC/Mode A $p < 0.0001$								
7.	All	34	37	15	7	6	N=939	M=15
	Mode A	32	39	15	7	7	N=607	
	WIC	39	28.5	18	6	8	N=144	
WIC/Mode A $p = 0.1627$								
8.	All	30	42	19	5	5	N=936	M=18
	Mode A	29	45	16.5	5	5	N=606	
	WIC	36	25	27	6	6	N=143	
WIC/Mode A $p < 0.0004$								
9.	All	31	37	20	7	6	N=937	M=17
	Mode A	28	38	20.5	7	7	N=606	
	WIC	39	33	19	6	2	N=144	
WIC/Mode A $p = 0.0396$								

APPENDIX SIX: FACTOR ANALYSIS ROTATIONS.

Numbers refer to item numbers (1-30) in question 20 on teacher questionnaire, question 16 on trainee questionnaire.

Teachers

Factor 1.

Rotation with:		
3 factors	4 factors	5 factors
2	2	2
7	16	12
14	7	7
16	26	14
12	14	1
11	12	16
16	1	28
5	11	24
1	5	5
24	8	26
28		13
8		

Factor 2.

Rotation with:		
3 factors	4 factors	5 factors*
23	3	22
3	23	17
1	10	15
26	1	10
8	20	25
21	21	13
10	30	6
30	26	
20	8	

Factor 3.

Rotation with:		
3 factors	4 factors	5 factors**
22	22	3
17	17	23
15	15	10
10	10	1
6	25	20
25	6	21
13	13	30
23	23	

\* This factor corresponds to factor 3 produced by rotation with 3 factors.

\*\* This factor corresponds to factor 2 produced by rotation with 3 factors

## Trainees

### Factor 1

Rotation with:		
3 factors	4 factors*	5 factors
5	18	14
14	23	5
3	13	3
10	19	28
7	6	10
28	15	21
21		7
19		27
6		6
1		

### Factor 2

Rotation with:		
3 factors	4 factors**	5 factors+
29	14	19
27	3	23
16	28	26
26	27	13
25	5	
2	10	
8	21	
	26	
	19	

### Factor 3

Rotation with:		
3 factors	4 factorsf	5 factorsff
18	29	29
23	16	16
13	27	27
19	26	26
15	8	25
6	25	2
	2	8
	22	

\* This factor corresponds to factor 3 produced by rotation with 3 factors.

\*\* This factor does not correspond to any produced by rotation with 3 factors, but when the fourth factor in the four factor solution is examined it consists of items 6, 18, 22, 13, 20, which corresponds to factor 3 produced by rotation with 3 factors.

+ This factor corresponds to factor 3 produced by rotation with 3 factors.

f,ff This factor corresponds to factor 2 produced by rotation with 3 factors.

\*\*\* This factor

APPENDIX SEVEN: GLOSSARY.

ACT	Accredited Centre for Training
BACIE	British Association for Commercial and Industrial Education
BEC	Business Education Council
B/TEC	Business and Technician Education Council
C&G	City and Guilds
CBI	Confederation of British Industry
CITB	Construction Industry Training Board
D of E	Department of Employment
DES	Department of Education and Science
EITB	Engineering Industry Training Board
FEU	Further Education Unit
ILEA	Inner London Education Authority
IMS	Institute of Manpower Studies
ITEX	Integrated Training and Experience
ITB	Industrial Training Board
JCP	Job Creation Programme
MSC	Manpower Services Commission
NAHT	National Association of Head Teachers
NAS/UWT	National Association of Schoolmasters/ Union of Women Teachers
NATFHE	National Association of Teachers in Further and Higher Education
NTI	New Training Initiative
NUS	National Union of Students
NUT	National Union of Teachers
OTF	Occupational Training Family
RAC	Regional Advisory Council for Further Education
RCB	Regional Curriculum Base
RPITB	Rubber and Plastics Industry Training Board
SLS	Social and Life Skills

TEC	Technician Education Council
TUC	Trade Union Congress
UVP	Unified Vocational Preparation
WEPP	Work Experience on Employers' Premises
WEP	Work Experience Programme
WIC	Work Introduction Course
YOP	Youth Opportunities Programme
YTS	Youth Training Scheme



# FEU and MSC: Two Curricular Philosophies and their Implications for the Youth Training Scheme

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## Abstract

*Although the Manpower Services Commission (MSC) and the Further Education Unit (FEU) seek to present a united front on the curriculum they would like to see in the Youth Training Scheme, their philosophies in fact differ. MSC is concerned to limit further education to a support role in YTS and is critical of much of FE's provision under the Youth Opportunities Programme. FEU is conducting something of a rearguard action on behalf of the colleges.*

*FEU's allowance for trainees' rights, embodied in such ideas as negotiation, profiling and trainee-centred reviewing is not matched by MSC. In the past MSC's view of Social and Life Skills has similarly differed from that of FEU, and FEU is struggling to have its ideas included in the body of curricular theory emerging from the Institute of Manpower Studies that is currently central to MSC thinking on the curriculum.*

*It seems likely that the conflict between the two organizations will be resolved partly by their having separate spheres of influence in YTS, with MSC influencing employer-based courses to a large extent and FEU influencing lower ability level college-based courses.*

In September 1982 the Manpower Services Commission (MSC) and the Further Education Unit (FEU) issued a joint statement [1] in order to 'demonstrate the degree of accord that exists between the two organisations.' Within that brief document it was claimed that 'It is . . . our impression that at national level there is little or no discrepancy between us.' Yet in May 1983 the director of FEU was able to write in his introduction to 'Supporting YTS' [2] that:

'Complete unanimity with the MSC criteria is not always possible and there is evidence to indicate that some attenuation of the principles and aspirations of the Youth Task Group is taking place as the full demands of this ambitious scheme are realised.'

It appeared to the head of FEU 'regrettable and unnecessary . . . (that) the place of education in YTS

will have to be argued and justified' and elsewhere FEU has criticised MSC for failing to value college-based vocational preparation courses [3].

It is my purpose here to show that there are indeed differences between MSC and FEU in their approaches to Youth Training. Differences in educational philosophy are bound up with the economic and organizational manoeuvres that concern the Youth Training Scheme. It will also be argued that, in effect, two classes of young person will be catered for by the separate ideologies of these two organizations.

## Some recent history

As Maclure has pointed out in his article detailing the history of the Youth Opportunities Programme, the growth of MSC provision for youth outside the aegis of the DES has been 'a matter of almost paranoid anxiety for the educational world [4].' In the year or so

leading up to 'delivery' of YTS the MSC's intention to relegate the educational service to a secondary role has become increasingly clear. In September 1982 Geoffrey Holland speaking for the MSC to Regional Advisory Councils was severely critical of the provision that FE colleges had made for YOP. FE had treated young people on MSC schemes as inferior and second class, Holland suggested; FE had been unwilling to modify traditional practices in teaching and in reorganization of the academic year. As a result:

'the role of the education service must be a support role, the role, at best, of a partner not of the focus around which all else must or should revolve [5].'

As well as criticising FE's contribution on these grounds, Holland was concerned with what content was taught on the courses that FE colleges ran. It has become evident from various surveys that a large part of FE's contribution to off-the-job training under YOP has been in the area of Life and Social Skills [6]. Holland noted reluctantly that 'What we know as "life and social skills" will still be needed,' continuing:

'... though I have to confess that I sometimes suspect the title is an alibi for those who have no real idea what to do or what the market requires.'

MSC's requirements for YTS courses contain no explicit mention of Life and Social Skills, although much of what was in practice included under the heading will be included under others in the proposed five core areas [7]. As negotiations for 1983/4 courses have proceeded it has become clear that MSC's main priority has been to establish employer-based courses; only in areas where insufficient numbers of employers come forward will MSC fall back on the colleges to make up the numbers.

The Further Education Unit exists to provide a lead in curriculum matters for FE colleges and it has been closely associated with developments in FE provision for MSC courses. With a history of major FE provision of Life and Social Skills elements it is perhaps inevitable that FEU documents often reflect the particular concerns of teaching such material, rather than the teaching of more occupationally specific material.

Thus MSC has attempted to limit the input to YTS from FE colleges and sought to curtail the growth of Life and Social Skills teaching. This brings into opposition to much of what FEU represents. It is in this context that we may understand the apparently contradictory attempts by FEU to both defend its educational philosophy against MSC influence, and to assert that there are no significant differences between the two organizations.

### A battle for language

FEU has been keen to establish a role for itself within MSC work as providing a 'curricular contribution' to the MSC's organizational initiatives. Its document 'Vocational Preparation' [8] is described in these terms and 'Supporting YOP' [9] and 'Supporting YTS' [10] are seen by FEU as following this tradition. The repeated printing in FEU documents of the Core Skills list which made its first appearance in 'A basis for choice' underlines FEU's desire to put forward a definitive statement on content. During YOP FEU had little competition from MSC in the curriculum area. MSC's 'Instructional Guide to Social and Life Skills' [12] was its only contribution to curriculum content and was notable for the narrowness of its educational vision. The arts and social science graduates populating the general studies departments of colleges could readily dismiss such an offering as a serious source of influence.

The indicators are, however that MSC is now making strenuous efforts to fill the gap FEU previously occupied. With YTS MSC—as it long ago promised to do—has set aside time and resources from the task of organizing the programme (which task in previous years consumed all its energy) to lay down guidelines on course content [13] and is supporting a number of projects developing teaching materials for the scheme [14]. Although publication of these materials—like many MSC deadlines—is late (they were promised for 'early in 1983' [15]), they are likely to supersede the FEU's efforts. FEU has suggested [16] to colleges that at least until MSC materials become available they might use the 'Minimum YTS core checklist' (a modified version of FEU's standard Core Skills list). It is an indication of the relative positions of the two organizations that in MSC's 'Guidelines on Content and Standards in YTS' there is not a single mention of FEU's efforts; yet in FEU's comparable publication 'Supporting YTS' every attempt is made to lay out the MSC position on each topic before describing how FEU's viewpoint complements MSC. It is also interesting to note that development of a rationale for occupationally specific content has been delegated by MSC to the Institute of Manpower Studies—an organization with roots in training—rather than to the FEU.

FEU is therefore constrained to fighting a rearguard campaign to preserve its curricular initiative in YTS. Its educational philosophy, in spite of what it may say at times, is different from that of MSC and this difference is reflected in arguments over the precise meanings of certain key words.

One of the more transparent examples of an attempt to deny differences is the FEU/MSC joint statement [17] where it is written that

'There are, inevitably, potential problems relating to the time allocation suggested with respect to education and training components. Many of the problems can be resolved by initially designing programmes on the basis of mutually agreed aims and objectives rather than distinguishing from the outset between training, experience and education.'

This advice fails to see that the distinction between education and training consists of a difference of opinion about the aims and objectives that a course should pursue. Coming to 'mutually agreed aims' could not occur without first resolving this difference.

A somewhat less obvious example occurs in paragraph 18 of 'Supporting YTS' [18] where an attempt is made to maintain that what FEU has been saying for the last five years is really just the same as what the MSC is now saying with different words. A table of equivalences is presented where, for example, FEU's term 'Negotiation' is said to be equivalent to MSC's 'Induction'. As we shall see later the two concepts are different in crucial ways. Elsewhere [19] FEU and MSC attempt a similar translation exercise with the words 'profile' (FEU) and 'portfolio of assessment' (MSC) in an attempt to cover over very real differences between the two organizations in their view of how assessment should be conducted.

What, then, is the nature of the differences between FEU and MSC in their curricular approaches? We may examine this by looking at several important topics on which both have made statements.

#### (a) *Negotiation*

Evident in much of what FEU says about youth training is a liberal allowance for trainees' rights is absent from MSC thinking. This is shown in FEU's attempts to ensure that trainees have the right to negotiate their programme of work. 'Vocational Preparation' [20] put forward the notion that the curriculum should be a matter for negotiation between teachers and young people, with a personal programme and contract being the result. This concept was not taken up in the Youth Task Group report of 1982 [21] but reference was made to the idea in MSC's Guideline number 2 on Induction [22]. Here an extensive list of things to be learned by trainees at this point in their programme is presented, ranging from 'Rules and Regulations' to 'Names of Managers' and 'Security arrangements'. In all 47 items of this nature are specified as necessary to include. It is suggested that 'Most young people will find much of the information difficult to remember' so 'To reinforce the learning trainees should receive the information more than once.' The aims of the induction exercise are described as being to ensure trainees understand the purpose of the scheme and their role within it,

familiarize themselves with the environment in which they find themselves and learn something about safety. With this sort of programme it is hard to see how trainees could do anything but listen and remember, but MSC write 'It should also, where possible, include an element of negotiation about the nature of their planned learning.' Elsewhere [23] a similar sentence occurs and it is noted that negotiation 'has obvious spin-offs for the motivation of young people . . . However, negotiation has to be tempered by the necessary constraints within which the programme has to operate.' The MSC allowance for negotiation, then, is small and hedged with qualifications. FEU has noted the attenuation of this principle with some dismay:

'(Young people) have to be persuaded that what they get out of YTS should be as much their responsibility as their Sponsors—hence FEU stress on involving young people in negotiation about the curriculum. Against this background the MSC criteria . . . could be regarded as somewhat mechanistic unless interpreted in a liberal way. Induction should be defined as an educational process [24].'

The occurrence referred to earlier where FEU seeks to equate MSC's Induction with FEU's Negotiation is, in this light, wishful thinking by FEU. In fact FEU regard induction as an exercise with far broader implications than simply settling trainees down into appropriate roles and telling them where to hang their coats. It has 'links with curriculum themes such as guidance, counselling and assessment, and negotiation'. FEU describe this as a 'broader view of induction' and urge college staff to promote it in their negotiations with Managing Agents [25]. Clearly the FEU feels there is a danger that such a view will not succeed in establishing itself in YTS.

#### (b) *Assessment*

A keen concern for trainees' rights is also evident in FEU's statements on guidance and assessment methods. Under YOP many college teachers argued that any form of assessment of trainees' progress would have disastrous effects on the motivation and willingness to cooperate of young people who had often experienced only failure at school [26]. However, as the MSC's idea of YOP as a social service became denied in favour of YTS as a training scheme to aid national economic recovery it became clear that opponents of assessment had no hope of prevailing. Assessment to national standards with accreditation for further training to ensure progression from YTS became for MSC a practical necessity. In the light of this, FEU concentrated its efforts on promoting the most liberal form of assessment it could identify: trainee-centred reviewing using profiles. To some

extent MSC has taken this up, but as we shall see MSC's view of implementation is, once again, different from that of the FEU.

FEU advocates that assessment in YTS should be viewed as part of the learning process and results should feed into guidance and counselling. In fact guidance and counselling are said to be

'relevant and useful to the whole student-centred approach to education . . . an important focus for continuous assessment and reflection and an integral part of the process whereby the trainee is encouraged to become increasingly self-reliant and confident [27].'

It is perhaps on this matter of the end of purpose of the scheme that we see the fundamental differences between FEU and MSC emerging. Both stress the importance of self-reliance in their statements on guidance but MSC add to theirs that 'The context of this guidance is learning which leads the young person to adopt the right role at work [28].'

FEU emphasize that student participation in profiling is essential [29] and that profile records should not be confidential but available for all concerned to see [30]. They should record competencies 'in a vocabulary that is specific and supportive rather than general and punitive' [31] and thus should record what trainees can do rather than what they can't [32]. Regular reviews of progress should lead trainees to use assessment to reflect on their own progress, to feed into the (assumed to be) continuing process of negotiating their programme of work and enhancing their powers to decide things for themselves. The trainee should be given responsibility for maintaining his/her own records [33] and assessment should not be conceived of as simply a series of competency tests in the cognitive area but a record of reflection on experience.

FEU has not been without its critics on this matter from the educational world. Stronach [34] suggests that profiles confuse skills with attitudes; a Schools Council research project [35] revealed that teachers were most reluctant to pass judgement on 'skills' like honesty or initiative. FEU has found it necessary to defend profiling against critics who argue that Trainee Centred Reviewing, being open-ended is in conflict with profiling since the profiling document has prestructured categories. FEU in response argue that profiling can be used 'both as a formative and a summative record' [36] although it is unclear how this point gets round the original objection. FEU in answer to criticisms that many teachers dislike assessing attitudes suggests that such 'interpersonal skills' should not be assessed except by sensitive and trained people or 'without agreement of the young person involved' [37].

But our main concern here is with differences with the MSC. FEU note that certain Community Project sponsors are 'uneasy about standardized assessment procedures if they are embedded in a national system of certification' such as MSC propose [38]. Such sponsors are worried that this might affect the trusting relations that would otherwise grow between teachers and trainees. FEU remind us that MSC has stated [39] that assessment should involve the trainee 'and if possible combine and reflect his/her judgement with that of the assessor'. However, the 'if possible' is a crucial qualification. MSC sees the purpose of assessment as informing trainees of their progress towards standards, informing trainers where the trainee is 'and to take appropriate action which may involve modification of the trainees' programme' [40] and to tell employers what trainees can do. Standards are seen as a prerequisite of assessment [41]. In so far as trainee participation in assessment is recommended, its main purpose appears to be to ensure that trainees' motivation to be on the scheme is encouraged.

Employers have not been particularly keen to spend time filling in profiles and FEU note that provision of a 'comprehensive personal profile' for YTS does not appear to be likely for 1983/4. FEU considers that

'This is regrettable and it is hoped that colleges who are participating in the scheme will be able to assist employers in the construction of a profile [42].'

FEU hopes that at least a profile might be prepared for the college part of the programme.

It does seem, then, that FEU's struggle to preserve a liberal form of assessment is suffering setbacks and that FEU is accepting that it may be relegated in this area to college provision only.

### *(c) Social and Life Skills*

MSC has not been as forthcoming on curriculum matters as FEU for reasons already mentioned, but it has produced guidelines at this level in the 1977 document 'International Guide to Social Life Skills' [43]. This can be compared with the 1980 FEU production on the same subject 'Developing Social and Life Skills: strategies for tutors' [44].

The FEU booklet is over four times as long as the 15 page MSC one and each organization approached the topic with a different perspective [45]. MSC sought to provide the model syllabus and teaching methodology it considered most appropriate. FEU sought to assess the advantages and disadvantages of different curricular approaches, provide teachers with a means of assessing their own practices and only in the summary at the end makes it clear just what it considers desirable.

The MSC document was produced from experience derived from industrial training organizations and sees the entire purpose of teaching the subject as being to prepare trainees better to accept the conditions of working life. Social and Life Skills are 'an understanding of the wider social aspects of working life . . . life skills which feature predominantly in working life'; 'taking orders' is defined as a 'social skill' [46]. An individual's 'satisfactory private life' is relevant to the Social and Life Skills teacher only in so far as it 'can contribute to a person's work motivation' and the sum total of the 'skills' MSC identifies as being necessary for this private life 'are those of making friends, resisting provocation and making conversation' [47]. Counselling is conceived in a semi-punitive way:

#### *'4.2 The role of the counsellor*

He/she must be aware of

4.2.1 any change in work performance against the trainee's norm

4.2.2 signs of alienation in matters of time-keeping, discipline etc., and

4.2.3 any unsatisfactory relationships

Any of the above must be seen as a need for counselling.'

At the same time 'the tutor or instructor (must) have an understanding of young people as human beings' otherwise none of this will work. The subject is seen primarily as a means to keep a check on an individual's motivation to work. Discussion group teaching is advocated since it is a useful method 'of influencing those attitudes which cause people to be unsuited to employment' but 'It is possible for discussion to harden attitudes and adversely influence trainees, hence the tutor must structure and control discussions to avoid such a trend' [48]. One of the attitudes that such discussion might change is described as 'Higher wages—the only objective?' This is unfortunate given the current political arguments concerning the role of the MSC in bringing down wage levels for young people.

FEU's document was produced by educationists who state: 'In general we regard Social and Life Skills as an area of personal development rather than a subject or course.' The document observes that there are many different approaches (including one they term the 'Socialization Model' amongst whose disadvantages include that 'The model may give rise to accusations of indoctrination'). Preparation for the workplace is seen as one of many possible functions for SLS. Where the authors allow themselves to state their own point of view it is to describe SLS as an aid to the 'successful transition to adulthood in his or her own terms' of the trainee [49]; it may 'most usefully be regarded as an aspect of personal development'.

Unlike the MSC who advocate discussion groups in order to motivate trainees towards a specific goal FEU, in similarly advocating 'a participatory experience for young people' regard the purpose of this as being 'to promote self-sufficiency and self-reliance' [50].

#### *(d) Skills: core and occupational*

We have seen that FEU and MSC have in the past differed quite widely in their approaches to the teaching of Social and Life Skills. But with the Youth Training Scheme it seems likely that the concept of Social and Life Skills will figure less prominently in the debate than in the past. More favoured is the notion that skills of both life and work can be defined in two main areas—core and occupationally specific skills. With this formulation of skills the philosophical conflict between the two organizations is to an extent bypassed and to an extent solved by compromise. MSC now accepts that giving trainees skills with only marginal relevance to work performance may be a valid aim. FEU seeks to justify the teaching of what were previously known as Social and Life Skills by saying that they form a core of what is necessary for the successful performance of any job, as well as having a more general educational value.

However, FEU has still to struggle to preserve its influence within this new definition. We saw earlier that it repeatedly publishes its list of Common Core Skills and has sought to adapt it to meet MSC requirements. It has also sought to ally its effort to that of the Institute of Manpower Studies (IMS), who have been given by MSC the task of producing a curricular direction in the skills area.

IMS are producing for MSC a sophisticated body of curriculum theory likely to achieve far greater status in the educational world than MSC's previous efforts at this level. It is not my purpose here to discuss IMS ideas in any depth, but to indicate one or two ways in which FEU has sought to create a place for its own ideas within this theory.

One of the concepts that IMS has been promoting is the notion that skills can be classified as either 'product' or 'process' [51]. Product skills are those that enable people to do particular jobs, such as working a lathe or a sewing machine. Process skills include such things as 'listening, planning, working in a team, problem solving, learning' and do 'not normally lead to clearly definable outcomes but to a capability for inter-relating effectively with a person's environment'.

These concepts are another formulation of the classic conflict between those who believe in learning how to learn and those who believe in learning specific things. In the present context they have come to be

used in such a way that they virtually stand for 'training' and 'education'. Thus FEU identify old-style apprenticeship training with an overemphasis of product skills, and college-based vocational preparation courses with a bias towards process skills [52]. An examination of FEU's list of core skills reveals a heavy bias towards process skills and FEU argue the case for keeping the YTS curriculum as broad and 'generic' as possible. Thus they emphasize that a 'core of competence' is common to all the Occupational Training Families (OTFs) that IMS have classified [53]. FEU are critical of 'The restriction of . . . training and education to one OTF [54].' Such restriction would obviously work in the favour of product skills. FEU also discuss the IMS concepts of the transferability of skills and skill ownership (very popular ideas with MSC at the present time where they need to justify the training of young people for a highly uncertain future) in such a way as to argue the case for the participatory teaching methods it advocates:

'Teaching for transfer might be enhanced if a more reflective mode of learning is used, based on the notion of skill ownership [55].'

Thus FEU in these various ways has sought to enter the realm of discourse created by IMS and use the new terms in such a way as to promote its own educational ideas.

### **But what will happen to these ideas in YTS?**

So far we have clarified the distinctions between MSC and FEU in their curricular philosophies, establishing that in spite of attempts by both organizations to present a united front very real differences exist. These differences evidently have their roots in the separate traditions of education and training whose fundamental purposes are at times in conflict but which, in the special circumstance of the Youth Training Scheme, are being pushed together. From the point of view of MSC the liberal educational tradition the FEU represents has failed the less able in the past; from the point of view of FEU the danger to avoid is the substitution of ethics of the work place for the educational process.

Recently it has become clear that, due to the method of funding, there are going to be two broad streams in YTS. Seventy per cent of the scheme is employer based and designated as Mode A. It is well known that employers have used YOP as an extended interview process whereby new recruits are selected; it seems likely that Mode A schemes will be used in the same way. In spite of some local instances of firms publicly espousing open entry policies, Mode A employers will

seek to take the best entrants possible. There will be competition amongst young people to join Mode A schemes which will in many cases be equivalent to a first apprenticeship year, which will usually lead to qualification in a particular trade and which will offer a far greater chance of employment at the end of the year than other YTS courses.

Mode B schemes in colleges, however, are likely to become a dumping ground for those unable to get on to Mode A. These young people will often be in need of remedial help and will be less clear about the occupational direction they wish to pursue. Mode B courses will include a higher proportion of courses like those known as Work Introduction courses that used to exist under YOP as 13 week college based tasters of various jobs coupled with substantial remedial input largely taught by General Studies teachers.

Given the likely existence of these two streams—and the evidence for this pattern is rapidly emerging—it further seems likely that teachers of the lower stream are more likely to seek to employ the sort of curricular philosophy FEU advocates; the MSC philosophy will take root more firmly in Mode A schemes. The arguments that support this are as follows.

On a course which is geared towards a qualification and where there is a set syllabus there is little opportunity for the sort of negotiation that FEU has envisaged. The TEC/MSc Technician Studies course [56] is an example where the only negotiation that can conceivably occur is over the choice of modular options. What happens within the options is fixed beforehand. A course where students are remedying individual learning problems and trying out different types of work placements is obviously more open to negotiation. ILEA's Integrated Training and Experience courses are courses of this nature [57]. The assessment methods that FEU is concerned to promote—profiling and trainee-centred reviewing—are complex and demand time. MSC's main reason for not introducing a standard profiling system for YTS has been employers' reluctance to use the method. FEU is relying on the colleges to keep the idea alive. Lower level courses are likely to contain a greater proportion of what are variously called core, generic, process, basic or remedial skills than higher level courses. Lower level courses will thus give prominence to the aims of Social and Life Skills teachers.

The exact configuration is not yet clear although the pressures that are producing this streaming pattern are identifiable. Over the next year it is hoped to monitor courses as they emerge and compare employer based and college based courses for the sort of curricular philosophy they embody. For the moment we may reflect that FEU and MSC may find it possible to resolve the conflict in their aims by gaining separate spheres of influence in YTS in the way described.

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- |             | FEU   | MSC   |
|-------------|-------|-------|
| Mugford RDL | 18.06 | 13.78 |
| Flesch      | 22.47 | 18.62 |
| Fry         | 21.5  | 17.5  |
46. op. cit. section 1.1.1.
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Policy Makers and the Youth Training Scheme: concepts of education and  
training.

Clive Seale

The Youth Training scheme is a fascinating example of central government cutting through the usual channels of control over education in order to promote the new vocationalism. Impatient with the mediation of government policies by local education authorities, the government used the Manpower Services Commission under David (now Lord) Young as a means of more direct control over the educational system. A combination of circumstances made this possible. Primarily, rising unemployment created a new need during the 1970's to find something for young people to do. In the late '70's the emerging consensus between political parties was that some form of national training system was desirable. Growing recognition of the dissatisfaction which many young people felt about traditional academic education was accompanied by a need perceived by politicians in both the Labour and Conservative parties to gear the educational system closer to the requirements of the economy. These various factors combined in 1982 to produce plans for a New Training Initiative (MSC 1982b) which included the Youth Training Scheme.

My purpose here is to explore the impact which this massive new Scheme has had on Further Education colleges. In particular I will show how the debate about curricular philosophies for YTS reflects a struggle between proponents of the liberal educational approach that achieved widespread recognition in the late '60's and '70's, and the emerging new vocationalism of the '80's. How this struggle was played out between policy makers for the YTS curriculum will be described, and how actual practice in FE Colleges reflected the policy debate in the first year of YTS will be assessed. For this latter assessment, the results of a major national survey of FE provision for YTS will be drawn upon.

To begin with it is relevant to discuss the political context of YTS from which the curricular debate emerged.

The politics of youth training : some recent history.

In 1974 the Manpower Services Commission (MSC) was set up, a quasi-governmental agency intended to take on some of the responsibilities of the Department of Employment. Apart from taking over the running of labour exchanges (re-named Job Centres) the MSC, through its Training Services Division, took on responsibility for organising government provision of training opportunities for young people and adults. In 1976 the MSC, in response to government concern about the growing level of youth unemployment, added the Work Experience Programme (WEP) to its list of special training measures. Over 15,000 places were provided under WEP during the following financial year. In addition to this 15,000 places were offered to young people under the Training Opportunities (TOPs) programme, which had previously catered solely for adults. All these courses were later to be combined under the general title of the Youth Opportunities Programme (YOP) which, between 1978 and 1982, provided training and work experience for progressively larger numbers of entrants (150,250 entrants in 1978/9; 440,000 in 1981/2. (Statistics from MSC Annual Reviews).

In their various forms YOP courses provided young people with work experience and vocational preparation designed to make them more attractive as potential employees, so that young people's relative disadvantages compared with older job applicants might be ameliorated. However, as numbers of YOP entrants grew in proportion to rising levels of unemployment the programme came under criticism from some politicians and unions as being one of cheap labour with inadequate facilities for training. In particular, the MSC was criticised for failing to inspect programmes adequately; indeed a large backlog of

monitoring and inspection visits had been allowed to build up. At the same time by 1980 it had become obvious that unemployment was unlikely to fall in the near future.

It is important to emphasise that the perception of a need for a national training scheme was not the prerogative of the Conservative Party alone. The Labour Party and the TUC saw the provision of training facilities for young people as essential. Statements from Labour Party politicians show that they too have contributed to the new vocationalism that emerged more fully during the 1980's under the Conservatives. For example, Mulley, Secretary of State for Education in 1976 stated:

"The essential feature of (YOP) courses must be relevance: relevance to all the demands and opportunities of the adult world which the young worker is entering, and relevance above all to his working situation."

and Shirley Williams in 1978 as Education Secretary:

"Schools should not allow themselves to fall into the trap of thinking that there is a clear and natural antithesis between general and vocational education, and that the acquisition of pure knowledge is of necessity of higher educational value than the learning of applied skills."

Much was made by the MSC of the consensus between politicians, unions and other interested parties such as the CBI and youth workers' representatives that lay behind the 1982 document that proposed the Youth Training Scheme (MSC 1982b). It is true that at a certain level consensus existed. But underlying this apparent agreement about the need for a scheme were differences in

approach which divided not only party politicians but curriculum policy makers and future providers of YTS.

Conservative Party representatives have made their views about youth training clear on a number of occasions. In 1978 a Conservative Party study group argued for the importance of "developing among young people a respect for moral values" in any social education component of training (Guardian 1978). A Department of Employment memo in 1983 confirmed that it was the government's aim to exclude material concerning the "organisation and functioning of society" from the YTS curriculum (TES 1983). The Labour Party, on the other hand, emphasised a "critical awareness of society through economic and political literacy" (Labour Weekly 1982) as an important aim for the social education component of training. Labour has also argued for the inclusion of cultural and recreational activities in the YTS curriculum and opposed the Conservative attempt to include military training as a part of YTS. Labour, in opposition, has also been critical of what it sees as the indulgent approach of the government towards employers. The Labour Party would have placed a statutory obligation on employers to participate in YTS, rather than relying on a voluntary response as did the Conservatives (THES 1981). Behind Labour's policy was the fear that employers would use young people as cheap labour, failing to provide adequate training facilities.

The developments in youth training policy that led to plans for YTS largely conformed to what employer's organisations and industrial training bodies wished to see. The CBI took action to support the MSC's recruiting drive for employers to offer work placements for the scheme. Economic arguments for the need for training have carried particular weight with employers' organisations. Thus the CBI in 1982 pointed out that YTS

"would help to provide participating employers with a young work force

with some competence and practical experience in a wide range of related jobs or skills and help to provide the country as a whole with a more versatile, adaptable, motivated and productive workforce to assist us to compete successfully in world markets."

The more short-term arguments for the economic benefits of YTS to employers were pointed out by David Young in 1982:

"YTS ..... is attractive financially to employers. You now have the opportunity to take on young men and women, train them and let them work for you almost entirely at our expense, and then decide whether or not to employ them."

The CBI's position on the curriculum of YTS allows little room for liberal educational principles. Employers have long standing complaints about the education provided by schools. Thus research done for the Holland Report (which proposed YOP) found employers to be dissatisfied with schools, wanting more to be taught about "the meaning of earning a living" (MSC 1978). The CBI in 1980 were arguing that preparation for work should include studies of the

"role, nature and importance of industry and commerce in the nation's economic and social life .... to promote a general understanding of the means by which the nation's way of life and standard of living is sustained which we regard as vitally important for staff and students alike throughout the educational system as a whole."

The implied criticism of the current provision is clear from the inclusion of "staff and students alike". Proposals outlined by the MSC for the New Training Initiative were criticised by the CBI for dealing with the purposes of training in

"A confusing variety of ways, as an activity of general benefit to the community, as a possible helpful alternative to unemployment and, in the more usual sense, as a preparation for a job or change of occupation" (CBI 1981)

It is precisely around the competing definitions of the purposes of YTS identified in the above quotation that much of the debate about the YTS curriculum has been aligned. The movement from YOP to YTS may be seen as an attempt by the government and the MSC to move towards the CBI's preferred definition: that YTS should be a national training scheme which would promote economic recovery, a break with the image of YOP which was that of a short-term measure to provide social support for the unemployed.

The DES under the Conservatives has avoided any direct involvement with the running of YTS. This standing aside by the DES to allow the Department of Employment to exercise direct control through the MSC has enabled the government to circumvent the Local Education Authorities' control over educational provision. The appointment of David Young in 1981 to replace Richard O'Brien, who had been critical of government proposals, as chairman of the MSC has been criticised (eg: Cunningham 1984, Wellens 1984) on the ground that the MSC then lost any vestiges of independence from the government that it might have had. This is not entirely true; Young was critical of proposals in the 1981 White Paper (Great Britain 1981) to reduce trainees' allowances and to make the scheme effectively compulsory by withdrawing social security benefit to those not taking part. But it is true to say that the MSC has been an important new agency in promoting the new vocationalism, and that its rise in power represents an abdication of responsibility by the DES.

As Maclure (1982) has stated, the growth of MSC provision for youth

training outside the aegis of the DES has been "a matter of almost paranoid anxiety for the educational world". In the light of the barrage of criticism of the educational system mounted by MSC representatives this is hardly surprising. A speech given by Holland in 1982 at the annual meeting of Regional Advisory Councils for Further Education is an example of such criticism. Holland claimed that FE colleges had tended to treat young people on YOP schemes as inferior and second rate. Social and Life Skills (a subject which expanded rapidly in FE provision for YOP) were often "an alibi for those who have no real idea of what to do or what the market requires." As a result, YTS would not be the responsibility of the education system; YTS

"must be work-based and therefore employer-based, not classroom based.... the role of the education service must be a support role, the role, at best, of a partner not of a focus around which all else must or should, revolve."

It was to this end that MSC proposed organising the majority of YTS courses around Managing Agencies (Mode A funding), whereby employers would set up such Agencies to run a YTS programme, buying an off-the-job training package from an educational or training agency - be it a private agency or an FE college. Funding under Mode B2, whereby colleges were responsible for organising programmes, would form only a small minority of YTS programmes. In this way, the MSC sought to ensure that learning would be based in the work place, where work priorities would determine what was learned.

Teachers and their representatives had mixed reactions to the YTS proposals. Schools were worried about falling sixth form rolls; colleges were concerned about the decline in apprenticeship work. Thus there were powerful economic reasons for teachers' unions to press for involvement in YTS provision. On the ideological level, however, there were severe doubts

expressed about the new curricular philosophy that YTS appeared to represent. As well as this there was resentment that the MSC was getting money that would otherwise have been channelled into education via the DES and local authorities.

As far as actual participation in YTS was concerned, the economic reasons for teachers to become involved largely outweighed ideological objections. Early hopes by school representatives that schools would get a proportion of the work (eg: Schools Council 1982) were dashed when it became clear that the MSC was only interested in FE colleges. It now appears that the Certificate in Pre-Vocation Education (CPVE) has been offered to the schools so as to provide them with a programme that may tempt a small minority of young people away from YTS.

NATFHE, the FE teachers' union, exhibited an interesting mixture of willingness to gain work for its members and criticism of the YTS approach. In 1982 it was arguing that LEA's should be fully accredited sponsors of YTS schemes (NATFHE 1982a) and warning that YTS provision should not be allowed to jeopardise full time vocational preparation courses (NATFHE 1982b). With intensifying criticisms of the education sector coming from the MSC, Farley, a NATFHE official covering YTS, argued that:

"If the education service anywhere, either through its own volition, or at the dictate of others, fails to become involved in a substantial way in providing for young people then a dangerous and major situation will arise. On the one hand there will be young people in full-time education provided for through the education service, and on the other will be those young people in the Government's scheme provided for through the Manpower Services Commission. This divide would ... exacerbate current class divisions, further worsen race relations and widen the gap between



the 'haves' and the 'have-nots'" (NATFHE 1982c).

While this sort of message was coming from the leadership of the union, and it is worth noting that Farley was later to become an employee of the MSC, individual members at NATFHE conferences and through other outlets voiced their concern about the ideological effect of YTS. As early as 1977 (NATFHE 1977) members were arguing that provision by FE should not be solely devoted to servicing the needs of industry. The effect of Social and Life Skills material in producing conformity to the work ethic has been criticised by NATFHE members in their journal (Pates 1982, Barr and Aspinall 1984). Woolcock (1982) and Moos (1982) provide wide ranging critiques of the government for using YTS to cover up the realities of unemployment and advocate that NATFHE adopt a policy of non-cooperation.

Any discussion of curricular philosophies in YTS must take account of the political context of YTS. This includes not only the political parties, but the unions, educationists and employers who have been involved both in making policy and in implementing the Scheme. From what has been described above, it will be seen that plans for YTS emerged from the interaction of a number of interest groups during a period of worsening unemployment. While the MSC, with government backing, wielded the most power, the scheme could not go ahead without co-operation from employers and educationists. On the whole, the government preferred to satisfy employers' wishes in order to gain their co-operation, relying on economic pressures to gain educationists' participation. This has had consequences for the debate about the curriculum of YTS, and this debate can be most usefully explained by examining the relative positions of the Further Education Unit (FEU), the MSC and the body which the MSC has used to develop its curricular philosophy, the Institute of Manpower Studies (IMS).

## The Curricular Debate

In the early days of YOP most of the effort of the MSC was devoted to organising the programme and attempting to have its officials visit and monitor the quality of individual YOP programmes. The MSC's resources were stretched so that they fell behind in their monitoring visits. There was little effort to provide a curricular philosophy for YOP, partly because only a minority of YOP students received any off-the-job training. Of those that did, this was usually provided in FE colleges and most frequently consisted of Social and Life Skills or some basic vocational skills such as work shop skills or typing (Bedeman and Courtenay 1982, Greaves et al 1982).

The MSC's earliest attempt at providing curricular guidelines was in 1977 when it published "Instructional Guide to Social and Life Skills" (MSC 1977). This document was notable for its narrowness of educational vision, and might be described as an example of crude vocationalism as opposed to the more sophisticated new vocationalism later promoted by the IMS. The author of the booklet appears to have viewed the requirements of work place discipline as paramount, and the purpose of Social and Life Skills as being to instil such discipline. "Taking orders" is defined as a "social skill"; an individual's "satisfactory private life" is relevant to the Social and Life Skills teacher only in so far as it can "contribute to a person's work motivation" and the author's distillation of the "skills" necessary for this private life "are those of making friends, resisting provocation and making conversation". The astonishing simplification of the complexities of human experience evident in the document meant that it fell a long way outside the educational discourse to which most teachers are accustomed. The effect of this can only have been to distance practising teachers further from supporting the approach of the MSC.

It is instructive in this light to examine a comparable document produced

by educationists working within the FEU: "Developing Social and Life Skills: strategies for tutors" (FEU 1980). The approach of these authors falls far more readily within accepted definitions of educational discourse. Firstly, the document is much longer than that of the MSC and it uses longer words and longer sentences (see note 45 in Seale 1984). The authors also support the idea that different approaches to the teaching of Social and Life Skills are worthy of debate, since they propose several different models into which teaching approaches for the subject may be categorised. Preparation for the workplace is seen as one of many possible functions for Social and Life Skills. The authors generally avoid stating their own point of view, but when they do, they suggest that the subject can be an aid to the "successful transition to adulthood in his or her own terms" on the part of the young person; it may "most usefully be regarded as an aspect of personal development".

In the absence of any significant or credible initiatives concerning the curriculum by the MSC, the FEU were able to dominate the field during the period of the YOP programme. In documents such as "A Basis for Choice" (FEU 1979a), "Vocational Preparation" (FEU 1982) and "Supporting YOP" (FEU 1979b) the FEU developed an approach to vocational preparation that was imbued with the principles of progressive liberal education. A key concept for the FEU was that of negotiation. "Vocational Preparation" put forward the idea that the curriculum should be a matter for negotiation between teachers and young people. This would involve young people at the start of a vocational preparation course coming to an agreed learning contract between themselves and their teachers. The contract would have arisen from a thoroughgoing assessment of skills and knowledge already possessed by the individual, coupled with a plan for future acquisition of new skills and knowledge.

The FEU's view of assessment was linked to the concept of negotiation. A profile of the individual would be constructed on the basis of the learning

contract and individuals would be assessed according to their progress towards the negotiated objectives on "their" profile. The process of assessment would be closely linked to guidance and counselling for future directions to be taken by the young person. Indeed, in their enthusiasm for preserving the rights of trainees, FEU on at least one occasion (FEU 1983) argued that trainees on YTS should have responsibility for monitoring their own assessment records.

The fundamental discomfort about assessment of the progressive liberal theorist is evident in some of the FEU discussion. In discussing profiles FEU emphasise should record competencies in a "vocabulary that is specific and supportive rather than general and punitive" (FEU 1983) and should achieve this by only recording what trainees can do, not what they can't. This, of course, is logically impossible since if a trainee is marked as having acquired a certain level of proficiency in a particular skill, by definition he has failed to acquire a higher level of proficiency.

As well as this approach, which may be defined as an approach to pedagogy, the FEU sought to preserve a general education component in the definitions of curriculum content which it proposed. In almost every document it produced up to about 1982 the FEU printed a list of "core skills". Basically, the core skills list was a formulation of a Social and Life Skills curriculum under a different name. For the most part it consisted of basic numeracy and literacy accompanied by vaguely defined areas such as "problem solving skills", "interpersonal communication" and learning about the "world of work". A curriculum composed of these elements fits perfectly into the agenda of the General Studies teacher who would, typically, have had experience of teaching Social and Life Skills on YOP courses and who might hope to continue this activity under YTS.

Significantly, the MSC has taken less and less notice of FEU ideas as its own efforts to fill the gap in curriculum development, which it left open under YOP, have developed. The MSC, as a newcomer to the educational scene, originally faced a problem in legitimising its programmes in the eyes of educationists. Its "Instructional Guide to Social and Life Skills" was a notable early failure. As plans for YTS developed and the MSC struggled with the massive task of organising the scheme and ensuring both employers' and educationists' cooperation, its relationship with the FEU was important. The MSC invited FEU to participate in its plans for YTS, an invitation to which the FEU appears to have responded eagerly, no doubt seeing this as a way of preserving its influence in an area which would otherwise move away from liberal or general educational principles.

This brief period of accord between the two organisations is, no doubt, what lay behind a joint statement issued in 1982 (FEU/MSU 1982) whose purpose was to "demonstrate the degree of accord that exists between the two organisations" and where it is claimed that "It is our impression that at national level there is little or no discrepancy between us". The illusory nature of this accord was revealed less than a year later when the director of the FEU wrote in "Supporting YTS" that:

"Complete unanimity with the MSC criteria is not always possible and there is evidence to indicate that some attenuation of the principles and aspirations of the Youth Task Group (the body that produced the document proposing the YTS scheme) is taking place as the full demands of this ambitious scheme are realised." (FEU 1983)

It appeared to the head of the FEU "regrettable and unnecessary ..... (that) the place of education in YTS will have to be argued and justified."

I have presented elsewhere (Seale 1984) an account of how the MSC watered down FEU ideas about negotiation and assessment in guidelines which they published at the start of the scheme (MSC 1982c). Of relevance here are the various initiatives which the MSC sponsored designed to produce a curricular philosophy that would break with the liberalism of the FEU at the same time as avoiding the crudity of MSC's earlier attempts. The organisation which played the most important part in developing the new vocationalism now espoused by the MSC is the Institute of Manpower Studies (IMS) led by Hayes, who previously worked for the MSC (Maclure 1982).

This organisation, employing staff who generally have backgrounds in industrial training, has developed a sophisticated rationale for YTS. The rationale centres on the concept of transferable skills. Before the term was generally current the MSC evidently were hoping to identify clusters of skills common to groups of occupations. The IMS quote the MSC as being concerned with

"Such clusters or groupings (which) cut across industries. They are founded in the common factors of jobs in terms of industrial, occupational and material knowledge required for their performance. The fewer the clusters or groups, the greater the potential mobility of the individual".  
(MSC quoted in IMS 1981 p.8)

An early attempt that might have established empirically the existence of such clusters was the London Into Work Development Project (LITW) sponsored by the MSC and conducted by the IMS (IMS 1982). This aimed to identify the skills which young people needed in order to do their jobs and to this end a survey of approximately 1000 young people was conducted, asking them about the skills involved in their jobs. While this exercise resulted in a series of reports about which jobs required which skills, no cluster analysis was ever conducted on the data by the LITW researchers in order to establish whether any empirical

justification could be found for grouping jobs together in families sharing "generic" skills.

Thus the exercise that resulted in the IMS grouping the jobs commonly available to 16 year olds into Occupational Training Families (IMS 1981) did not draw on empirical evidence about the skill content of the Families. The OTF's were drawn up by committees who consulted a series of "experts" such as careers officers about which jobs they thought were most likely to be suitably grouped together. The resulting OTF's were not tested against LITW data in order to establish whether the OTF's really contained common, generic or "transferable" skills. Indeed, the authors of the IMS report proposing OTF'S admit that

"Finally our concern with skills and their organisation makes us very much aware of the limitations of using job titles when we are really considering skill content" (IMS 1981 p.13)

However, the IMS has pressed ahead with its idea of Occupational Training Families and the MSC has enthusiastically adopted the concept, urging that all YTS proposals should indicate into which OTF the organisers think their scheme would fit.

The IMS subsequently produced "Training for Skill Ownership" (IMS 1983) in which it was stated that a key purpose of job training in YTS schemes would be to ensure that trainees "own" their skills so that they could be transferred from one situation to another. Experimental projects have been set up by the MSC to explore ways in which transferable skills can be taught, along the lines suggested in "Training for Skill Ownership". It is clear that the MSC has invested much of its confidence and considerable resources to promote the hastily constructed rationale of the IMS. Essentially, the concept of

transferability has been used by the MSC to justify the provision of training courses in a time of high unemployment. To young people facing the prospect of unemployment and to teachers uncertain whether trainees on YTS will get jobs in the area for which they are being trained, the concept of skill transfer has been used as a justification for, nevertheless, learning and teaching vocational skills. As the IMS have stated, skill redeployment is "probably the most important single criterion by which young people will judge the value of YTS - once they have understood that the scheme cannot guarantee a job" (Hayes et. al. 1983). Accompanied by weighty and complex documentation and detailed guidelines about methods of teaching for skill transfer, the IMS approach has also achieved greater legitimacy amongst educationists than earlier attempts by the MSC. Ruth Jonathan's contribution to this volume is valuable in pointing out many of the weaknesses and contradictions of the IMS approach. In particular she demonstrates how the rhetoric of transferability and process learning provides an initial impression of liberalism, while in practice the learning objectives suggested by IMS mix banality with authoritarianism.

The FEU meanwhile, has had less influence on curricular deliberations for YTS. In its document "Supporting YTS" it appeared to be fighting a rearguard action to preserve its influence. In particular it presented a diagram indicating how its notion of core skills could be linked to the IMS idea of Occupational Training Families. What FEU seemed to be suggesting was that its core skills might be regarded as generic or transferable between jobs within an OTF, or between OTF's, and as such essential to the fulfilment of IMS ideas. This, however, would remove the IMS even further from any claim that their selection of skills as generic is based on empirical evidence since the FEU core skills list does not even pretend to be constructed on the basis of evidence about skill content. In fact, the FEU have moved away from YTS recently, preferring instead to promote their ideas in the development of CPVE courses, over which they have a far greater say than over YTS.



It is instructive to reflect on the function of the curricular policies which have been described in this section. Presumably those who make the policies do so because they want to influence practice. But, as the investigation reported in the next section, most teachers report FEU, MSC and IMS documents as having little influence on their practice compared to examination syllabuses and what they perceive to be the needs of trainees. Documents, conferences, resource centres, workshops and staff development exercises accompany the production of the curricular policies to dubious practical effect. Perhaps the chief function of the policies is to regulate at an ideological level the conflicts between interest groups (such as between teachers and employers) arising from the reorganisation of youth training provision. What happens in actual practice may have very little to do with the aims of policy makers. In fact, this has been pointed out by Bates (1984) where it is suggested that the debate about policy differences (as between the "ideal worker" and the "critical and independent worker") may have very little relevance for the reality that young people experience. The contrast between policy statements and actual practice on YTS was, indeed, remarkable during the first year of its operation.

The first year of YTS in Further Education.

I shall draw here on a survey of teachers and trainees in FE colleges conducted by me at Garnett College in 1983/4, the first year of YTS. The methods and findings of the survey are more fully reported elsewhere (Seale 1985, 1986a, 1986b). Suffice to say that a postal survey of a representative sample of 163 organisers of YTS courses, 337 teachers and 954 trainees on the same courses provided the data, along with 10 case studies of selected YTS courses.

Although only 52% of all YTS courses involved FE colleges (the rest being covered by private training agencies) the introduction of YTS meant a rise in the amount of MSC work done by colleges compared to the position in the preceding years. This is because YTS was a year-long provision where all trainees received off-the-job training, whereas YOP was of variable lengths under 6 months and only a minority of YOP entrants received training. A survey of 161 colleges conducted by the Association of College Registrars and Administrators (ACRA 1985) found that during the year concerned "traditional full-time student numbers fell by 4% whilst YTS or equivalent rose by 100%". This would suggest that YTS work was replacing traditional work done by colleges.

The YTS trainees in my sample had higher qualifications on entry to YTS than did YOP entrants in the year before. This, and the information from ACRA, would suggest that many of the young people on YTS were the sort of person who, in earlier years, would have been on apprenticeships or other, traditional FE courses. We may go along with the following statement from Holland's if we apply it to YOP trainees:

" (They are the sort of young person who) would not have gone anywhere near further education if we had carried on as we have in the past"  
(Holland 1982).

Clearly this does not apply to all YTS trainees, some of whom were precisely the sort of young person who, in previous years, would have attended at FE.

In fact, the Garnett survey revealed that the MSC had succeeded in integrating many of the YTS courses with traditional patterns of education and training. 32% of the courses counted towards an apprenticeship and 56% of the courses led to an examination qualification, with City and Guilds and B/TEC

being the chief providers. This widespread use of "off-the-shelf" packages by FE colleges has been criticised by H.M. Inspectors (DES 1984) as hindering the development of innovatory curricula for YTS. However, it clearly furthers the MSC's aim of creating a new image for YTS as being a permanent national training scheme, linked to existing provision rather than a temporary system of social support. Valuable as Ruth Jonathan's critique of IMS policy is, it must be pointed out that she underestimates the extent to which YTS in practice is simply a repeat of previous FE courses. Thus, she suggests that only a "small proportion of selected trainees" will find themselves studying for apprenticeships and "another relatively minor group" will be following FE courses similar to previous provision. She suggests that such arrangements "are not typical of the experience of the mass of its clients".(p5) For the first year, at any rate, these statements were not true. Indeed, the likely impact of the IMS curricular ideology on changing teachers' day to day practices in subsequent YTS years is of doubtful magnitude. This returns us to the point made above, that curricular policies in this area have served to regulate conflicts between interest groups : their relationship to practice is much more dubious.

An important finding of the survey was that YTS was a provision streamed by educational achievement. Broad based Mode B2 courses, based in colleges and covering about 6% of YTS trainees are good examples of lower stream YTS. Frequently aimed at recruiting from special schools (ESN) such courses were usually a YTS equivalent of the 13 week Work Introduction courses (WIC) that were provided under YOP. They usually aimed to provide remedial education and basic vocational skills in a number of occupational areas. The survey showed that the young people who entered these courses, compared with Mode A trainees who constituted some 76% of YTS trainees, were less well qualified and were more likely to enter the course because they needed the money allowance or help with coping with unemployment. Their teachers, compared to Mode A teachers, who

were more likely to be from General Studies departments or be teaching some form of Social and Life Skills, gave low estimate of trainees' chances of getting a job and were more likely to want to help trainees cope with future unemployment. WIC courses rarely led to a qualification and never to an apprenticeship. In interviews during case studies, some teachers suggested that these courses were used as a "dumping ground" by careers officers where trainees were unable to get into a Mode A course. MSC statistics (MSC 1984a) show that Mode B2 courses, in which WIC courses form the largest group, were more likely than Mode A courses to contain trainees from ethnic minorities.

Trainees on WIC courses conform to the image of young people on YOP which O'Brien stated in 1978 "many of whom do not respond to orthodox education or training" (O'Brien 1978). What the survey demonstrated was that teachers, responding to this situation, used different teaching methods on WIC courses compared to Mode A courses. The FEU model of a student-centred, negotiable approach using learning contracts, profiles and student-centred reviewing sessions was far more likely to obtain on WIC courses than on Mode A courses. Thus WIC teachers were more likely than Mode A teachers to argue that they tried to teach for individual learning needs, to plan their teaching to allow for differences in ability between trainees, to use learning contracts and to involve trainees in assessing themselves and in discussing their assessment results. One or two quotations from interviews with teachers suggest how this worked in practice. Mode A teachers emphasised how similar their courses were to previous training work:

"Most people teaching in college are pretty traditional and they don't make exceptions for YTS students" (Mode A teacher).

"The vast majority we tend to treat as if they were on an ordinary day release course. I haven't found it a great deal different really"

"(Its) a normal standard college course.. (with) a set syllabus.  
No choice at all" (Mode A teacher).

Whereas WIC teachers spoke of negotiating with trainees:

"Very different, totally different.... A key word is flexibility...  
you've got a lot of freedom on this course which is very nice...  
Negotiation with the students - we don't negotiate with the students  
on the other courses". (WIC teacher).

"I think (its) open to negotiation all the time between the individual  
tutor and the student concerned" (WIC teacher).

The MSC policy of changing the image of YTS from a social support scheme for the unemployed to that of a permanent national training scheme has been quite successful. The integration of Mode A YTS courses with traditional apprenticeship and examination structure suggests this. But this policy worked against the aims of the FEU in promoting a student-centred, negotiable approach to learning, since this teaching style is difficult to reconcile with coverage of an examination syllabus. It was only on the lower stream WIC courses, where social support was a more important aim, that the FEU policy actually gained ground. Clearly, the FEU cannot have anticipated the extent of the use of examinations in YTS.

The degree to which the liberal education lobby has been successful in YTS curriculum practice, in so far as FEU has been the representative of this lobby, has, then, been limited. The survey also enables us to assess the extent to which actual practice in YTS accorded with the views of the dominant policy

makers in YTS: the MSC. The concept of work-based learning, whereby experience at the work place was used as a primary motivator to learn, was one that MSC were keen to promote. In accord with the views of the CBI and the government, much of the MSC policy was devoted to taking responsibility for organising YTS out of the hands of educationists and putting it into those of employers. Managing Agents, who were usually groups of employers, were set up to organise the 76% of YTS falling under Mode A provision. These Agents were to ensure that good liaison occurred between college staff providing off-the-job training and work experience providers giving on-the-job training so that good integration between the two should occur.

However, the survey revealed that Managing Agents all too frequently failed in these responsibilities, a finding repeated in other studies of YTS in its first year (Stoney and Scott 1984, FEU 1985). Teachers in written comments on questionnaires had many more criticisms than praise to make of the level of integration on the courses, as well as the level of employer participation in training. While 53% of course organisers reported that some consultation with employers about the course had taken place, this was frequently cursory and superficial. In only a third of the courses had Managing Agents or employer's representatives been involved in planning off-the-job training. 60% of the teachers surveyed had no contacts at all with employers participating in the schemes and only 20% visited trainees on work experience. Paradoxically, contacts with employers were more frequent on WIC courses than on Mode A courses because here there were no Managing Agents to take away from teachers responsibility for visiting trainees. An internal MSC evaluation (MSC 1984b) of a small sample of YTS courses recommended that urgent action needed to be taken to improve the quality of employers' contributions, presumably because the evaluators found similar problems to the Garnett survey. The evaluation team, amongst other things, recommend changing the name of "Work Experience Provider" to "Work Experience and Training Provider". This would suggest that the Labour

Party's view that employers would fail to respond adequately unless participation was made a statutory rather than a voluntary matter, may have been well founded.

In spite of these shortcomings on the part of employers, however, trainees themselves generally found work experience to be the best part of the scheme. In this respect trainees' views supported the assumption of the MSC that they would reject anything that reminded them too much of school work. The results showed that trainees' reasons for entering YTS tended to focus around gaining experience and training that would lead to a job. Indeed, most agreed that they would never have come on the scheme had a job been available. When asked an open ended question "What have you liked most about the scheme?" 50% wrote that it was work experience. Only 3% wrote that it was college. When asked to write about what they thought of work experience, 79% wrote something favourable. In their comments about college work there was a tendency for trainees to find practical training sessions more valuable than Social and Life Skills.

These findings would suggest that the trainees tended to view YTS as the next best thing to a job, and to value anything which, in their eyes, gave them experiences that felt like having a job, or looked as if they were directly relevant to work. On the face of it, what trainees were saying was more supportive of MSC policy to provide work-based learning than of FEU policy to provide general education.

These findings about what young people think of their training are nothing new. Many studies have found the same perspective being adopted by trainees (eg: Into Work 1979, Hofkins 1980). In case study interviews teachers would sometimes despair what appeared to them as trainees' narrow minded view about what parts of training were relevant to work. These teachers found that trainees tended only to value things that helped them in the immediate future,

and did not recognise the value of skills learned for other jobs they might do in the future.

Perhaps it is the difficulty which many teachers experience in persuading trainees of the relevance of the more general aspects of off-the-job training that is behind teachers' acceptance in principle of IMS ideas about teaching for skill transfer. Few questions in the survey related to IMS policy, since it was judged that these ideas had been developed too late for them to be expected to have influenced teachers' practices in the first year of YTS. However, two questions did relate to this issue. Teachers were asked to rate their level of agreement with a statement "It is important to persuade trainees that the skills they learn on the course can be used in a variety of jobs". This statement received the highest level of agreement of any of the 30 statements about YTS that teachers were presented with; 89% either strongly or mildly agreed. However when asked to rate their agreement with the statement "I ensure that trainees practice transferring their skills from one job to another" the corresponding figure for agreement was lower: 51%. This would suggest that while teachers liked the IMS approach in principle, their practice sometimes fell short of fulfilling IMS ideas. It remains to be seen whether the complex practical system outlined in "Training for Skill Ownership" will be put into practice by teachers of YTS in colleges. It seems, however, that the MSC will achieve more considerable success on the ideological front by promoting IMS ideas than it did with earlier, cruder offerings of curricular policy. This is because IMS ideas address on important areas of conflict for teachers; persuading trainees to persist in their courses in the face of poor employment prospects, and persuading them that certain aspects of off-the-job training will be valuable to trainees in future, even though they do not appear immediately relevant.



## Conclusions.

Plans for YTS arose when a number of otherwise conflicting interest groups, for a brief period, found it in their interests to produce and support such a scheme. The circumstances which gave rise to this episode of apparent consensus included a continuing rise in unemployment levels, dissatisfaction with the functioning of YOP, followed by a massive injection of cash backed up by political will on the part of the government. In the plans for YTS employers saw it as an opportunity to influence education and training in the way they had been desiring for a number of years; the Labour Party and unions saw it as a opportunity to improve training provision for a previously neglected group. In spite of misgivings about indoctrination on the part of left-wing members, the teachers' union saw the Scheme as a way to preserve their members' jobs. This coming together of interests lay behind the production of the Youth Task Group Report (MSC 1982b), the crucial document proposing the Scheme.

I have tried to show how the consensus was accompanied by pressures drawing the interested groups apart. This was most evident in the haggling over the actual form and content of the Scheme, most particularly in the area of the curriculum where the chief protagonists of the debate were the MSC and the FEU. The results of empirical investigation indicate that both organisations had a measure of success and of failure. On the whole, the MSC view prevailed. Using its powerful position as the organiser and provider of finance for the scheme, the MSC was able to block attempts by colleges to be the local organisers of schemes. However, the results show that MSC's reliance on employers to provide effective arrangements for work based learning was misplaced since inexperienced Managing Agents in many cases failed to fulfil their responsibilities.

On the ideological front, after a slow start, the MSC has made progress

through commissioning the IMS to provide a curricular philosophy with a strong likelihood of being acceptable to educationists while preserving MSC's reputation as primarily an agency training young people for jobs. MSC has made great practical advances in avoiding the image of YOP as a programme of social support and replacing it with a image of YTS as a permanent national training scheme.

The FEU, however, has had more limited success. Indeed, in many respects the FEU's efforts could be seen as a rearguard action by liberal educationists to preserve their influence within the new vocationalism. The FEU approach was clearly relevant to the non-exam, college based and lower stream YTS courses, where social support remained the major aim of teachers, rather than training for jobs. But on Mode A courses FEU was less successful because of the prevalence of examination syllabuses and training for particular trades.

It is likely that YTS will continue to become integrated with established apprenticeship and examination structures, while adding new structures of its own to occupational areas where training did not exist before YTS. The extension of YTS to a two year programme is likely to involve employers to an even greater extent than did the one year programme. The proposal that all YTS courses should be under one Mode suggests that the WIC courses of 1983/84 may not continue, and that YTS will move still further away from providing social support for those with special needs. Perhaps these young people will gravitate towards the new CPVE qualification (JBPVE 1984), which promises to fulfil FEU ideas about vocational preparation. If YTS does continue to move in this direction it would seem essential that some investigation into employers' provision for YTS be conducted. This is a neglected area in the evaluations of YTS conducted until now, and if employers are to be given even greater responsibilities for implementing the new vocationalism then their practices should be examined most rigorously by bodies independent of the MSC.

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# **Preparing for the Youth Training Scheme: A Case Study of some College-based Courses**

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## **Introduction**

Integrated Training and Experience (ITEX) courses were run in the academic year 1982/3 running up to the Youth Training Scheme in five ILEA further education colleges. The courses were designed for those in need of remedial help or undecided in their choice of job. Thus the courses catered for a similar market to that which FE is likely to serve under Mode B funding (college based schemes) within the Youth Training Scheme - those in the lower range of ability and achievement whom employers are not likely to select for Mode A (employer based) schemes. Designed to use the findings of a major research project into the skill content of jobs some of the practices in the courses as run in previous years influenced the development of ideas that went into the FEU's 'Vocational Preparation' document (Further Education Unit 1981). An evaluation of these courses was conducted from Garnett College, London during the Spring of 1983 and the results of this exercise are of interest in showing (a) the different ways in which colleges interpret and implement a single course plan and (b) the extent to which the research project associated with the courses actually influenced teachers' practices.

This report takes the form of describing how researchers and planners thought the courses should operate, followed by an account of how they actually operated derived from interviews with participants. Some points are then made about the general policy implications of the case study.

## **The London Into Work Development Project (LITW)**

In the plan for ITEX courses drawn up in February 1982 for MSC it is stated that:

The programme is an extension of the London Into Work Development Project, the main innovation being the introduction of a broad based short training element which will utilise and adapt research data produced by that project, with special reference to 'generic' and 'transferable' skills. (Inner London Education Authority 1982. p.1)

LITW was a three year project conducted by the Institute of Manpower Studies for MSC, looking at the skill requirements of approximately 1000 jobs typically taken by 16-17 year olds in the London labour market. It sought primarily to identify those skills that were applicable over a wide range of jobs so as to inform those running training courses of a core of generic skills necessary for broad based vocational preparation.

The project and its findings were reported in five volumes with a sixth volume separately reporting the practical applications of the findings in colleges (Institute of Manpower Studies 1982, 1983). The questionnaires on which the research is based are very long and detailed taking an hour and 40 minutes to complete in interview (IMS 1982.Vol V.p46); thus the part of the questionnaire that concerns Basic Calculations and Measurement and Drawing (covering two out of six skills areas) contains 51 items each with several subsidiary questions. Presentation of findings involves 327 pages of tables and diagrams (IMS 1982. Vol11). It goes into such detail as to provide information about how often the 9 shelf fillers (in supermarkets) in the sample needed to stick, glue or bond using non-powered equipment (p 108), or how often the 11 motorcycle/cycle messengers found it necessary 'To move things (non-powered)' (p. 136).

Several ILEA teachers were seconded for varying lengths of time to work on applying the findings and the chief products of this effort can be summarised from the researchers' report (IMS 1983):

- (1) The production of a card index where the context in which skills are used is described - the aim being to make possible the production of teaching materials that are true to life.
- (2) Presentation of the findings as written job profiles for use as part of assignment work.
- (3) Modification of a computer software programme helping students to see which jobs their skills fit them for.
- (4) Card games - based on 'Snap' - to encourage students to appreciate the transferability of skills.
- (5) Presentation of the findings as diagnostic skill profiles to enable teachers easily to compare jobs for their use of certain skills.
- (6) A check list of skills used for analysis of curricula.

The production of these items was recorded in the report but detail was not given of the extent of their use. Though generally enthusiastic about the potential of the data for application in teaching, the researchers note in their final chapter that:

The project has had a mixed reaction from the teachers involved with it. Some have been enthusiastic and responded to the data in very imaginative ways. Others have had mixed feelings, and there have been a few whose response has been one of antipathy. (p79).

### **Integrated Training and Experience Courses**

Operating in five ILEA colleges during the year concerned the courses are described in ILEA's submission to the MSC as involving a six month Work Introduction Phase (based on colleges' previous experience of running 3 month Work Introduction courses under YOP) followed by a Short Training Phase. The Work Introduction phase is designed to give opportunities to 'taste' various occupational areas and give remedial help where needed. The Short Training Phase requires students to choose an option from the occupational areas of Paper and Office, Services and Community or Production and Maintenance. During both phases 'Movement between college based and work experience sections will be determined by negotiation' (Inner London Education Authority 1982. p.4). Further, 'Progression from (Work Introduction) phase to (Short Training) phase is possible at any time dependent on trainee's readiness' (p.4). A staggered entry involving intakes every six weeks is envisaged.

#### **The evaluation : (a) course structure.**

The first step was to interview the five course leaders and examine written documents in order to find out basic facts about how the courses operated. This exercise revealed a rather surprising picture. Two of the colleges ran no Work Introduction Phase. One of these ran five separate options for a year, some of which covered the original ITEX options others being additional.

The other also ran a year long Short Training Phase but with options in accord with the original plan. This college relied on an employer-run six week course in the local area to fulfil the functions of the Work Introduction Phase. The other three colleges ran a Work Introduction Phase for six months but two differed from the original plan in the second phase; one ran only two out of three options, another ran only one of the three and added one of its own entitled 'Practical and Manipulative'. This left one college running the course as originally planned

Clearly the ITEX programme could not be viewed as a united curriculum initiative. For whatever reasons - and several were given - colleges had negotiated patterns of provision that suited their own circumstances. It was decided to focus on the Work Introduction Phase in the three colleges that ran one, and accordingly 10 more teachers and 15 students from the three colleges were interviewed.

Continuing the examination of course structure and of the extent to which the course plan was being implemented, the second round of interviews revealed that only one out of the three colleges negotiated the timing of work experience with students individually. Further while intakes were on a roll on-roll off basis in one of the colleges, the other two had only two intakes

during the six months. In none of the colleges was it possible for students to join the Short Training Phase when ready since this second phase was not due to start until six months after the first phase - in all cases at the time of evaluation the second phase was still being planned. In one of the colleges students, who were on the verge of starting Short Training when interviewed, clearly felt that they had been ready for it long before the first phase was over:

'This Short Training Phase should have been the whole course - not multi-skills and things like that - although you might enjoy it it won't help you get a job.'

'In a way I feel we've just wasted six months. (I would have liked) something to do with what you want to do'.

'The lessons are a waste of time - even if you enjoy it ..... it hasn't helped us to get a job. Whereas if they'd done the Short Training Phase earlier it probably would have.'

A further point about the two phases concerns links between them. On the one hand in all three colleges a large proportion of students were to leave the course at the end of the first phase and new recruitment was planned to fill places for the second phase. On the other hand links between teachers of the two phases did not seem strong, with largely different personnel being involved in each phase. The danger appeared to be that the two phases might proceed as if two separate courses placed end-on to one another.

#### **The evaluation : (b) use of LITW findings.**

At the time of interviews with course leaders it had not yet become clear that the use of LITW by course teams would be an issue, so only 3 of the 5 were asked about this. One course leader reported that the findings had been useful for planning 'basic skills only' and would have produced material at too low a level than was appropriate given students' previous attainments. It was noted that in practice individual teachers decided what to teach.

A second course leader reported no contact with LITW and no examination of the findings by the course team. Decisions on what to teach depended on the abilities and interest of teachers. It was later reported that a teacher from the college had been seconded to the project. The course leader in describing the planning of the course stated 'I think what we've done, quite honestly, is make it up as we've gone along.'

A third course leader repeated the point of the first, saying that it was hard to know what to do with categories as basic as 'Read Words'. He continued: 'The other problem is the way in which material is presented so that teachers can use it - I think teachers found it quite hard to make the jump from the new stuff into curriculum materials.' The findings, anyway, had not all come through before the course was planned so 'Teachers ..... tended to latch on to the anecdotal material rather than the 100 best skills

type of league table'. A checklist derived from preliminary findings had been used to check on students' progress, but had since been abandoned as being too unwieldy. Two teachers had been seconded from the college to produce materials but the results had been disappointing.

In the second round of interviews it was found that teachers who had joined the courses less than a year ago had little knowledge of the project, with two of these never having heard of it. One teacher in a multi-skills workshop appreciated that the rationale of providing a broad range of skills was one that LITW data supported, but did not go so far as to use the data to identify generic skills and apply them to workshop teaching. Another workshop teacher complained that it was hard to teach a general course since 'You don't know what all jobs will involve;' clearly to solve this problem was the primary aim of conducting the LITW project yet this teacher had no knowledge of it. Thus she described her teaching as being aimed at trying to get students to be more capable of doing things generally and to improve their literacy and numeracy.

Two teachers reported that they had access to the data but 'We haven't used anything'. Another was dismissive of the effects of the project: 'It didn't really (influence the course) ..... it was two million pounds down the drain' although the same teacher observed:

I suppose it made us aware of integrated things - how much literacy and numeracy were involved in some tasks (but) we don't talk about it any more - I mean whoever says . . . underpinning generic skills any more - I mean we said it every three sentences for two years. Now we say profiling all the time instead.

Thus the impression gained was that although the project rationale was discussed by teachers and this had some impact at the time it was being conducted, there was no systematic and lasting application of the results of the research to the Work Introduction phases. In fact, in the absence of a syllabus the way in which most teachers seemed to decide on what to teach was a combination of their previous experience on this or other courses and a response to individual needs. As one said: 'it comes from them, the students on the whole, it comes from what they need so it will vary from time to time'.

### Discussion

What has been reported - apart from the specific case of students' views about transfer between the two phases - at no stage constitutes an assessment of whether the courses under the ITEX umbrella were effective in pleasing students or preparing them better for the job market. No comment is offered as to whether it would be a good thing if the courses followed the original plan or if the courses applied the finding of LITW in a more rational and systematic way.

What is of concern is that the planners of the course and the researchers who conducted LITW must have thought their efforts could be beneficial if applied, and the evaluation shows that such application was distorted, slight or indirect.

ITEX is a small scale curriculum operation involving no set syllabus or exam qualification over all the courses. In fact such qualifications that are involved are taken from bodies such as RSA or City and Guilds and involve whatever syllabus is specified for those awards. ITEX is not an initiative along the lines of the much larger TEC/MSc initiative in Technician Studies (Technician Education Council 1982), where a syllabus is specified and assessments made on the basis of coverage of certain material. If ITEX were of this nature it would be possible for course planners to institutionalise the findings of the London Into Work project in a course syllabus, making the coverage of the necessary skills inevitable.

As it is teachers are free to differ. They are also more free than TEC/MSc Technician Studies teachers to negotiate the curriculum with students so as to cater for their individual needs and preferences.

#### **An afterword - Occupational Training Families.**

Having discovered that, for better or for worse, LITW findings had little application in ITEX courses it was of interest to consider other applications. One of these concerns the production of the Occupational Training Families by the IMS (Institute of Manpower Studies 1981). These categories have recently come to form a key part of MSc policy; MSc area managers have been asked to categorise all YTS schemes according to the families (Manpower Services Commission 1982, p.1) and considerable effort at various centres around the country is being put into exploring the implications of the families.

However, a reading of the booklet that describes how the families were generated reveals that although members of LITW were involved in the discussions that produced them, data on the skill content of jobs was not examined. Indeed no cluster analysis has yet been done on LITW data; the job groupings that are used to report the findings were produced before the data was collected.

Such clusters or groupings cut across industries. They are founded in the common factors of jobs in terms of industrial, occupational and material knowledge required for their performance. The fewer the clusters or groups, the greater the potential mobility of the individual (MSc quoted in Institute of Manpower Studies 1981, p.8)

This would imply that there is a rational and scientific foundation for the families, in that they embody what has been found out about the generic skill content of each family group. Clearly the discovery of the concept of generic

skills, assumed to be transferable from one occupation to another, has been an important one for MSC to publicise. It gives a rationale for the provision of training courses at a time when the destination of trainees cannot be predicted.

However, IMS later in their report note that their families are based on guesses about the skill content of jobs; the data chiefly examined by the IMS working party consisted of job titles only:

Finally our concern with skills and their organisation makes us very much aware of the limitations of using job titles when we are really considering skill content. (IMS 1981. p.13)

It is hard to avoid the conclusion that there has been pressure from MSC on the IMS to produce Occupational Training Families quickly because of the political usefulness of the ideas involved. On the one hand the categories have not yet been justified by examination of skill content; and on the other hand, as we have seen in the evaluation reported above, there is no assurance that teachers either can or will use information about the skill content of jobs in their teaching.

### Notes and References

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# Master's Degree in Education

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## **Introduction**

The demand for and provision of master's degree courses in education is burgeoning. Despite the unprecedented level of activity in this postgraduate degree market, comparatively little is known about the quality, design or effectiveness of such courses. During the preparation of this paper we found little reference in the literature to such concerns and a total lack of 'hard' data. What follows therefore, is of necessity somewhat speculative. We do, however, hope to raise some pertinent issues and suggest avenues for development in order to stimulate debate and encourage research in an increasingly important area of our teacher education provision. Briefly, our argument is that there is a need for master's courses in education which in part is being met, but not as effectively as it could. This idea is not new — UCET recognised the problem sometime ago. Already some institutions have begun to respond to the challenge. But, in general, the present direction of master's courses is not anchored securely enough to a sound rationale for progress and improvement in teacher education. Below, we discuss the need, the provision and the direction which master's courses in education are and should be taking.

We exclude a discussion of master's degrees by research from this paper. Nevertheless, there is now a real case for increasing the number of students who currently undertake research rather than taught master's degrees. In this way, the discipline of education can be enhanced as well as the needs of the student and his or her school and local authority met.

## **The Need For Master's Courses In Education**

A number of factors have recently converged which have substantially altered and increased the prospective pool of candidates for master's courses.

Since the late seventies, teaching has become an exclusively graduate profession. From that time onwards beginning teachers have had to possess a degree while non-graduate teachers have been encouraged to do in-service BEds or Open University degrees. It is doubtful, however, whether this move increased the quality of education in British schools. Nevertheless, it did whet teachers' appetites for further study. Naturally enough, some of these teachers have subsequently aspired to enrol for more advanced work. Unfortunately, the existing structure of many advanced diploma and certificate courses is unsuitable. Consequently, the traditional diploma and



## *The Youth Training Scheme Curriculum in Further Education: a comparison of employer based and college based special needs schemes*

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The Manpower Services Commission (MSC) in the period before the start of the Youth Training Scheme was concerned to ensure that YTS became an 'employer based' scheme (Holland, 1982). MSC was critical of much of what had been offered by Further Education colleges under the Youth Opportunities Programme (YOP) and wished to relegate the education service to, as Geoffrey Holland put it, "a support role, the role, at best, of a partner not of the focus around which all else must or should resolve" (Holland, 1982). An examination of literature concerning the curriculum of YTS (Seale, 1984a) revealed that the views of the Further Education Unit (FEU)—which could be said to represent the point of view of the education service—were often at variance with those of MSC. In the earlier paper it was demonstrated that this was the case in spite of occasional attempts by the two organisations to present a united front. FEU saw itself as defending the role of education in the scheme and at the start of the YTS its director expressed some disappointment at what he described as the "attenuation of the principles and aspirations" (FEU 1983) of the Youth Task Group report (MSC, 1982), which was the document that originally proposed the scheme.

At the level of the curriculum what this meant was that FEU argued for a student-centred approach, which valued the personal development of the individual student as much as the needs of industry. The concepts of negotiating a personal programme of work with students and of using a profile method of assessment in a participatory way to feed into reviews of students' progress were emphasised by FEU more than by MSC. The idea that Social and Life Skills was an area of personal development rather than solely a support for more efficient performance at work was also stressed.

A small-scale investigation of pilot YTS schemes in 1982/3 (Seale, 1983) as well as the work referred to above led to the hypothesis that the two organisations might

well resolve their differences by, in effect, gaining separate spheres of influence in the further education provision for YTS. Briefly, it was suggested that college based (Mode B2) courses, particularly those designed for students with special needs, were likely to use a student-centred approach such as FEU advocated. Less likely to use such an approach were the employer based (Mode A) courses which would usually have a narrower occupational focus.

This paper reports some of the results of a series of surveys of college personnel conducted in 1984 designed to test this general hypothesis. The paper also provides more descriptive detail about the differences between employer based courses (where the college input is limited to providing an off the job training package for a Managing Agent) and college based, special needs courses. Henceforth, employer based courses will be termed 'Mode A' (after their mode of funding—see Youth Task Group Report MSC, 1982) and the college based special needs courses 'WIC courses' (since they are usually extended versions of the 13 week Work Introduction Courses that used to run under YOP). It should be borne in mind that the study only includes YTS courses where the further education service is involved. About half of all YTS provision in the year concerned involved a further education input. Mode A schemes constituted 76% of college provision and the WIC courses under consideration 5.6%.

### Methods

Soon after the start of YTS a survey of all principals of the 466 colleges in England was conducted in order to establish what provision was being made. Results of this are summarised in Seale (1984b). For a second survey YTS courses were selected in order to be representative of provision in England as a whole. Factors taken into account were: geographical location, occupational area trained for (according to the Institute of Manpower Studies' classification: Hayes, 1983), type of college (e.g. art, agricultural, general subject) and unemployment rate in local area (Central Statistical Office, 1983). A disproportionately large number of WIC courses were chosen; apart from this, representativeness was sought according to mode of funding. 163 course organisers returned questionnaires after two mailings, this being a response rate of 73.1%.

A third survey covered teachers of YTS courses. 129 course organisers were sent 636 questionnaires for teachers (the number for each course varying according to the sample requirements). Sealed envelopes were provided for those concerned about confidentiality. 81.4% of courses returned teacher questionnaires, covering 53% of questionnaires sent out (337 returned). With this sampling procedure many more Mode A staff were selected than WIC staff since Mode A staff are more numerous. In fact 113 Mode A organisers and 245 Mode A teachers returned questionnaires as opposed to 22 WIC organisers and 39 WIC teachers. The two samples are treated separately in the analysis reported here. The relatively low numbers of WIC staff should be borne in mind when assessing the significance of the study.

The questionnaires concerned details of course organisation and, for teachers, a number of items concerning their attitude to YTS and the way in which they taught. Compilation of the questionnaires involved using successive versions on FE teachers whose difficulties in completion were noted for subsequent drafts. Since returns of both course organisers' and teachers' questionnaires were not complete

the samples were slightly biased when compared with the overall picture derived from the survey of college principals. Results were therefore weighted to make them representative according to occupational area covered and mode of funding. All results reported here are thus weighted except where indicated otherwise.

In addition to the postal surveys 30 teachers from 10 schemes (5 WIC, 5 Mode A) were interviewed in order to gain further details about attitudes and practices followed.

## Results

### Background

There are a number of ways in which those who teach on WIC courses are different from those teaching Mode A courses. Twenty-six of the 39 WIC teachers (67%) were from General Studies departments or taught some form of core skills such as social and life skills, literacy or basic numeracy. Only 33% of the 245 Mode A teachers were of this type ( $p=0.0001$ ). Weekly class contact hours for WIC teachers were higher than for Mode A teachers ( $p=0.0013$ ) suggesting that Mode A courses may have used a larger number of teachers who just came in for a single session each week. Twenty of the 22 WIC courses (91%) had been run before in some form in the college—either as a YTS pilot scheme or as a YOP course. Only 56% of the 113 Mode A courses had run before ( $p=0.0085$ ). WIC courses were also more likely than Mode A courses to provide some teaching in college holidays (86% as against 39%;  $p=0.0004$ ).

Teachers, asked to estimate trainees' likely chances of getting a job at the end of the course, indicated that Mode A trainees had much better chances as Table I shows. Course organisers, asked the same question, gave a similar result. Perhaps because of this WIC teachers were more likely to agree that they made a point of showing trainees how they could use the skills they were learning in unemployment (item 6, Table II).

TABLE I. Teachers' estimates of likely job prospects for trainees

% likely to get job:	0–20%	21–40%	41–60%	61–80%	81–100%	Don't know
WIC teachers (%)	36.8	28.9	13.2	2.6	0	18.4 $N=38$
Mode A teachers (%)	13.2	16.8	17.1	18.0	15.8	19.0 $N=244$

$p=0.0001$

Missing=2

# — As expected Mode A courses were more likely than WIC courses to expect formal exam qualifications on entry. In fact, no WIC courses did this; 24% of Mode A courses did so ( $p=0.0219$ ). Several WIC organisers indicated in written comments that they expected ESN trainees to join the course as well as those with other learning difficulties. Mode A courses were also more likely to lead to exam qualifications; only 18% of WIC courses offered exams to all trainees but 60.5% of Mode A courses did this ( $p=0.0007$ ). Mode A courses in 37% of cases were considered as equivalent to all or part of the first year of apprenticeship; no WIC courses held this status. Following the traditional approach to apprenticeship

TABLE II. Teachers' ratings of their level of agreement with various statements (percentages)

WIC agree more	Strongly agree					Strongly disagree	
	1	2	3	4	5		
1. I attempt to teach for individual learning needs on this course	ModeA	35.5	31.4	22.4	6.3	4.4	N=244
	WIC	76.9	17.9	2.6	2.6	0	N=39 $p<0.0001$
2. In my teaching on this course I offer trainees every opportunity to negotiate their own programme of work	ModeA	9.1	18.1	26.1	24.3	22.3	N=241
	WIC	28.2	41.0	15.4	10.3	5.1	N=39 $p<0.0001$
3. The course is effective in providing individualised programmes of learning for trainees	ModeA	6.0	15.0	37.9	26.1	15.0	N=243
	WIC	28.9	42.1	23.7	5.3	0	N=38 $p<0.0001$
4. Trainees are fully involved in discussions of their own assessments on this course	ModeA	26.6	25.5	21.7	14.4	11.8	N=234
	WIC	52.6	34.2	7.9	2.6	2.6	N=38 $p=0.0015$
5. There are more problems requiring personal guidance and support on this course than on non MSC courses	ModeA	36.2	23.4	17.9	6.9	15.5	N=191
	WIC	73.3	3.3	6.7	10.0	6.7	N=30 $p=0.0016$
6. I make a point of showing trainees how they can use the skills they are learning in unemployment	ModeA	21.9	24.3	28.5	12.5	12.8	N=147
	WIC	46.2	25.6	17.9	7.7	2.6	N=39 $p=0.0119$
7. I plan my teaching to allow for differences in ability between students	ModeA	46.8	30.0	15.8	4.6	2.8	N=245
	WIC	74.4	17.9	7.7	0	0	N=39 ( $p=0.0251$ )*

TABLE II. (Cont.)

WIC agree more	Strongly agree					Strongly disagree	
	1	2	3	4	5		
Mode A agree more							
8. In the part of the course that I teach it is usual for trainees to all learn the same material at the same time	ModeA WIC	27.5 7.7	30.5 10.3	19.0 17.9	12.2 20.5	10.8 43.6	N=239 N=39 p<0.0001
9. Assessment of trainees' progress should be a matter for teachers rather than trainees to conduct	ModeA WIC	21.9 5.1	15.4 15.4	31.2 12.8	16.7 33.3	14.8 33.3	N=239 N=39 p=0.0004
10. The main purpose of the course is to keep people off the dole	ModeA WIC	24.2 12.8	11.9 5.1	15.6 20.5	16.2 2.6	32.2 59.0	N=243 N=39 p=0.0005
11. The assessment methods I use on this course are no different from the ones I use on non MSC courses	ModeA WIC	26.7 10.0	14.8 6.7	22.8 10.0	18.7 16.7	17.0 56.7	N=190 N=30 p<0.0001

TABLE II. (Cont.)

WIC agree more	Strongly agree					Strongly disagree	
	1	2	3	4	5		
No significant difference (i.e.: $p$ more than 0.05)							
12. Trainees' personal problems are none of my business	ModeA WIC	3.8 7.7	5.4 0	12.5 5.1	23.1 20.5	55.2 66.7	$N=244$ $N=39$ $p=0.217$
13. I prefer to think of the young people on this course as students rather than trainees	ModeA WIC	32.3 28.9	24.8 21.1	22.3 23.7	8.6 7.9	12.0 18.4	$N=241$ $N=38$ $p=0.894$
14. Work experiences providers have a lot of say in what happens in off the job training on this course	ModeA WIC	19.6 11.1	15.3 19.4	25.0 19.4	17.4 27.8	22.7 22.2	$N=233$ $N=36$ $p=0.4442$
15. Trainees on this course can inspect their assessment records if they wish	ModeA WIC	71.3 80.6	15.1 13.9	8.8 0	1.8 2.8	3.0 2.8	$N=225$ $N=36$ ( $p=0.44$ )*
16. Trainees often tell me what they think of the course	ModeA WIC	57.4 61.5	29.8 28.2	10.8 7.7	1.8 2.6	0.3 0	$N=244$ $N=39$ ( $p=0.9565$ )*

\*An expected frequency of less than five cases in a cell occurs more than once in this table. Tests on a condensed version show no change in the significance level (whether above or below 0.05).

training some Mode A courses (44%) used day release only; no WIC course did this, placing heavier reliance on block release ( $p < 0.0001$ ).

### *Student-centredness*

The hypothesis that WIC courses use a more student-centred approach was supported by the results for many of the items designed to test for this. Table 2 shows that WIC teachers were more likely to attempt to teach for individual learning needs (item 1) and offer opportunities for trainees to negotiate a programme of work (item 2). They were also more likely to plan their teaching to allow for differences in ability between students (item 7). Perhaps because of this WIC teachers felt their courses were more effective in providing individualised programmes than were Mode A teachers (item 3). Mode A teachers, on the other hand, were more likely to teach to a class than to individuals (item 8). Learning contracts, such as those advocated in the Youth Task Group report (MSC 1982) and most strongly by FEU (see, for example, *Vocational Preparation*, FEU 1981) were more likely to be used by WIC courses than Mode A (36% of course organisers as against 12%  $p = 0.0106$ ). These are designed to provide learning objectives tailored to suit individual needs. Item 5 (Table II) suggests that WIC teachers are more concerned with dealing with the personal problems of trainees than are Mode A teachers.

It was shown earlier that Mode A courses often led to exam qualifications. Assessment methods on the courses reflected this. When asked to indicate which methods they used, 81% of Mode A organisers recorded that exams or tests were used in the college part of the course. Only 23% of WIC organisers indicated this ( $p < 0.0001$ ). When asked to rate the importance of various influences on their teaching Mode A teachers rated the examinations trainees were being prepared for and the course syllabus higher than did WIC teachers (see Table III). As a result, Mode A teachers were more likely to feel that their assessment methods were no different from those used in other FE teaching (item 11, Table II).

Teachers' attitudes towards assessment also differed. Mode A teachers were less likely to agree that trainees should be involved in assessing themselves (item 9). WIC teachers were more likely to agree that trainees were involved in discussing assessments (item 4) and 74% of WIC organisers wrote that trainees could see their own assessment results as opposed to 48% of Mode A organisers ( $p = 0.038$ ).

There were no instances where answers to the various items on questionnaires reversed the general pattern of a more student-centred approach in WIC courses. However, there were a few where the differences were not statistically significant. Items 12, 13, 15 and 16 in Table II are of this nature.

No significant differences were found between teachers when asked to rate the importance of MSC documents or FEU documents as influences on their teaching (see Table III). In fact these influences overall were rated quite low by teachers. This would suggest that what has caused some teachers to adopt a student-centred approach has been factors other than reading FEU documents. The difference between WIC and Mode A teachers in rating the extent of MSC officers' influence is not statistically significant and the learning needs of trainees—rated overall by teachers as the most important influence on their teaching—were not rated differently by the two groups (see Table III).

The use of profiles as assessment tools was not more frequent in either type of course; over 65% of both types of course used the method. It should be noted,

*Seale*

TABLE III. Teachers' ratings of influences on their teaching (percentages)

Mode A rate higher		Very important					Very unimportant
		1	2	3	4	5	
1.	ModeA	46.0	25.8	15.6	5.3	7.3	N=242
	WIC	17.9	28.2	33.3	10.3	10.3	N=39 p=0.0073
2.	ModeA	34.1	26.8	14.7	3.8	20.6	N=238
	WIC	8.6	11.4	11.4	5.7	62.9	N=35 p<0.0001
No differences							
3.	ModeA	8.6	11.5	31.0	18.9	30.1	N=240
	WIC	12.8	15.4	33.3	17.9	20.5	N=39 p=0.6954
4.	ModeA	5.3	18.2	24.8	17.9	33.8	N=235
	WIC	5.1	17.9	25.6	20.5	30.8	N=39 p=0.9939
5.	ModeA	20.5	23.0	21.3	12.0	23.2	N=243
	WIC	23.6	25.6	15.4	7.7	25.6	N=39 p=0.7885
6.	ModeA	55.1	24.9	11.2	3.2	5.6	N=244
	WIC	43.6	28.2	17.9	5.1	5.1	N=39 p=0.63
7.	ModeA	73.9	18.6	5.8	0.2	1.5	N=242
	WIC	84.6	12.8	2.6	0	0	N=39 p=0.6505
8.	ModeA	3.2	13.6	23.5	18.2	41.4	N=235
	WIC	10.5	13.2	36.8	13.2	26.3	N=38 p=0.0666



however, that the use of profiles does not of necessity guarantee a student-centred approach.

### *Employers*

Ensuring that YTS is 'employer based' has been a major plank of MSC policy and to this end Mode A courses (76% of all YTS, Seale, 1984b) are organised by Managing Agencies, usually employers' organisations. WIC courses, on the other hand, are run by college staff. One might expect, therefore, that teachers of Mode A courses would have more to do with employers than WIC teachers. This is in fact the case in some respects, but not in others.

The results show that 91% of WIC courses were planned by college teachers alone but 47% of Mode A courses were ( $p < 0.01$ ). Employers were the most frequently mentioned group where outsiders had been involved. 59% of Mode A courses had consulted employers about the content of off the job training but only 33% of WIC courses had done so ( $p = 0.0329$ ). It should be noted that such consultation was sometimes of a most cursory nature. Written comments revealed that it ranged from simply sending a copy of the course syllabus to employers through the post to detailed joint planning sessions for course elements. On all WIC courses the off the job training was conducted by college staff only; on Mode A courses in 22% of cases others—frequently employers—were involved.

For Mode A teachers planning the courses is usually a matter for negotiation with a Managing Agent. The Managing Agent is then responsible for liaison with MSC. For WIC teachers, however, the line to MSC is direct. For this reason, WIC organisers recorded a greater frequency of incidents where MSC asked for changes in a proposed course (38% of WIC as against 6% of Mode A.  $p = 0.0001$ ). It is clear that this absence of a Managing Agent causes WIC teachers to be far more likely than Mode A teachers to be in regular contact with employers. This is because Managing Agents frequently set up and monitor work experience placements, while WIC teachers have to do this themselves. 64% of Mode A teachers have no contact at all with work experience providers while only 38.5% of WIC teachers are in this position ( $p = 0.004$ ). 59% of WIC teachers monitor placements while only 17.5% of Mode A teachers do this ( $p < 0.0001$ ).

The difficulties of finding work experience placements for the type of trainees involved in a WIC course were graphically described by one WIC teacher:

Understandably (its) difficult to find (suitable placements) in an area of very poor employment and heavily used by MSC courses with students of higher levels of ability. Eg: would you have any suggestions for a student with (a) Epilepsy (b) Psychiatric problems (c) Over active and a concentration period of ten minutes—in addition to a very low level of ability—  
Good supportive employers are a No. 1 requirement.

It seems that WIC teachers solve this problem by seeking out large numbers of small employers who are sympathetic to the course and can offer perhaps one or two placements each. Mode A courses were more likely to use a few larger employers. Thus all WIC courses used at least 11 different employers, but only 64.5% of Mode A courses did this.

This somewhat contradictory picture of teachers' involvement with employers may explain why there is no significant difference between the two groups when

rating the extent to which employers have a say in what goes on in off the job training (item 14, Table II). Nor is there a significant difference in teachers' ratings of employers or knowledge of what happens in jobs as influences on teaching (see Table III).

It remains the case, however, that WIC teachers do not see their courses in the same terms as do Mode A teachers. They are dealing with young people who would have great difficulty finding and keeping a job even in a time of good employment. Perhaps because of this they are less likely to designate the purpose of their teaching as an escape from the dole queue (item 10, Table II).

### *Interviews*

Some statements from interviews with teachers may help explain the mechanism involved in the results. For example, statements by some Mode A teachers demonstrate the factors that militate against a student-centred approach:

Most people teaching in college are pretty traditional and they don't make exceptions for YTS students. (Motor Vehicle Mode A teacher)

We've organised it so that its virtually the first year of the day release City & Guilds course. (Hairdressing Mode A teacher)

The vast majority we tend to treat as if they were on an ordinary day release course... There are one or two where you have to perhaps go a little slower... but I haven't found it a great deal different really. (Hairdressing Mode A teacher)

(Its) a normal standard college course... (with) a set syllabus. No choice at all. (Agriculture. Mode A teacher)

WIC teachers sometimes explained the thinking behind their approach:

Very different, totally different... the whole approach has to be different... A key word is flexibility... you've got a lot of freedom on this course which is very nice. We can stop and say well lets try something else—if its not working—you don't get that sort of freedom on TEC and City & Guilds courses obviously. Negotiation with the students—we don't negotiate with the students on the other courses. (Engineering/Social and Life Skills WIC teacher)

I think (its) open to negotiation all the time between the individual tutor and the student concerned. (Workshop WIC teacher)

You've got to be more flexible, adaptive and intuitive—you've got to sense when someone needs a change of task... you need to know when things are not quite right, when to stop with someone, when to give someone else attention—that sort of thing. (Social and Life Skills WIC teacher)

### **Discussion and implications for policy**

Provision of education and training for the Youth Opportunities Programme was based on the premise that the young people involved were likely to be different from FE's usual clients and would therefore need different treatment. Much of the thinking in the Holland Report (MSC, 1977) assumes that YOP students would be

more disruptive and more hostile to formal education than other FE students. Social and Life Skills teaching—with a substantial remedial element—went through an unprecedented boom as a result of YOP, and subjects that would have come under this heading formed much of the off the job programmes available under YOP (see Greaves *et al.*, 1982)

In this climate, in the absence of significant efforts by MSC to develop a curricular approach, the Further Education Unit developed the student-centred approach to vocational preparation outlined in *A Basis for Choice* (FEU 1979) and *Vocational Preparation* (FEU 1981) and continued in other documents such as *Supporting YTS* (FEU 1983).

The results of this survey, however, show that many YTS teachers do not share the assumptions that used to be made about YOP students. With rising youth unemployment and the continued decline of apprenticeship numbers they would be correct to assume that many YTS students would in previous times have been on normal college courses and are not all potentially disruptive or of lower ability. No doubt due to the absence of any nationally accredited and respected certification designed specifically for YTS, the results show that most Mode A courses follow syllabuses required by established examination bodies. Thus Mode A courses are often modified versions of traditional FE courses. Teaching methods are not always radically different from previous practice. WIC courses, on the other hand, are free from the constraints of the syllabus to pursue the objectives and methods developed over the years in similar YOP provision; they may also be more likely to emphasise personal development in a situation where job prospects are perceived to be poor. The WIC approach is far more in accord with FEU ideas. If the FEU wish to extend the student-centred approach beyond the lower ability levels much more thought will have to be given to how these principles can, in practice, be implemented within the confines of existing exam syllabuses.

For the MSC, the results indicate that the Managing Agent system would seem to have had some unforeseen consequences, in that it actually works against college teachers receiving direct feedback from employers. Paradoxically teachers on the college-based WIC courses that are the exception to the “employer-led” rule actually have more contact with employers. This may explain why there is no significant difference perceived by teachers of WIC and Mode A courses in the extent to which employers actually influence off the job training. On the evidence of the survey, MSC policy for the FE contribution to youth training may have transformed it not into a concern led by employers, but one led by examination syllabuses.

Mode B2 provision—covering WIC courses—faces an uncertain future since it is more expensive than Mode A provision and is already being reduced. In the future it is likely that FEU will turn its energies to a greater extent towards a form of provision that is easier to influence, the DES sponsored Certificate of Pre-Vocational Education (see Joint Board for Pre-Vocational Education, 1984). MSC, no doubt, will continue in its efforts to make the FE system more responsive to industry and the FE system, it may be guessed, will continue to flex slightly to accommodate the new ideas.

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None of the pilot courses had less than 20 weeks off the job training/education. The longer work experience placements envisaged for next year will mean even higher demands on employers.

#### Assessment and certification

15 of the courses used some form of profile although course teams varied greatly in their enthusiasm for the method. In some cases staff had to be more or less coerced by MSC or by heads of department to use profiling. Profiles, too, were used in various ways, ranging from their use as a record form for rating the results of formal graded tests, to their use by students assessing their own progress. The most student-centred use of profiles occurred on an extended WIC courses where regular discussions of progress on the basis of profile assessment occurred and where in some cases the students filled them in for each other or for themselves. A general impression was that higher level courses based in vocational departments were more likely to use profiles as an extension of traditional, teacher-centred methods. Lower level courses and elements of courses based in General Studies departments were more likely to integrate assessment results into student centred review of progress. Various criticisms of profiles were expressed, including too large a volume of paperwork, a dislike of assessing social and moral behaviour and a lack of employers' interest in profiles.

Other methods of assessment included end-of-course or end-of-unit tests, continuous assessment, student kept-diaries.

It will be seen from the appendix that several of the courses led to external qualifications. The TPC/MSC Technician Studies was designed as covering the first year of a TEC certificate; the ITB schemes had been negotiated as counting for a certain amount of the usual apprenticeship requirements. With lower level courses there was no such clear progression from Y1S to other forms of study and qualification; college devised profiles, folders and certificates were usually presented to students as certification.

#### Recruitment and entrance requirements.

In almost all cases recruitment occurred via the careers service with subequent interviews at the college. In four of the courses this worked adequately but at two colleges there was dissatisfaction with the careers service who were either sending the wrong type of student to courses or not enough of them.

Evident from details of entrance requirements is that a streaming process operates in the schemes, with some courses catering for higher ability students than others. WIC courses are purposely designed for students likely to have no exam qualifications, and include some FSN(M) students. At the other end of the spectrum are the TEC/MSC Technician Studies where, in one of the colleges, applicants were required to have 2 or more GSE's of grade 3 or higher. Again, MSC area offices differed on their policy on this, with some insisting that a course should have no academic entrance requirements. Where this occurred colleges devised their own tests. In all cases motivation and general attitude was taken into account at entrance interview.

#### Students.

Teachers on the TPC/MSC Technician Studies courses and other courses that had exam requirements at entrance found students less trouble than teachers on the lower level courses. One of the teachers had expected a "rough lot" but had been pleasantly surprised. A frequent comment from the higher

level courses was that these students were just like apprentices had been in the past. Indeed one course tutor claimed they were of higher ability. However, there were certain differences of behaviour that some teachers noticed. One claimed that discipline in the college had generally been better since unemployment had risen in the area. Another stated

"They're not in any way people with problems or anti-social ways of going on - on the contrary they are rather subdued and and upset because of the situation".

This teacher found it necessary to be constantly setting the students short term personal goals in order to keep them motivated. This was something "which we've never really thought about before". A slight drop in motivation was noted by others too, but the general consensus with the higher ability students was that they were no great trouble.

Some teachers, talking about the higher level Y1S students in the same breath mentioned that on lower ability courses the picture was very different. Indiscipline, a dislike of school atmosphere, a preference for work experience rather than college and more personal problems were all mentioned of this category of student. In one instance it was noted that it was possible to maintain a traditional teaching approach with the higher level students, but with WIC students methods had to be very different.

#### Teaching changes.

Much has been made at a national level about the need for a new approach in the teaching of Y1S students. One of the key elements of a speech made by Geoffrey Holland in September of 1982 was that RE should change its ways to cope with "a new market consisting of young people who would not have gone anywhere near further education if we had carried on as we have in the past". As we have seen, however, higher level pilot scheme courses are seen by some of the teachers surveyed to be dealing with students not very different from the usual day-release client. This has implications for the type of teaching conducted. Thus one teacher said, as he argued that the colleges' staff development programme was not really relevant for him,

"The lads we get aren't really a great problem - they fit into the existing examination schemes, they are certified in the usual way, they are monitored in the usual way. It's the non-examinable MSC courses which need things like Trainee Centred Reviewing and profiles more than we do"

This tutor found he was "not really dealing with the kind of problems (teachers on low level courses) are dealing with simply because this is such a highly structured course". The concept of negotiation, for example, was not really applicable since all there was to negotiate was an initial option choice. He felt also that profiles were not appropriate for a course where there was already a recognised TEC certificate; they were more appropriate for courses where there was no generally recognised qualification. Another TPC/MSC Technician Studies course tutor pointed out that, apart from the orientation phase, the course is "really a full time TFC level 1, using more or less standard units". A Business Studies course tutor, where a BEC General syllabus was followed, found teaching Y1S students to be very much the same as teaching other BEC General students.

The lower level courses, on the other hand, drew in experience of previous YOP's courses to operate a much more negotiable curriculum. On the one occasion where a department mounted a low level course with no previous experience it was described as a shock for some teachers and rapid readjustment was necessary.

## Conclusion.

The colleges visited varied in the extent of their commitment to MSC work; most course teachers found some difficulty in planning ahead with the uncertainties of the current situation but there were signs that a more coordinated approach than before is coming about. The appointment of work experience coordinators, of college MSC coordinators and the beginnings of staff development programmes all point in this direction.

The pattern of streaming according to ability between the courses is interesting to observe. In the past MSC always recognised that there was a need to make special provision for those with no qualifications who needed remedial education, and Work Introduction courses catered for these students. The following table summarises some of the characteristics of low level courses as against high level ones and also contains some speculative suggestions about college provision that may apply:

Low Level	High Level
eg. WIC courses	eg. TEC/MSC Technician Studies courses
No qualifications needed	Minimum entry requirement 3 x CSE grade 1/2
In the past frequent job changes No contact with F.E.	In the past apprentices Progression to further training likely
No progression	Knowledge pre-determined
Negotiation for individual need	Teacher-centred assessment
Student-centred assessment	Work experience with same employer
Work experience with different employers	Next year employer based
Next year college based	Teaching style same as previous vocational courses
Teaching style recently developed on YOB courses	Training
Remedial education	

We saw that teachers of high level courses suggested that the students they had were of equivalent ability to apprentices, if not of higher ability. Negotiations to count these courses towards apprenticeship training occurring in some areas show the MSC to be pursuing its national policy of restructuring apprenticeship training (the first objective of NTI). However, it is difficult to see where, in the event of not getting a job, a student on a one year WIC is likely to progress.

We also saw that some college teachers of higher level courses felt that the need for the new ideas raised at staff development sessions such as negotiation, profiling, trainee-centred reviewing and so on are not really appropriate for them since it seems quite possible to teach their students in the same way as in the past. In particular negotiation is not appropriate since content is laid down beforehand. The only choice a student makes are between one module and another. In the lower level courses much more attention needs to be paid by teachers to students' own interests since disruption or non-attendance results otherwise.

Finally, there's the example of the college where the local MSC office

asked that the extended WIC course be carried on next year, though other courses were likely to become employer based. It was felt that employers would find it too difficult to handle the remedial needs of these students. (A similar pattern is occurring in Chichester College). Perhaps next year, or at least eventually when employer responses to the Youth Training Scheme has become established colleges - and particularly vocational departments - will be left with the job of providing the off the job component of Mode A Schemes, many of which will progress to further education and training, while general studies departments run college based schemes for those in need of remedial help and unlikely to progress to any further training or education once their allotted time with an MSC course has been finished.

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Further Education and the Youth Training Scheme: a survey of the first year.

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In policy statements issued by the Manpower Services Commission preceding the start of the Youth Training Scheme one of the more important assumptions made about the FE contribution was that new methods of organisation and teaching would be necessary. Geoffrey Holland, for example, in arguing for work based rather than college based learning described this as

"a major challenge to long held views and perceptions in the education service and it certainly calls for new approaches, new skills and, perhaps, new people" (Holland 1982)

To support his case he argued that the trainees about to enter YTS constituted a "new market for the education service," one that consisted of young people "who would not have gone anywhere near further education if we had carried on as we have in the past." Moving FE closer to the needs of the work place was and is seen by MSC as essential, both for YTS and in others of its educational and training initiatives. To this end, as MSC Guidelines for YTS suggest, a principle should be that "all learning is linked to the work role" (Guideline 4,1. MSC 1982a). Indeed, this is so important that

"an indication of the quality of a programme will be the extent to which the managing agent establishes shared

understandings between work-based and off-the-job staff...through clear communication and regular meetings." (Guideline 4,33. MSC 1982a)

The Further Education Unit (FEU) which exists to give a lead in curricular matters to FE colleges has demonstrated that it shares MSC's assumption that something new is needed: "YTS presents problems of organisational change (and) the need for different teaching methodologies" (FEU 1984). It agrees with MSC that what it calls a "closely associative and participative role" (FEU 1984) between off the job tutors from FE and employers is appropriate. However, as demonstrated in an earlier article (Seale 1984a) FEU also wishes to promote a more trainee-centred teaching style than (it feels) has been used hitherto in FE. This would involve the negotiation of learning objectives with trainees and a form of progress review that would enable full trainee participation.

Thus there are three major themes in MSC and FEU policy for the further education contribution to YTS. The first is that what should be offered must be new, different from previous offerings. This is both because new approaches are desirable and because they are inevitable due to YTS trainees being different from past FE clients. The second theme comes most strongly from the MSC, that learning should be work based and the FE contribution geared to encourage this via regular liaison with work experience providers. The third theme, coming most strongly from FEU, is that a more participative, trainee-centred style is necessary.

This paper reports the results of a survey of teachers on YTS courses in the first year of YTS. The results challenge the assumption that YTS trainees are unlike previous FE clients. The

survey also aims to assess the extent of employer involvement and the degree to which teaching methods are trainee centred. Finally, some of the results indicate the extent to which FE teachers feel YTS is successful, particularly compared to previous provision under the Youth Opportunities Programme (YOP).

#### Methods.

A survey of all the principals of the 466 FE colleges in England was conducted soon after the start of YTS in order to establish what provision was being made. Results of this are summarised in Seale (1984b). Using the results of this survey a representative sample of YTS courses in FE was selected. Geographical location, occupational area (according to the Institute of Manpower Studies classification, Hayes 1983), specialism of college and local unemployment rate (Central Statistical Office 1983) were taken into account. Questionnaires were designed using trials where teachers' difficulties in completion and their comments were taken into account for subsequent drafts. 163 course organisers in colleges (73.1% response rate) returned questionnaires after two mailings. Course organisers were then sent a further questionnaire for a number of teachers on their course. 81.4% of courses returned teacher questionnaires covering 53% of questionnaires sent out (337 returned). A slight imbalance in terms of occupational area trained for and mode of funding (see MSC 1982) was found in the returned questionnaires. Results reported are therefore weighted in order to make the sample representative in these two respects.

#### Results.

##### a. Employer involvement.

Holland suggested that FE "should be ready and anxious to take the education element to trainees, not force the trainees to come to some particular building perhaps far removed from the day to day centre of their lives" (Holland 1982). However, only 14% of course organisers in the survey reported off the job training being conducted on employers' premises. 96% reported that all or some of this training occurred at college. The involvement of employers' representatives in teaching parts of the off the job training was not very high. In 75% of the courses college staff only were involved. Of the other 25%, the outsiders were Managing Agents (9%), employers (3%) and some other groups such as St John's Ambulance or the fire service (13%).

The results also make it possible to assess the extent to which employers took part in planning, or were consulted about the courses. The New Training Initiative (NTI) development team have suggested that course teams, containing representatives from the work place and from off the job training, should be "responsible for the joint planning of the programme and its day to day running" (NTI Development Team 1982). In the sample under consideration here, 53% of course organisers reported that some form of consultation with employers had taken place. The most frequent form which this took was that of previously established committees or advisory groups although there were some instances where meetings had been specially convened. Twenty eight of the course organisers described the subject matter of consultation. This revealed that the process was open to widely different



interpretations from one course to another. In twelve cases discussing the content of the scheme and jointly planning all or part of it was mentioned, but in five cases the course organisers saw consultation as being essentially a part of preparing employers for a trainee placement. In two more cases such discussion simply concerned the exam syllabus to be used and in three more employers were only asked for comments on a scheme already prepared. For six consultation was largely a matter of informing employers about what the college had devised and one felt that consultation had been achieved by sending a copy of the scheme syllabus to employers through the post. Clearly a stricter interpretation of the term "consultation" would mean that it occurred in fewer than half the schemes.

In 54% of the courses off the job training had been planned by college teachers alone. 26% had also involved personnel from local industry, 10% had involved the Managing Agent, 3% the MSC and 8% Industrial Training Boards.

Getting to know what employers think and want from a scheme, however, is not just a matter of arranging formal consultation meetings. As FEU suggest

"Regular meetings between those concerned, ie between the Managing Agent's responsible person (work supervisor) and the tutor for the off-the-job training/education element may facilitate communication. Such a meeting may occur if the tutor visits trainees during work experience" (FEU 1984).

In fact 60% of the 337 teachers surveyed had no contacts at all with employers participating in their scheme. Only 20% visited

trainees while on work experience. It was demonstrated in an earlier paper (Seale 1985) that this low incidence of contact is due to the operation of the Managing Agent system. On college based courses, where no Managing Agent is involved and college teachers organise the whole programme, teachers' contacts with employers are significantly more frequent. Where Managing Agents are involved it seems that a large proportion take on the responsibility of visiting employers' premises themselves and exclude the off the job teachers.

When asked to write a general evaluation of employer involvement in their courses 35 teachers said that it was good, 14 that it was variable and 113 that it was either bad or non-existent. The 35 who felt employer involvement was good generally wrote comments like "Good," "satisfactory," "Caring employers have proved very helpful" and "Quite good" without going into the reasons for this state of affairs. Of the 113 who identified a lack of or poor involvement, 73 wrote that there was very little or no involvement. Typical comments were "None," "Nil," "Very little," "Not enough," "Non-existent," "What participation?" and "Rarely seen." Some made specific criticisms of employers, the most frequent of these (made by 14 teachers) being that trainees were often used as cheap labour. Examples of this are:

"Tendency of employers to make use of 'cheap labour' with little intention of offering further employment leads to apathy and disinclination to seek permanent employment in other areas. A general feeling from students that they are being taken advantage of by confidence tricksters."

"I think there will be a severe lack of trained staff in say

five years if employers continue to use the system as cheap labour, dumping trainees on the dole queue after one year, to take on another 'free' worker."

"the employer is interested in his trainee as a useful member of his work force, no more. His appreciation of the young person's total needs tends to be limited."

Five teachers mentioned that employers did not visit the college enough and four that they gave no training.

When asked to rate their level of agreement with a statement saying that employers have a lot of say in what went on in off the job training (item 1, table 1), fewer teachers agreed with this than disagreed. In fact, teachers' ratings of 30 statements were obtained as a part of the survey and this item ranked 22nd out of the 30, a fairly low placing.

Thus the results concerning the degree of employer involvement show that, according to teachers, in many schemes this is inadequate in terms of MSC's expectations. Another series of results relate to teachers' evaluations of the effectiveness with which integration between work experience and off the job training occurs. It may be regarded as encouraging for the MSC that over 60% of teachers with experience of YOP feel - in spite of a generally low degree of employer involvement - that work experience is better planned than it was under YOP (item 2, table 1). The two items (3 and 4, table 1) that specifically concern integration show a somewhat contradictory picture. On the one hand teachers' agreement with item 3, about integration between off the job training and work experience, is fairly low. On the other hand, only 20% of teachers feel that what is taught on the course

is not useful for trainees at work. It may be that these two items represent a stronger and weaker measure of integration.

When asked to write comments about the level of integration, however, teachers were likely to be as critical of this as they were of employer participation. 35 comments claimed that integration was good, but 122 claimed that it was poor. Good communication between scheme organisers and teachers was cited most frequently as a cause of good integration (10 comments). The most common reason given for poor integration was that work experience placements were very various (26 comments). This was particularly the case on agricultural schemes where, in addition, the seasonality of jobs played a part. Fourteen comments identified employers' attitudes as a cause of poor integration with three of these again identifying the problem of cheap labour. Sixteen of the criticisms were complaints that there was inadequate opportunity for teachers to visit work places or meet employers. Eleven criticised their Managing Agent for poor liaison and ten complained that the quality of work given to trainees on placements was too low. This last criticism in eight of the cases was related to the employers' desire to have trainees do jobs according to employers' priorities rather than trainees' learning needs. Other criticisms fell into no particular pattern.

b. Trainee-centred learning.

Under YOP a number of college teachers argued that any form of assessment of trainees' progress would have negative effects on the motivation of young people (see FEU 1978, West Midlands Regional Curriculum Unit 1980). It may be imagined that some of these teachers appreciated the freedom from exam syllabuses that

centred reviewing" (Pearce et.al. 1981) and the idea is one that FEU supports strongly. Profiles were used to record off the job training assessments in 68% of the courses; 38% used them on work experience - although 13% of course organisers did not know what form of assessment was used on work experience. This recording method, then, is fairly widespread in YTS. It should be noted, however, that course organisers were not asked to define what they understood by the term "profile," nor does the use of a profile necessarily imply that trainee-centred reviewing is going on. In fact 85% of course organisers reported that tutorials were held with trainees to discuss assessment results but only 50% agreed that trainees' own assessments of themselves were kept on course records.

Items 5 to 8 in table 1 show teachers' ratings of a number of statements about assessment and these indicate how trainee centred teachers feel their methods to be. There is a very high level of agreement that records are open for trainees to inspect (item 5) but a lower level that trainees are fully involved in their own assessments (item 6). About a third of the teachers are ready to reject the statements that teachers rather than trainees should conduct assessment (item 7). Over a third of teachers who have experience of teaching non-MSC courses feel that YTS assessment methods are no different (item 8).

Teachers' views about the extent to which their teaching approach is different from non MSC work is shown by item 9 where over a third do not feel that their approach is different.

Teachers record a high level of agreement that teaching is planned to allow for ability differences (item 10) and individual needs (item 11). It would seem that most teachers feel that it is not necessary to abandon a whole-class approach in order to achieve

such a situation gave them. On YTS, however, the issue of progression has become important and this consideration led many of the schemes surveyed to offer trainees exam qualifications as a part (or a whole) of the off the job training. In fact 56% of the courses did this, with City and Guilds and B/TEC being the chief providers. A number (33%) also offered certain qualifications (such as typing) to some trainees only.

In addition to this, 32% of the courses were counted as all or part of a first apprenticeship year and 23% of the courses required a certain number of exam passes for entry, this most usually being a requirement for three CSE passes. A course that requires exams for entry, offers a City and Guilds qualification and counts for an apprenticeship is clearly very different from a course which does none of these things. These facts suggest that within YTS there is a streaming process, with higher status and lower status courses, courses which are more or less likely to lead to jobs or further training opportunities.

For many of the YTS teachers surveyed - particularly those on courses in the "top stream" - it is likely that YTS work represents little that is different from their previous work with apprentices or other, full time courses leading to a qualification. Indeed, trainees on this type of course might have been apprentices in previous years and are certainly not the type of young person "who would not have gone anywhere near further education" in the past (see Holland reported above). It is important to bear this in mind when examining the extent to which the FEU's ideas about new, trainee-centred styles of teaching have been adopted.

Trainee-centred reviews using information recorded on profiles is suggested in the MSC sponsored project "Trainee

these ends (item 13) and this may cast some doubt on the effectiveness of teachers' attempts. Teachers do not indicate a high level of agreement that they negotiate programmes of work with trainees (item 12) - something which the FEU particularly wishes to encourage. Perhaps because of these last two features when asked to rate the effectiveness of their courses in providing for individual programmes the rating is low (item 14).

Course organisers were asked about the use of learning contracts on their courses. These were defined as a formal agreement between teachers and trainees as to the learning objectives to be pursued by trainees and the learning experiences to be offered them. As such they are advocated by FEU (FEU 1981). Only 14% of course organisers reported the use of such contracts.

The results suggest that a substantial minority of teachers - perhaps a third - do not feel that methods have had to change very much for YTS. It is likely that this is because of the job provision on many YTS courses is in fact a re-packaging of the syllabuses for long established FE qualifications. Weaker measures of trainee centredness receive a high level of agreement from teachers. Stronger measures that ask about actual practice followed - such as the use of learning contracts, negotiation or the recording of trainees' self assessments - receive lower levels of agreement.

c. Teachers' judgements of the success of YTS.

A powerful reason for the setting up of YTS was to provide a more successful programme than YOP. Unlike YOP, YTS was to be a training programme and a bridge to work rather than a social support programme (see for example NTI Development Team 1982). The

MSC may be encouraged, then, by the finding that over 60% of teachers with YOP experience feel that YTS is of higher quality (item 15).

However, teachers are not so sure that trainees are happy with the course (item 16) and about a third feel that the main purpose of the course is to keep trainees off the dole, although another third strongly reject this notion (item 17). Teachers' faith in YTS as a training programme and bridge to work cannot be high since over 60% of them would prefer trainees to have "real jobs" than be on the YTS course (item 18).

#### Discussion.

Three themes in policy for YTS were identified earlier: that learning should be work based with employer involvement; that teaching should be trainee centred and that YTS trainees constitute a client group that would, in earlier years, have not gone near FE. Taking the last of these points first, it is clear that some YTS courses recruit trainees using similar exam based criteria as in the past and offer them courses that lead to qualifications and apprenticeships just as colleges do for students on non YTS courses. For - perhaps a minority - of "higher stream" YTS offerings there is little about YTS that calls for radical changes from past practices as a matter of necessity.

Teachers' commitment to a trainee centred style of teaching and assessment appears to be quite high when measured in terms of general statements about allowing for trainees' needs. When it comes to specific features their commitment gets less strong although the use of profiles - whether used as a part of trainee centred reviewing or not - is widespread. If the FEU wishes to see

a more trainee centred style extending to all YTS schemes it would be well advised to examine the syllabuses of existing exam qualifications in order to see how concepts such as negotiating a programme of work might apply.

The MSC's aim of encouraging work based learning requires that adequate liaison between on and off the job tutors is maintained. The results show that most FE teachers feel that YTS is failing in this respect. Partly this is due to the Managing Agent system which has had the effect of excluding most college teachers from regular contacts with work supervisors. Managing Agents are charged by the MSC with the task of ensuring an adequate flow of information between all parties concerned, but this is not happening in many schemes. Teachers appear ready to blame employers for a lack of commitment or for the exploitation of cheap labour, but teachers' own attempts at employer consultation are sometimes less than adequate and often non-existent. In their guidelines for schemes starting in 1984 (the second year of YTS - MSC 1984) MSC recommend that a course team be set up, consisting of all the people involved in a programme in order to ensure integration. Such a team would surely help in remedying the deficiencies of the first year and perhaps it should be mandatory rather than simply recommended. Further to this, college teachers' involvement in visiting trainees on work placements should be encouraged much more if MSC's aims are to be achieved.

MSC may derive encouragement from the fact that most college teachers see YTS as an advance on YOP. However, it is clear that the image of YOP as a social support programme to cope with unemployment has not in every case been substituted by an image of YTS as a bridge to work, worth maintaining regardless of the

employment situation. This state of affairs may not change if, in subsequent YTS years, actual practices on the schemes do not come closer to the aims of policy makers.

Table 1 - Teachers' ratings of various statements concerning YTS,  
(Percentages).

	Strongly agree	1	2	3	4	5	Strongly disagree	
5. Trainees on this course can inspect their assessment records if they wish.		73	14	8	1	3	N=307	Missing=30
6. Trainees are fully involved in discussions of their own assessments on this course.		28	27	22	13	10	N=324	Missing=6
7. Assessment of trainees' progress should be a matter for teachers rather than trainees to conduct.		19	17	32	15	17	N=328	Missing=9
8. The assessment methods I use on this course are no different from the ones I use on non-MSC courses.		24	14	21	18	22	N=263	Missing=3
9. My teaching approach on this course is very different from my teaching approach on non-MSC courses.		32	17	17	14	21	N=264	Missing=2
10. I plan my teaching to allow for differences in ability between students.		49	28	16	4	3	N=336	Missing=1
1. Work experience providers (eg: employers, training workshop staff) have a lot of say in what happens in off the job training on this course.		19	15	24	19	23	N=318	Missing=18
2. Work experience is better planned on this course than on YOP courses.		43	19	22	9	6	N=190	Missing=17
3. There is a good level of integration between work experience and off the job training on this course.		16	19	29	16	20	N=326	Missing=11
4. A lot of what is taught on the course is not useful for trainees at work.		7	13	18	24	38	N=335	Missing=2

11. I attempt to teach for individual learning needs on this course.	37	32	21	7	4	N=331	Missing=6
12. In my teaching on this course I offer trainees every opportunity to negotiate their own programme of work.	12	21	23	23	21	N=333	Missing=4
13. In the part of the course that I teach it is usual for trainees to all learn the same material at the same time.	27	29	17	14	13	N=328	Missing=9
14. The course is effective in providing individualised programmes of learning for trainees.	7	20	34	24	15	N=334	Missing=3
15. This course is of higher quality than YOP.	45	21	24	4	6	N=205	Missing=6
16. Trainees are generally happy with the course.	10	32	31	17	9	N=336	Missing=1
17. The main purpose of the course is to keep people off the dole.	20	12	17	16	36	N=331	Missing=5
18. I would prefer trainees to have real jobs than be on a course like this.	53	13	20	7	7	N=313	Missing=24

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# Welcomed by some, shunned by others

The Youth Training Scheme was launched last September in an atmosphere of uncertainty about the extent to which further education would become involved. In the preceding months colleges were concerned that they should receive an adequate share of the work. Speculative newspaper reports that the Manpower Services Commission was failing to recruit sufficient numbers of employers for the scheme led many to believe that colleges would be inundated with requests to put on last-minute courses.

The MSC in fact exceeded its target figure for employers so such requests did not occur. Further, during the first three months of the YTS colleges have reported disappointing recruitment figures.

In an attempt to assess the extent of college involvement in this first year of the YTS a questionnaire was sent last year to all 466 colleges in England. Two mailings during October and November produced a 65.5 per cent response rate. Figures for student numbers should be treated with caution since at the time of response the recruitment situation in some colleges was not yet clear and estimates were provided.

In the absence of MSC figures on college involvement, however, these probably represent the best estimate currently available. Nor was the questionnaire solely concerned with student numbers.

Of the colleges, 81.6 per cent are involved in YTS work; 98.5 per cent of the 204 general subject colleges and 87.5 per cent of the 32 agricultural colleges are involved. Only 20 of the 60 colleges specializing in other subjects—such as art—do YTS work.

General subject and agricultural colleges do more YTS work on average than others. Thus 97.5 per cent of the trainees in further education are in general and agricultural colleges, while only 2.5 per cent are in other further education institutions.

The average level of involvement by colleges, in terms of student numbers, is 8.8 per cent of the full-time equivalent student population (allowing three YTS trainees to be equivalent to one full-time student). However this proportion varies from as low as 0.2 per cent in a large general subject college with only one small YTS course to 57.4 per cent in a small agricultural college. In three quarters of the colleges involved the proportion which YTS trainees form is less than 10 per cent.

It has been widely reported that Mode B2 courses have not filled as well as Mode A courses and rumoured that there are therefore plans to end B2 provision. In fact such a move seems unlikely since much of B2 provision is for special needs which have to be catered for.

But even if such a cut-back was to occur it might not be the disaster that many college staff appear to imagine, since Mode B2 trainees constitute only 13.9 per cent of YTS trainees in colleges 10.3 per cent are covered by Mode B1, and 75.8 per cent are covered by Mode A. It should be remembered, however, that a Mode B2 trainee probably requires a larger amount of staff time than a Mode A trainee and certainly brings more MSC money to the college.

The most popular subject areas for YTS college work are craft and design (including much construction work under the Construction Industrial Training Board) with 14 per cent of trainees, administrative, clerical and office services (12 per cent) and personal services and sales (11 per cent). Transport services (1.6 per cent) and technical and scientific (1.3 per cent) are the least represented.

Almost all the broad based courses (6.4 per cent of trainees) which would have been called work introduction courses previously and which tend to cater for the less able are Mode B2 courses in general subject colleges.

Sixty-eight colleges have a department or unit that has particular responsibility for YTS work. Thirty-one of these are adult, community or general



Youth training: some colleges have ignored the scheme

education departments and seven more are departments specializing in particular vocational areas.

But 20 are particularly geared on vocational preparation, with names like "vocational preparation department", "youth training department" or "work preparation department". A further nine are not departments in their own right but special units, such as a "YTS section" or "special programmes section" which have clearly been set up to cope with the demands of the YTS.

Some 219 colleges have one or more staff appointed to coordinate MSC work across the college and in 69 of these there is at least one person whose responsibility for this is full time.

It was originally MSC policy that colleges, being junior partners in what was essentially an "employer-led" scheme, should not themselves become managing agents. Policy was modified somewhat when it became clear that in some rural areas a local college might be the only agency capable of bringing together the numerous small employers in the district.

From the survey results it is clear that colleges have varying levels of involvement in managing agencies, ranging from being agents themselves to simply providing parts of off the job training for outside agencies.

Of the 249 colleges involved in the YTS in the survey 31 (12.4 per cent) are managing agents themselves. A further 19 have been delegated the work of managing an agency by some other body (eg the local council) or are a part of a joint college agency.

Another 21 have a key involvement in an agency where, for example, the office premises are on the college site or staff are seconded to work for the agency. In total, 123 (49 per cent) of the colleges involved in the YTS have some part in organizing or managing an agency, beyond simply servicing courses.

Funds for staff development for MSC youth training previously came under a grant system to colleges known as the Robertson's Shilling. This method of funding ceased with the start of the YTS and accredited training centres were set up around the country devoted to the training of staff of both employers and those giving off the job training for the YTS.

Colleges were asked whether there was a policy within the college to allow staff remission from teaching duties in order to train for teaching YTS courses. Some 64 per cent answered "yes" to this question. Of those who answered "no", several mentioned that consideration would be given to applications for such training.

Some 46 per cent of colleges involved in the YTS mentioned having made some arrangement with accredited training centres for staff development. Local authorities and the colleges themselves are the other main providers of such programmes, with some involvement from regional advisory councils for further education.

Concern has been expressed by educationists and others about the level of funding of the YTS. Since the level of trainee allowance was raised to £25 a week at the expense of the amount available to pay for training, 13 weeks of training (previously described as a minimum period in MSC

documents) has become the norm.

Nor has the low level of trainee allowance been without criticism. In 33 per cent of the colleges involved in the YTS some subsidy for one or more courses was reported.

The industrial training boards for road transport and construction were occasionally reported to be subsidising courses as were some local education authorities, including the Inner London Education Authority. One college mentioned that since Mode A off-the-job training was offered at a discount rate the i.e.a was subsidizing all such YTS courses.

It is true to say, however, that in most of the colleges where subsidy exists it extends to only a few of the trainees. An exception to this are agricultural colleges where the nationally preferred scheme for the subject ensures that an extra £10 per week a trainee is paid by employers.

The YTS is some colleges, then, has involved a major effort and some organisational change. Some other colleges have more or less ignored the scheme.

Interestingly there is no significant correlation between rate of unemployment in the local area and the level of college involvement in the sample discussed here, although when general subject colleges only are taken a slight correlation is achieved ( $r = 0.24$ ).

What influences a college to take YTS work remains, then, something of a mystery. Evident from written comments on the questionnaires is that some colleges seek such work more aggressively than others, perhaps in proportion to the threat they see to their other courses.

In some colleges YTS work is still seen as temporary—as where a college reported using Portakabins for all YTS work. In at least one other the lack of distinction between YTS trainees and other students is strongly emphasized.

For some courses extensive new curriculum development has been carried out. In others colleges report large numbers of trainees infilling on traditional courses or pursuing syllabuses designed for purposes other than the YTS.

One comment that frequently occurred concerned the difficulty of administering the new scheme. Perhaps that was because the questionnaires were filled in by administrators rather than chalk-face teachers, but a typical comment was: "An excessive amount of college time has been used on what is currently a small percentage of our work." Another: "The academic/training part of YTS is a doddle compared with the admin. involved." Yet another college felt that this had been to the detriment of normal further education work.

The follow-up to the current survey involves a more detailed study of approximately 200 YTS courses. Gathering information from course organizers, teachers and trainees during this first year of the YTS should give a much better picture of what is going on in colleges and go some way towards replacing with facts the rumour and speculation which has plagued the introduction of this scheme.

The author is a researcher in the research and development unit at Garnett College.

## Survey dismisses college fears on YTS cuts

by Patricia Santinelli

Colleges will not be drastically affected by planned cutbacks in local authority run Youth Training Scheme provision because most of their trainees come from employer-based courses, a new survey reveals.

The survey conducted by Mr Clive Seale, a researcher at Garnett College by local authorities and colleges, cuts in Mode B2 (local authority run schemes) and Mode B1 (voluntary run schemes) will have little impact on the colleges, as 75 per cent of their trainees are on Mode A (employer based) courses. Mode B2 trainees represent only 13.9 per cent of the total and Mode B1 10 per cent.

Mr Seale does point out that Mode B

courses will continue to be needed because they serve special needs. Such provision requires a larger amount of staff time but brings in more Manpower Services Commission funds, he adds.

He sent questionnaires to 466 colleges during October and November 1983, and elicited a 65 per cent response. He now plans a more detailed survey of some 200 institutions.

The survey also shows for the first time in what types of institutions YTS provision is concentrated. The majority is in the 204 general subject colleges, followed by a large proportion in the 32 agricultural colleges, but only 20 of the 69 colleges specializing in other subjects such as art in YTS courses. There is no significant correlation

between the rate of unemployment in the local area and the level of college involvement.

Nearly half of the colleges involved in YTS have some part in organizing or managing an agency beyond simply servicing courses. Some 31 of the 249 colleges were managing agents themselves, a further 19 had been delegated by some other body, and another 21 had a key involvement in an agency.

The most popular subjects for YTS college work are Craft Design including a lot of construction work, with 14 per cent of the trainees, followed by clerical and administrative office work. It reveals hardly any trainees on technical and scientific subjects, — some 1 per cent.

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T.H.E.S. 10/2/84

## *Young People on the Youth Training Scheme in Further Education: a survey of the first year*

CLIVE SEALE, *Garnett College*

**ABSTRACT** *A survey of 954 trainees on YTS courses wholly or partly provided by further education colleges in 1983/84 is reported. An assumption behind some of MSC's thinking is that YTS will be like YOP, catering for young people who would never have gone near FE in the past. The results show that this is not the case for a significant proportion of YTS entrants, and that YTS is a streamed provision.*

*Trainees entered YTS regarding it as the next best thing to a job, reported enjoyment and learning from work experience more than from college and valued practical training sessions in college more than other college offerings. They feel the scheme to be quite successful and are glad that it is different from school. Trainees on college based special needs courses have a significantly different perspective on YTS from trainees on employer based courses. It is pointed out that YTS for this group should be regarded as a form of social support and not solely as a training programme.*

In 1983/84, the first year of the Youth Training Scheme, 325,000 young people were reported as having participated in the scheme up to May 1984 (MSC, 1984a). This is less than the Manpower Services Commission (MSC) had hoped for and considerably less than on the first year of the Youth Opportunities Programme (YOP) when there were 543,000 entrants (MSC, 1983a). Under YOP only about a quarter of entrants (26% in 81/82) (Greaves *et al.*, 1982) received off the job training. This was a source of concern to MSC and a powerful motivating factor behind YTS was a commitment to a training programme for all. Thus, while the proportion of off the job training provided by FE colleges dropped slightly when YTS was introduced (to about 52% of all YTS) (DES 1984) the total amount of this type of work for FE colleges underwent a dramatic increase.

As the amount of MSC work done by colleges increased, so MSC put pressure on colleges to change their ways in terms of curriculum, organisation, teaching and assessment methods. There were two major justifications which MSC held for these changes. One was the familiar theme that employers' needs were not being met by current provision. The Youth Training Scheme would be employer led, work based, with a strong—if broad based—training element. The rather narrow training philosophy of MSC in earlier years was expressed at its crudest in the 1977 document *Instructional Guide to Social and Life Skills* (MSC, 1977). This contrasted strongly with the approach of the Further Education Unit (FEU) (see, for example, FEU, 1980). Towards the start of YTS a more sophisticated body of educational theory that placed great importance on the requirements of the work place began to

emanate from MSC sponsored development projects. This included work based projects (Boffey, 1984) and training for skill transfer (Hayes, 1983).

Linked to the justification based on employer's needs was one which proceeded from a perception of young people's needs. This view took it that the sort of person involved in such a scheme, as Geoffrey Holland has put it, "would not have gone anywhere near further education if we had carried on as we have in the past" (Holland, 1982), "many of whom" as O'Brien has written about the YOP entrants, "do not readily respond to orthodox education or training" (O'Brien, 1978). Off the job training for this type of person, so the theory goes, should be as least like previous experiences of school as possible and should use the motivation provided by work-based learning to build motivation to learn during off the job training (Boffey, 1984).

A number of research projects were mounted during the first year of YTS to examine Further Education provision for the scheme. At the time of writing final reports are not available for the FEU and NFER projects, although an interim NFER report exists (Stoney & Scott, 1984). Coombe Lodge provided an interim report for their study of local authority involvement (Challis *et al.*, 1984) and the HMI have produced a pamphlet summarising their investigation (DES, 1984). Although both the HMI and FEU projects contain some impressionistic sampling of the views of trainees, to date no systematic account of trainees' view has yet been provided. The present paper is a report of a survey of a representative sample of 954 trainees taking part in further education for YTS. In some respects it has been possible to compare results with earlier surveys of YOP entrants (Greaves *et al.*, 1982; Bedeman & Courtenay, 1982). The survey provides information about the entrance characteristics of YTS trainees and examines whether work experience is the powerful motivating factor that MSC has claimed. The results also show how trainees view their college experience, what they feel they have learned and whether they feel YTS has improved their chances of getting a job.

## Methods

The methodology of the study of which this survey forms a part is described in fuller detail in Seale (1985a). Suffice to say that, after an initial survey to determine FE provision for YTS, a representative sample of YTS courses was drawn up. A questionnaire, designed after trials with trainees on college based pilot YTS provision in 1983, was sent out during May 1984—towards the end of the first full YTS year. Organisers of 163 courses were sent a total of 1592 trainee questionnaires to administer. Trainees were provided with envelopes so that they could seal their replies before passing them to the course organiser who then returned the completed questionnaires. In this way 954 questionnaires were returned, representing 84% of the courses and 60% of the total number of questionnaires sent out. Responses reported here are all weighted to take into account occupational area concerned (see Hayes, 1983) and mode of funding.

## Results

### (a) *Entering YTS*

The trainees under consideration possessed better exam qualification, on average,

than those on YOP in 1980/81. Bedeman & Courtenay (1982) report that 34% of their sample of 2874 YOP trainees had at least one CSE grade 1 pass. For the YTS sample the figure was 43%. In the YOP sample 34% had no qualifications at all; in the YTS sample only 17% had no qualifications. It is likely that trainees in the YTS sample under discussion possessed lower qualifications than those in YTS as a whole, since these were trainees covered by college provision which contains a proportion of college based courses catering for young people with special learning difficulties (see Seale 1985a). Since the numbers in YTS in the first year (350,000) were similar to the numbers in the YOP year that Bedeman & Courtenay surveyed (360,000) it may be concluded that YTS in the first year covered a group of young people who, on average, had better qualifications than those provided for by YOP. This has consequences for the view that YTS caters for people who never would have gone near Further Education in the past. In fact, quite a significant proportion of YTS involves young people who would have been apprentices in the past and much of the off the job training leads to qualifications traditionally offered in Further Education (see Seale, 1985b).

Nevertheless, within FE provision there are Mode B2 courses which often include young people with special learning difficulties. In an earlier paper (Seale, 1985a) it was demonstrated that young people on these special needs courses face poorer job prospects than trainees on employer based Mode A courses. MSC statistics (MSC, 1984b) and independent studies (reported in *The Guardian*, 1984) have shown that Mode B2 courses contain a significantly larger proportion of trainees from ethnic minorities. YTS provision by FE, then, is streamed by educational level and by race.

The trainees were asked to indicate their reasons for coming on the course by rating the importance of ten different reasons. The results are reported in Table I. Getting, training, work experience and thinking it would lead to a job were the most important reasons for trainees. Getting more education is rated lower than getting some training and the boredom of unemployment or preparation for unemployment are also less important reasons. The advice of careers officers is more likely to be a reason than that of parents and the advice of school teachers is rated very low. Perhaps school teachers were unwilling to lose potential recruits to the sixth form. Money was not very important.

It seems likely that many trainees saw YTS largely as a means of getting a job. The results for item 1 in Table II shows that there was a strong tendency for trainees to agree that they would never have come on the scheme had a job been available. Indeed, it seems that for many of the trainees YTS was the only means to a job in the industry of their choice. When, in a question requiring open ended response, trainees were asked whether there were any other reasons why they had entered YTS, 20% of the 357 replies were to the effect that it was the only way available to get into the industry concerned or that they entered in order to get an apprenticeship. Their employer had requested that they come on the course for 12% of the 357. Getting work experience for future job applications (13%) and thinking that it might lead to a job (9.5%) were also mentioned. This picture contrasts with that under YOP where, as Bedeman & Courtenay found, only 5% entered because they thought it would help them get a job. Getting training (14%) and work experience (14%) were seen as important by YOP entrants, but the three most common reasons given by YOP entrants were "Better than doing nothing" (17%),

TABLE I. Trainees' reasons for entering YTS (percentages—descending order of importance)

	Very important				Very unimportant	
	1	2	3	4	5	
1. I wanted some training	66	23	6	2	3	<i>N</i> =926 <i>M</i> =28*
2. I wanted work experience	57	25	9	4	5	<i>N</i> =912 <i>M</i> =42
3. I thought it would help me get a job	54	28	9	2	7	<i>N</i> =907 <i>M</i> =47
4. I wanted more education	39	28	15	8	11	<i>N</i> =919 <i>M</i> =35
5. Unemployment was boring	33	15	27	7	18	<i>N</i> =863 <i>M</i> =91
6. The careers officer suggested it to me	27	24	18	9	21	<i>N</i> =918 <i>M</i> =36
7. Because of the money	23	17	19	12	29	<i>N</i> =913 <i>M</i> =41
8. My parents suggested it to me	15	17	28	12	28	<i>N</i> =904 <i>M</i> =50
9. Because I thought it would teach me how to cope with being unemployed	12	10	26	12	40	<i>N</i> =896 <i>M</i> =58
10. A school teacher suggested it to me	2	5	24	10	59	<i>N</i> =909 <i>M</i> =45

*N* = Total number of trainees answering the question.

*M* = Number of missing cases.

“Sounded interesting” (15%) and “Better than being unemployed” (14%) (Bedeman & Courtenay 1982).

YTS trainees, then, were more likely than YOP entrants to see the scheme as a route to a job. This probably reflects the success which MSC had in negotiating the YTS year as the equivalent of the first year of an apprenticeship in a number of trades. It also reflects the fact that YTS often offers young people a traditional FE qualification, something rare under YOP. To this extent, then, MSC's aim of changing the image of the scheme so that it is seen as a training scheme rather than a social support programme to cope with unemployment, has succeeded.

### (b) Work Experience

When asked where training or education sessions occurred, 33% of trainees reported that these happened only at college. From the point of view of the MSC, who in their guidelines for the scheme require that employers participate in training

TABLE II. Trainees' level of agreement with statements about YTS (percentages)

	Strongly agree				Strongly disagree	
	1	2	3	4	5	
1. If a job had been available I would never have come on this scheme	55	15	15	6	9	$N=923 M=31$
2. The best part of the scheme has been work experience	56	25	10	5	4	$N=932 M=22$
3. Work experience is the only good thing about this scheme	22	18	18	24	18	$N=932 M=22$
4. The scheme has been a waste of time	8	10	12	19	52	$N=937 M=17$
5. Other people on the scheme generally feel it is a good scheme	15	30	25	17	13	$N=933 M=21$
6. I prefer this scheme to my last year at school	41	20	14	9	16	$N=939 M=15$
7. I would have liked school to have taught me more about what work is like	54	25	13	3	5	$N=944 M=10$
8. Coming on the scheme has made me more hopeful about the future	33	33	14	10	11	$N=937 M=17$
9. I would like more education and training when this scheme is over	34	20	20	10	16	$N=935 M=19$

$N$  = Total number of trainees answering the question.

$M$  = Number of missing cases.

(MSC, 1982) this figure may be seen as disturbing. It supports the claims of teachers (reported in Seale, 1985b) that employer participation in YTS is often poor. However, in one respect provision by employers has advanced on YOP. When asked whether they had been assigned a person at their work place to whom they could turn to for help or advice 81% of the trainees reported that this was the case.

The Bedeman & Courtenay survey found that 50% or less of the YOP students had someone they could talk to about job seeking (50%), training (47%) or personal problems (38%).

Regardless of whether work experience provision under YTS conformed to MSC guidelines, this part of the scheme was clearly very popular with trainees. Item 2 in Table II reveals a strong tendency for trainees to agree that work experience was the best part of the scheme, although there was much less agreement that it was the only good thing about the scheme (item 3, Table II). When asked an open ended question "What have you liked most about the scheme?" 50% of the 855 who answered the question wrote work experience. Only 3% of 769 answering wrote this when asked "What have you liked least about the scheme?" When asked to write what they thought of work experience, 79% of 725 answering wrote something favourable.

The results shown in Table III, where trainees were asked to rate the extent to which they agreed they had learned various things as a result of the scheme, suggest that things learned about working were more likely to figure highly than other things. Being better at doing a job and learning how to get on with people at work were rated the highest. Getting better at communicating with other people was rated the third highest and this was followed by learning how to work out solutions to problems at work and learning more about the world of work. Learning more about computers was rated low compared to most other items—a disturbing finding for MSC who included computer literacy as a required element for YTS (MSC, 1983b). Getting better at Maths was rated lowest of all.

In written answers to an open ended question asking what they thought of work experience the gain most frequently mentioned by trainees was that they had learned more about doing the job for which they were being trained (16% of 725 answering). Gaining experience for making job applications (5.5%), getting used to working (5%) and it being just like doing a real job (4%) were also mentioned. Criticisms were rarer than praise, but these included the complaint that work was repetitive or contained periods where there was nothing to do (6%), that it was cheap labour (4%) or that the work given was menial (4%).

It may be concluded, then, that trainees, who generally entered YTS with the view that it was both a means towards and the next best thing to a job, felt that work experience was the element from which they learned most and which they enjoyed the most.

### *(c) College*

College was not as popular as work experience. Written comments to an open ended question asking what they liked most about YTS show that only 8% of 855 answering wrote that college was what they liked. Twenty-five per cent of 769 answering a question about what they liked least wrote that it was college. Practical work at college (9% of 855) and initial training sessions (8%) were the most liked aspects of college. The most frequent criticisms were that material was irrelevant to work (8% of 769), repetition (5%) too much writing or theory (5%) and treating trainees like school children (5%). A number of trainees singled out specific college lessons for praise or blame. An aspect of occupationally specific training was praised in 83 comments and criticised in 34. Social and Life Skills sessions were

TABLE III. Trainees' estimations of what they learned from the scheme (percentages—descending in order of importance)

	Strongly agree					Strongly disagree	
	1	2	3	4	5		
1. I'll be better at doing a job	53	31	9	4	3	$N=936$	$M=18$
2. I have learned more about how to get on with other people at work	49	31	10	4	6	$N=943$	$M=11$
3. I am better at communicating with other people	41	34	13	5	7	$N=942$	$M=12$
4. I can work out solutions to problems at work	31	44	16	5	4	$N=936$	$M=18$
5. I've learned more about the world of work	37	36	14	7	7	$N=940$	$M=14$
6. I am better at learning things	34	36	18	6	6	$N=937$	$M=16$
7. I'll be more likely to get a job	32	33	21	6	7	$N=925$	$M=29$
8. I have learned more about computers	31	19	10	8	32	$N=935$	$M=19$
9. I am better at maths	10	20	25	15	30	$N=941$	$M=13$

$N$  = Total number of trainees answering the question.

$M$  = Number of missing cases.

praised by nine, but criticised by 34. Maths or numeracy sessions were praised by four but criticised by 12 (numbers here are unweighted).

Thus college was criticised by trainees much more than was work experience. Where parts of the college programme were mentioned by trainees, practical training sessions that prepared trainees directly for work were valued more highly than Social and Life Skills or basic numeracy skills. While trainees were often critical of college it should be noted that their rating of an item asking whether they agreed that work experience was the only good part of the scheme is quite low (item 3, Table II).

#### (d) *The Success of the Scheme*

Trainees recorded little agreement with a statement saying that the scheme had been a waste of time (item 4, Table II) but they were less likely to rate highly a statement that other people on the scheme felt it to be a good scheme (item 5, Table



II). Items 6 and 7 on Table II suggest that trainees tended to prefer the scheme to school and that there was also a tendency to feel that their schools had failed to teach them enough about work. This sentiment should encourage the MSC, since the Technical and Vocational Education Initiative (TVEI) that they are funding in schools is an attempt to make the curriculum more oriented to work (MSC, 1984c). MSC may also be encouraged to see trainees recording a high level of agreement that they were more hopeful about the future as a result of the scheme (item 8, Table II). A high level of agreement is also evident with a statement concerning trainees' desire for more education and training when the scheme was over (item 9, Table II) which suggests that although trainees may not have liked off the job training in college they have perceived that, for whatever reason, it was valuable.

The most common criticism of YTS made by trainees in response to open ended questions was the lack of money. When asked what they liked least about the scheme, 27% of the 769 answering wrote that lack of money was the most disliked feature. When asked "How could the scheme be made better?" 48% of 725 answers were to the effect that more money should be given. This issue was a keen one for 1980/81 YOP trainees too. Bedeman & Courtenay (1982) found that a quarter of the trainees surveyed complained of poor remuneration.

*(e) Employer Based and College Based, Special Needs Courses*

It was claimed earlier that YTS in FE is a streamed provision. Mode B2 courses, whose trainees constituted 14% of YTS trainees in FE in the year under consideration here (Seale, 1984) included a large number of courses for young people with learning difficulties. These were generally broad based rather than occupationally focussed and contained a great deal of remedial, workshop style teaching (see Seale (1985a) for teachers' descriptions of these courses). Such provision was a direct follow on from the 13 week Work Introduction (WIC) courses that colleges ran under YOP. Unlike Mode A courses, which are employer based and organised by Managing Agents usually outside the college, colleges themselves organise WIC courses. Along with poorer job prospects and more off the job training than Mode A courses, these WIC courses are less likely to lead to an exam qualification and often cater for trainees classified as ESN.

Results from the trainee survey reveal that, unsurprisingly, 54% of the 147 WIC trainees possessed no exam qualifications on entry to YOP, while only 18% of the 616 Mode A trainees were in this position. WIC trainees were also more likely to have been led to the course by the careers service than Mode A trainees (79% as against 53%;  $p < 0.0001$ )<sup>1</sup>. WIC trainees' reasons for coming on YTS were also somewhat different from Mode A entrants. They were more likely to rate as important the statement that they came "because I thought it would teach me how to cope with being unemployed" ( $p < 0.0001$ ) and they also rated "because of the money" more highly than Mode A entrants ( $p < 0.0001$ ). This would suggest that WIC trainees felt unemployment to be a likely prospect; it may be that they also came from less well off homes or had poorer expectations of their earning capabilities. In fact, only 7% of WIC trainees answering an open ended question about what they disliked about the course mentioned lack of money while 29% of Mode A trainees said this ( $p < 0.005$ ).

WIC trainees were somewhat less likely to share the perspective that work

experience was the best part of the scheme. Mode A trainees rated their agreement with the statement that "The best part of the scheme has been work experience" more highly than did WIC trainees ( $p < 0.0001$ ). In their answers to an open ended question about what they thought of work experience, 60% of WIC trainees answering indicated that it was good as opposed to 79% of Mode A trainees ( $p < 0.025$ ). Answering an open ended question about what they liked most about YTS Mode A trainees answering emphasised the value of practical sessions in college more often than did WIC trainees (11% as against 4%;  $p < 0.025$ ) and the same is true of initial training sessions (10% against 3%;  $p < 0.025$ ). Responding to a question about what they liked least, WIC trainees answering were more likely than Mode A trainees to write that college was too much like school (11% against 4%;  $p < 0.01$ ) and that college was repetitive (11% against 5%;  $p < 0.025$ ). When asked how the scheme could be improved WIC trainees, who received a broader based course than Mode A trainees, were more likely to want to learn more about a particular interest of theirs (21% against 6%;  $p < 0.005$ ).

WIC trainees, then, had a different perspective on YTS from the Mode A trainees who were in the majority on YTS. This perspective was linked to their job chances, the type of college and work experience they were offered and, probably, their financial situation. The differences between the YTS streams should be borne in mind when assessing the significance of any survey of YTS trainee's opinion.

## Discussion

The MSC's view that work experience is a powerful motivating factor in encouraging young peoples' learning is supported strongly by the results. Work experience, seen by trainees as the next best thing to a job, is greatly valued. Those parts of the college programme that provide practical job training are valued above other elements. This remains true in spite of the fact that, for a large proportion of trainees, MSC's view that such young people would not have participated in FE in the past, is incorrect. YTS, at least in its Mode A provision, recruits better qualified young people than did YOP and it offers them more in terms of qualifications and apprenticeships.

The Confederation of British Industries (CBI) has always hoped that YTS would become a training provision rather than a social welfare provision. In their response to MSC's 1981 document proposing the New Training Initiative of which YTS is a part (MSC, 1981) they stated that:

The document . . . tends to deal with the purposes of training in a confusing variety of ways; as an activity of general benefit to the community, as a possibly helpful alternative to unemployment and, in the more usual sense, as a preparation for a job or change of occupation (CBI, 1981).

The Youth Training Board, advising MSC on YTS, has supported the CBI view, arguing that:

Unlike the Youth Opportunities Programme (YTS) is not a special employment measure designed to provide work experience for young people who have particular difficulty finding employment (Youth Training Board, 1983).

However, as has been shown in this paper, YTS is a streamed provision. The CBI view may be appropriate for Mode A provision but it certainly is not where the

type of young person on WIC courses under Mode B2 provision is concerned. These young people receive and value a programme whose approach is determined by social welfare rather than purely training considerations. In this light it is disturbing that pressure to cut Mode B2 provision led MSC to reduce such places during the second year of YTS. As YTS moves further up the scale in terms of the educational level of entrants, pursuing a goal of becoming a training provision, it is in danger of leaving behind the least able.

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## NOTE

[1] Where probability levels are referred to in the text these have been produced in all cases by chi squared tests of significance.

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## SOME TRENDS IN YTS CURRICULUM THEORY

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In September 1982 the Manpower Services Commission (MCS) and the Further Education Unit (FEU) issued a joint statement (FEU/MSC 1982) to 'demonstrate the degree of accord that exists between the two organisations'. Within that brief document it was claimed that 'It is . . . our impression that at national level there is little or no discrepancy between us'. Yet in May 1983 the director of FEU was able to write in his introduction to **Supporting YTS** (FEU 1983) that:

'Complete unanimity with the MSC criteria is not always possible and there is evidence to indicate that some attenuation of the principles and aspirations of the Youth Task Group is taking place as the full demands of this ambitious scheme are realised.'

It appeared to the head of FEU 'regrettable and unnecessary . . . (that) the place of education in YTS will have to be argued and justified' and elsewhere FEU has criticised MSC for failing to value college-based vocational preparation courses (FEU 1981a).

It is my purpose here to show that there are indeed differences between MSC and FEU in their approaches to youth training. Differences in educational philosophy are bound up with the economic and organisational manoeuvres that concern the Youth Training Scheme (YTS). The effectiveness of the Institute of Manpower Studies in reconciling the two approaches is also discussed.

### SOME RECENT HISTORY

As Stuart Maclure has pointed out in his article detailing the history of the Youth Opportunities Programme, the growth of MSC provision for youth outside the

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acsis of the DES has been 'a matter of almost paranoid anxiety for the educational world' (Maclure 1982). In the year or so leading up to 'delivery' of YTS the MSC's intention to relegate the educational service to a secondary role became increasingly clear. In September 1982 Geoffrey Holland, speaking for the MSC to Regional Advisory Councils, was severely critical of the provision FE colleges had made for the Youth Opportunities Programme (YOP). FE had treated young people on MSC schemes as inferior and second class, Holland suggested; FE had been unwilling to modify traditional practices in teaching and in reorganisation of the academic year. As a result:

'the role of the education service must be a support role; the role at best, of a partner, not of the focus around which all else must or should revolve'.

As well as criticising FE's contribution on these grounds, Holland was concerned with the content of courses run by FE colleges. It has become evident from surveys that a large part of FE's contribution of off-the-job training under YOP was in the area of life and social skills (see for example Greaves et al. 1982; West Midlands Regional Curriculum Unit 1980; and White 1981). Holland noted reluctantly that 'What we know as 'life and social skills' will still be needed', continuing:

'... though I have to confess that I sometimes suspect the title is an alibi for those who have no real idea what to do or what the market requires.'

MSC's requirements for YTS courses contain no explicit mention of life and social skills, although much of what was in practice included under the heading will be included under others in the proposed five core area (MSC 1983). As negotiations for 1983/4 courses have proceeded it has become clear that MSC's main priority has been to establish employer-based courses; only in areas where insufficient numbers of employers come forward will MSC fall back on the colleges to make up the numbers.

The Further Education Unit exists to provide curriculum leadership for FE colleges and has been closely associated with developments in FE provision for MSC courses. With a history of major FE provision of the elements of life and social skills it is perhaps inevitable that many FEU documents reflect the particular concerns of teaching in this area, rather than the treatment of more occupationally specific material.

Thus MSC has attempted to limit the input to YTS from FE colleges and sought to curtail the growth of life and social skills teaching. This brings it into opposition to much of what FEU represents. It is in this context that we may understand the

apparently contradictory attempts by FEU to defend its educational philosophy against MSC influence and to assert that there are no significant differences between the approaches of the two organisations.

#### A BATTLE FOR LANGUAGE

FEU has been keen to establish a role for itself within MSC work as providing a 'curricular contribution' to the MSC's organisational initiatives. *Vocational preparation* (FEU 1981b), *Supporting YOP* (FEU 1979a) and *Supporting YTS* (FEU 1983) are seen by FEU as following this tradition. The repeated printing in FEU documents of the core skills list which made its first appearance in *A basis for choice* (FEU 1979b) underlines FEU's desire to put forward a definitive statement on content. During the Youth Opportunities Programme FEU had little competition from MSC in the curriculum area. MSC's *Instructional guide to social and life skills* (MSC 1977) was its only contribution to curriculum content and was notable for the narrowness of its educational vision.

The indications are, however, that MSC is now making strenuous efforts to fill the gap FEU previously occupied. With the Youth Training Scheme MSC — as it had long promised to do — set aside time and resources from the task of organising the programme to lay down guidelines on course content (MSC 1982a) and is supporting a number of projects which are developing teaching materials for the scheme. Although publication of these materials is late (they were promised for 'early in 1983' in MSC guideline No.6), they are likely to supersede the FEU's efforts. FEU has suggested (FEU 1983) to colleges that, at least until MSC materials become available, they might use the 'Minimum YTS Core Checklist' (a modified version of FEU's standard core skills list). It is an indication of the relative positions of the two organisations that in MSC's *Guidelines on content and standards* in YTS there is no mention of FEU's efforts; yet in FEU's comparable publication, *Supporting YTS*, every attempt is made to lay out the MSC position on each topic before describing how FEU's viewpoint complements MSC. It is also interesting to note that development of a rationale for occupationally specific content has been delegated by MSC to the Institute of Manpower Studies — an organisation with roots in training — rather than to the FEU.

FEU is therefore constrained to fighting a rearguard campaign to preserve its curricular initiative in YTS. Its educational philosophy differs from that of MSC and this difference is reflected in arguments over the precise meanings of key words.

One of the more transparent examples of an attempt to deny differences appears in the FEU/MSC joint statement (FEU/MSC 1982) which states that:

'There are, inevitably, potential problems relating to the time allocation suggested with respect to education and training components. Many of the problems can be resolved by initially designing programmes on the basis of mutually agreed aims and objectives rather than distinguishing from the outset between training, experience and education.'

This advice fails to see that the distinction between education and training consists of a difference of opinion about the aims and objectives of a course. Coming to 'mutually agreed aims' could not occur without first resolving this difference.

A somewhat less obvious example occurs in paragraph 18 of **Supporting YTS** where an attempt is made to maintain that what FEU has been saying for the last five years is really just the same as what the MSC is now saying with different words. A table of equivalencies is presented where, for example, FEU's term 'negotiation' is said to be equivalent to MSC's 'induction'. As we shall see later the two concepts are different in crucial ways. Elsewhere (FEU/MSC 1982) FEU and MSC attempt a similar translation exercise with the words 'profile' (FEU) and 'portfolio of assessment' (MSC) in an attempt to disguise very real differences in the two organisations' views of assessment.

What, then, is the nature of the differences between FEU and MSC in their curricular approaches? We can examine this by looking at several important topics on which both have made statements.

## NEGOTIATION

Evident in much of what FEU says about youth training is a liberal allowance for trainees' rights that is absent from MSC thinking. This is shown in FEU's attempts to ensure that trainees have the right to negotiate their programme of work. **Vocational preparation** put forward the notion that the curriculum should be a matter for negotiation between teachers and young people resulting in a personal programme and contract. This concept was not taken up in the Youth Task Group report of 1982 (MSC 1982b) but reference was made to the idea in MSC's Guideline No. 2 on induction. Here an extensive list of things to be learned by trainees at this point in their programme is presented, ranging from 'rules and regulations' to 'names of managers' and 'security arrangements'. Forty-seven items of this nature are specified as necessary. It is suggested that 'Most young people will find much of the information difficult to remember', so 'To reinforce

the learning, trainees should receive the information more than once'. The aims of the induction exercise are described as being to ensure that trainees understand the purpose of the scheme and their role within it, familiarise themselves with the environment in which they find themselves and learn something about safety. With this sort of programme it is hard to see how trainees could do anything but listen and remember, but MSC writes, 'It should also, where possible, include an element of negotiation about the nature of their planned learning'. A similar sentence occurs elsewhere (Guidelines No. 4) and it is noted that negotiation 'has obvious spin-offs for the motivation of young people. However, negotiation has to be tempered by the necessary constraints within which the programme has to operate'. The MSC allowance for negotiation, then, is small and hedged with qualifications. FEU has noted the attenuation of this principle with some dismay:

'(Young people) have to be persuaded that what they get out of YTS should be as much their responsibility as their sponsors — hence FEU stress on involving young people in negotiation about the curriculum. Against this background the MSC criteria . . . could be regarded as somewhat mechanistic unless interpreted in a liberal way. Induction should be defined as an educational process'. (FEU 1983, para. 27).

The occurrence referred to earlier, where FEU seeks to equate MSC's induction with FEU's negotiation, is, in this light, wishful thinking. In fact FEU regard induction as an exercise with far broader implications than simply settling trainees down into appropriate roles and telling them where to hang their coats. It has 'links with curriculum themes such as guidance, counselling and assessment, and negotiation'. FEU describes this as a 'broader view of induction' and urges college staff to promote it in their negotiations with managing agents (FEU 1983, para. 29). Clearly the FEU feels there is a danger that such a view will not succeed in establishing itself in YTS.

## ASSESSMENT

A keen concern for trainees' rights is also evident in FEU's statements on guidance and assessment methods. Many college tutors argued that any explicit form of assessment of trainees' progress would have disastrous effects on the motivation and willingness to co-operate of young people who had failed at school (for example FEU 1978 or West Midlands Regional Curriculum Unit 1980). As MSC's idea of YOP as a social service gave way to YTS as a training scheme to aid national economic recovery, it became clear that opponents of assessment had no hope of prevailing. Assessment to national standards with accreditation for further training to ensure progression from YTS became a

practical necessity for MSC. In the light of this FEU concentrated its efforts on promoting the most liberal form of assessment it could identify: trainee-centred reviewing using profiles. MSC has to some extent taken this up but MSC's view of implementation is, once again, different from that of the FEU.

FEU advocates that assessment in YTS should be viewed as part of the learning process and results fed into guidance and counselling. Guidance and counselling are said to be:

'relevant and useful to the whole student-centred approach to education . . . an important focus for continuous assessment and reflection and an integral part of the process whereby the trainee is encouraged to become increasingly self-reliant and confident.' (FEU 1983, para.98.)

It is perhaps on this matter of the end purpose of the scheme that the fundamental differences between FEU and MSC emerge most clearly. Both stress the importance of self-reliance in their statements on guidance, but MSC adds that 'The context of this guidance is learning which leads the young person to adopt the right role at work'. (MSC 1982a, Guideline No.7.)

FEU emphasises that student participation in profiling is essential (FEU 1983, para. 33) and that profile records should not be confidential but available for all concerned to see (FEU 1983, para. 38). They should record competencies 'in a vocabulary that is specific and supportive rather than general and punitive' (FEU 1983, para. 106) and thus should record what trainees can do rather than what they cannot. Regular reviews of progress should lead trainees to use assessment to reflect on their own progress, to feed into the (assumed to be) continuing process of negotiating their programme of work and enhancing their powers to decide things for themselves. The trainee should be given responsibility for maintaining his/her own records (FEU 1983, para.41) and assessment should not be conceived of as simply a series of competency tests in the cognitive area but a record of reflection on experience.

FEU notes that certain community project sponsors are 'uneasy about standardised assessment procedures if they are embedded in a national system of certification' such as MSC proposes (FEU 1983, para. 36). Such sponsors are worried that this might affect the trusting relations that would otherwise grow between teachers and trainees. FEU reminds us that MSC has stated (MSC 1982a Guideline No.8) that assessment should involve the trainee 'and if possible combine and reflect his/her judgement with that of the assessor'. The 'if possible' is however, a crucial qualification. MSC sees the purpose of assessment as informing trainees of their progress towards standards, informing trainers where

the trainee is 'and to take appropriate action which may involve modifications of the trainee's programme' (MSC 1982a Guideline No. 8) and to tell employers what trainees can do. Standards are seen as a prerequisite of assessment (MSC 1982a Guideline No.7). In so far as trainee participation in assessment is recommended, its main purpose appears to be to ensure that trainees' motivation to be on the scheme is encouraged.

Employers have not been particularly keen to spend time filling in profiles and FEU notes that provision of a 'comprehensive personal profile' for YTS does not appear to be likely for 1983/4. FEU considers that:

'This is regrettable and it is hoped that colleges who are participating in the scheme will be able to assist employers in the construction of a profile.' (FEU 1983, para.101).

FEU hopes that a profile might at least be prepared for the college part of the programme.

It does seem, then, that FEU's struggle to preserve a liberal form of assessment is suffering setbacks and that FEU is accepting that it may be relegated in this area to college provision only.

#### **SOCIAL AND LIFE SKILLS (SLS)**

MSC has not been as forthcoming on curriculum matters as FEU for reasons already mentioned, but it has produced guidelines at this level in its *Instructional guide to social and life skills* (MSC 1977). This can be compared with the 1980 FEU production on the same subject, *Developing social and life skills: strategies for tutors* (FEU 1980).

The FEU booklet is over four times as long as the 15-page MSC document. Each organisation approached the topic from a different perspective. MSC sought to provide the model syllabus and teaching methodology it considered most appropriate. FEU sought to assess the advantages and disadvantages of different curricular approaches and to provide teachers with a means of assessing their own practices. Only in the summary at the end does the FEU make clear just what it considers desirable.

The MSC document was produced from experience derived from industrial training organisations and sees the entire purpose of teaching the subject as being to prepare trainees better to accept the conditions of working life. Social and life

skills are 'an understanding of the wider social aspects of working life . . . life skills which feature predominantly in working life'; 'taking orders' is defined as a 'social skill' (MSC 1977, section 1.1.1). An individual's 'satisfactory private life' is relevant to the social and life skills teacher only in so far as it 'can contribute to a person's work motivation' and the sum total of the 'skills' MSC identifies as being necessary for this private life 'are those of making friends, resisting provocation and making conversation' (MSC 1977, section 1.1.2). Counselling is conceived in a semi-punitive way:

#### 4.2 The role of the counsellor

He/she must be aware of

4.2.1 any change in work performance against the trainee's norm

4.2.2 signs of alienation in matters of time-keeping, discipline and

4.2.3 any unsatisfactory relationships.

Any of the above must be seen as a need for counselling.'

At the same time 'the tutor or instructor (must) have an understanding of young people as human beings', otherwise none of this will work. The subject is seen primarily as a means of keeping a check on an individual's motivation to work. Discussion group teaching is advocated since it is a useful method 'of influencing those attitudes which cause people to be unsuited to employment', but 'It is possible for discussion to harden attitudes and adversely influence trainees, hence the tutor must structure and control discussions to avoid such a trend' (MSC 1977, section 3.1). One of the attitudes that such discussion might change is described as 'Higher wages — the only objective?' This is unfortunate, given the current political arguments concerning the role of the MSC in bringing down wage levels for young people.

FEU's document was produced by educationalists who state: 'In general we regard social and life skills as an area of personal development rather than a subject or course'. The document observes that there are many different approaches (including one they term the 'Socialisation Model' amongst whose disadvantages include that 'The model may give rise to accusations of indoctrination'). Preparation for the workplace is seen as one of many possible functions for SLS. Where the authors allow themselves to state their own point of view it is to describe SLS as an aid to the 'successful transition to adulthood in his or her own terms' of the trainee (FEU 1980, para. 45); it may 'most usefully be regarded as an aspect of personal development'. Unlike the MSC's advocacy of discussion groups to motivate trainees towards a specific goal, FEU, in similarly

advocating 'a participatory experience for young people', regards the purpose of this as being 'to promote self-sufficiency and self-reliance' (FEU 1980, para. 45).

#### THE INSTITUTE OF MANPOWER STUDIES (IMS)

So far we have clarified the distinctions between MSC and FEU in their curricular philosophies, establishing that in spite of attempts by both organisations to present a united front very real differences exist. These differences evidently have their roots in the separate traditions of education and training whose fundamental purposes are at times in conflict but which, in the special circumstances of the Youth Training Scheme, are being pushed together. From MSC's point of view the liberal educational tradition the FEU represents has failed the less able in the past; from the point of view of FEU the danger to avoid is the substitution of the ethics of the work place for the educational process.

While FEU has struggled to maintain its influence over the curriculum of YTS, the Institute of Manpower Studies has been working on projects sponsored by the MSC to develop a curricular approach for YTS. The sophisticated body of curriculum theory that it is producing is likely to achieve greater respectability in the educational work than MSC's previous efforts at this level. At the same time IMS, with roots in training rather than education, has preserved MSC's emphasis on serving the requirements of employers.

IMS starts from the premise that skills can be defined in two main areas — core or basic skills and occupationally specific skills. IMS has done little work on basic skills — thus leaving this area open for FEU — but has largely focussed on learning how to perform effectively in jobs. MSC's chief difficulty in constructing a rationale for job training has been to justify training courses where the destination of trainees cannot be predicted and may frequently be unemployment. Citing this reason (among others) to do with changes predicted in the nature of the labour market) IMS, in *Training for skills ownership* (IMS 1983a), makes it clear that a key purpose of job training under YTS is to ensure that trainees 'own' skills so that they may be transferred from one situation to another. IMS recognises that such skill redeployment

'is probably the most important single criterion by which young people will judge the value of YTS — once they have understood that the scheme cannot guarantee a job' (Hayes et al. 1983).



skills are 'an understanding of the wider social aspects of working life . . . life skills which feature predominantly in working life'; 'taking orders' is defined as a 'social skill' (MSC 1977, section 1.1.1). An individual's 'satisfactory private life' is relevant to the social and life skills teacher only in so far as it 'can contribute to a person's work motivation' and the sum total of the 'skills' MSC identifies as being necessary for this private life 'are those of making friends, resisting provocation and making conversation' (MSC 1977, section 1.1.2). Counselling is conceived in a semi-punitive way:

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So far we have clarified the distinctions between MSC and FEU in their curricular philosophies, establishing that in spite of attempts by both organisations to present a united front very real differences exist. These differences evidently have their roots in the separate traditions of education and training whose fundamental purposes are at times in conflict but which, in the special circumstances of the Youth Training Scheme, are being pushed together. From MSC's point of view the liberal educational tradition the FEU represents has failed the less able in the past; from the point of view of FEU the danger to avoid is the substitution of the ethics of the work place for the educational process.

While FEU has struggled to maintain its influence over the curriculum of YTS, the Institute of Manpower Studies has been working on projects sponsored by the MSC to develop a curricular approach for YTS. The sophisticated body of curriculum theory that it is producing is likely to achieve greater respectability in the educational work than MSC's previous efforts at this level. At the same time IMS, with roots in training rather than education, has preserved MSC's emphasis on serving the requirements of employers.

IMS starts from the premise that skills can be defined in two main areas — core or basic skills and occupationally specific skills. IMS has done little work on basic skills — thus leaving this area open for FEU — but has largely focussed on learning how to perform effectively, in jobs. MSC's chief difficulty in constructing a rationale for job training has been to justify training courses where the destination of trainees cannot be predicted and may frequently be unemployment. Citing this reason (among others to do with changes predicted in the nature of the labour market) IMS, in *Training for skills ownership* (IMS 1983a), makes it clear that a key purpose of job training under YTS is to ensure that trainees 'own' skills so that they may be transferred from one situation to another. IMS recognises that such skill redeployment

'is probably the most important single criterion by which young people will judge the value of YTS — once they have understood that the scheme cannot guarantee a job' (Hayes et al. 1983).

Such transfer is seen to be enhanced by the grouping of jobs into occupational training families (OTFs) which are held to share certain common skills although, as I have argued elsewhere (Seale 1984a), empirical justification for the groupings is absent from IMS documents. Nor is there anywhere cited systematic evidence that some people are better at transferring skills than others or that ability to transfer can be taught.

Implementing IMS ideas requires detailed planning of on-the-job as well as off-the-job training around the principle that trainees should be given the opportunity to practise and demonstrate competencies (otherwise known as skills or learning objectives) both in familiar and unfamiliar situations. Practice in redeploying skills in unfamiliar situations is seen as enhancing skill ownership and the ability to transfer. Assessment of these abilities is to be conducted by a small army of assessors and validators on the job rather than in the classroom, using a complex series of profiles.

IMS also emphasises 'process' rather than 'product' skills. Product skills are those that enable people to do particular jobs, such as working a lathe or a sewing machine. Process skills include such things as 'listening, planning, working in a team, problem solving, learning' and do 'not normally lead to clearly definable outcomes but to a capability for inter-relating effectively with a person's environment' (IMS 1981). These concepts are another formulation of the classic conflict between those who believe in learning how to learn and those who believe in learning specific things. In this conflict educational theorists have traditionally come down on the side of learning how to learn or, in present terms, process skills. Process skills are obviously more transferable than product skills and by stressing the two concepts — process and transferable skills — IMS is in effect making the learner's task more intellectual than it has previously been conceived in training. Thus the IMS formulation of the skills problem has the advantage of being a solution to MSC's political difficulties in justifying its programme and emphasising the same things that educationists have been saying for decades.

The IMS commitment to negotiation — like that of the MSC — is hedged with qualifications. After specifying the curriculum necessary to achieve competency in an OFT and designing on and off-the-job training so that these competencies will be reached, course planners are told they should 'Discuss training plans with trainees and, where possible, agree learning contracts'. (IMS 1983b, p. 20. My emphasis).

Assessment, as we have seen, includes the use of a profile system such as FEU advocates and IMS states that it is important that 'the trainee . . . be actively involved in the reviewing process . . . Assessment should be done 'with' rather

than 'to' the trainees' (IMS 1983b, p. 53). At the same time, however, assessment is not as student-centred as FEU would wish, indeed this may be impossible where things to be learned are pre-specified in the sort of detail IMS requires. Nor is there any suggestion that permission (as FEU recommends) be given by trainees before qualities such as willingness, drive and reliability are assessed.

To summarise the IMS contribution to the curricular debate: it represents a compromise between the MSC and the FEU approaches which have thus far suffered from being on either side of the divide between education and training. As well as seeking to reconcile these differences, IMS succeeds in providing a rationale for MSC's political problems in justifying training for likely unemployment.

## CONCLUSION

In an earlier paper (Seale 1984b) I described a way in which FEU and MSC approaches might preserve separate spheres of influence in YTS. With regard to IMS ideas, it is clear that they satisfy the ideological requirements of key interest groups better than do FEU or MSC approaches and indeed the concept of occupational training families has already achieved wide currency. Whether the rather complex ideas represented in Training for skill ownership will succeed in influencing practice is another question. Most colleges involved in YTS have solved the problem of progression from the courses by including awards from City and Guilds, RSA, etc. It is not clear that the IMS approach is in sympathy with that of most exam bodies working at this level. As employer resistance has caused MSC to back down from insisting on profiles, it seems unlikely that employers will welcome the time consuming system advocated by IMS.

In assessing the effectiveness of curricular approaches such as the three described in this paper it is perhaps unwise to place too much stress upon whether they succeed in influencing practice. Their immediate function is an ideological one: to represent the points of view of groups involved in education or training and to provide more or less successful justifications for having the scheme. In this way they regulate the conflicts of interest that have resulted from the reorganisation of youth training.

## NOTE

**1 Holland, G. (1982)** Speech at Annual Meeting of Standing Conference of Regional Advisory Councils for Further Education Advisory Councils for Further Education.

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Pilot courses for the Youth Training Scheme: an interim report of a FERA survey of further education colleges

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INTRODUCTION

In May 1982 the Further Education Research Association circulated its member colleges asking them for details of YTS Pilot courses planned for the following academic year. 17 colleges replied, listing a total of 68 courses (see Appendix) and in December of that year, three months after the courses had started, FERA began a series of visits to the colleges. The aim of the survey is to find out what is going on in these courses to see if any lessons can be learned for the start of YTS proper. Various topics were considered worthy of attention and these are reflected in the headings of this paper.

The present report concerns visits to 6 of the colleges, covering 20 courses. Interviews were conducted with course leaders from all the courses and in each institution a person with an overview of the college response as a whole was questioned. Where possible, syllabuses and assessment documents were collected. Some provisos to be borne in mind are: that the 6 colleges are all in the South of England where circumstances may differ from areas with higher unemployment; that course leaders and written documents say may not accurately reflect actual practice. In at least one instance, where other contact with the course was made, a picture very different from the course leader's account was gained.

College organisation and future plans.

Although the Youth Task Group report (MSC April, 1982) describes 13 weeks as a "minimum" amount of off the job training it is in practice being assumed to be, under Mode A funding, a maximum - although one of the six colleges hoped to negotiate a longer period. All of the six were participating in plans for local managing agencies (some more vigorously than others). The likelihood of a changed course next year was a source of frustration for many of those interviewed, particularly where a lot of work had gone into preparing a new course, rather than using previously taught units.

One of the colleges visited had established a specialist Vocational Preparation department to deal with all MSC work. Two had recently appointed lecturers to co-ordinate the work across the college. The other three relied on expanding the brief of an existing post to liaise with MSC.

At national level the MSC would like to see colleges remaining open throughout the year to teach MSC courses (Holland 1982) but courses varied in their arrangements for this, from lasting only 40 weeks so as to fit in with college terms to staggering staff holidays so as to be teaching the whole year. Arrangements for staff development also varied from a college that ran sessions for 2 hours per week to no internal arrangements at all.

Planning courses.

The appendix shows that some of the courses followed schemes laid down by external bodies and that most (except the low level courses) led to some form of external qualification. Even where courses did not have to be planned by college staff, however, quite a lot of preparatory work had been necessary and a common complaint was that colleges had not been notified early enough for adequate planning and advertising of the pilot courses to occur.

We also asked whether local employers had been consulted about what they

wanted of a course. In three cases employer involvement had been extensive (though not always helpful) and while several others had consulted employers informally the most common pattern was for planners to rely on previous experience of working with employers for information about appropriate content. Work experience visits provided constant feedback about employers' reactions to a course once it had begun.

MSC influence.

MSC area offices differ between each other in their interpretation of national policy and there are differences from one course to another in the extent to which MSC wield influence over course content. On the whole, however, detailed involvement of the MSC in course planning was not usual (if we exclude the national scheme of TEC/MSCT Technician Studies). Industrial Training Boards are far more specific in their prescriptions concerning content. In most cases MSC presented a broad outline of what it wanted and left it up to the college to produce a scheme which it then approved with never more than minor modifications.

There were sometimes criticisms of the MSC where it had not approved of elements that the college wished for, or where a course teacher felt not enough information had been given about what was required, or where they had pushed on colleges ideas - such as profiles - that the college did not like. One teacher felt that the MSC were only finding out what they wanted as college offerings were shown them:

"Now the MSC doesn't ever really say what they want. They leave you to suggest something and then they shoot it down and so by that kind of trial and error we found out what they wanted."

Several instances of colleges misleading the MSC about what would be provided were described by those interviewed, as for example where a theoretical session was described in the course document as practical, or where a sports session was entitled as manipulative skills.

Work experience

Problems in getting work experience placements were widespread, and this could have repercussions for the quality of work experience offered. Thus one teacher of a TEC/MSCT Technician Studies course stated that "Work experience is extremely difficult to organise. It's the most difficult part of the whole thing". The same teacher was asked, as were all those interviewed, about what planning employers were asked to do for the placement:

Interviewer: "What do you say to employers about what you want?"  
Teacher: "Thank you"

He reacted "You must be kidding" to a question about whether employers were asked to assess performance during work experience. The services of work experience co-ordinators in finding placements were greatly valued although in two cases these were recent appointments who had had insufficient time to establish a good service when the pilots began. Work experience was easier to find and more fully assessed in those instances where employers had involvement in planning and monitoring courses. Larger firms, too, were more likely to plan varied work experience than smaller ones.

Quality of work experience, however, is not entirely dependent on employers. One course arranged its work experience to occur in a six month block at the end of a six month college block. Such an arrangement is obviously less likely to provide good integration with college work than the more usual shorter college blocks. The practice of six of the courses in operating day release during work experience also helped integration.