By 1996, Training Credits (TCs) will be available to all 16- and 17-year-olds leaving full-time education or training in Britain. They are funded by the transfer of resources that would otherwise be paid to technical colleges for part-time provision for this age group and through resources allocated for the Youth Training program. The aim of TCs is to empower learners to purchase training appropriate to their needs and stimulate a competitive and responsive training market. Evidence from the first round of TC schemes is that young people think TCs are much better than Youth Training, and many did not know they were TC holders. Young people need opportunities to develop skills necessary for empowerment and to explore the concept. Colleges must provide a curriculum and services that enable them to be flexible, accessible, and responsive. College provision must be effective, attractive, accurately costed, and competitively priced.

Training and Enterprise Councils are responsible for the design and implementation of local TC programs. Involvement of college personnel and other providers in design, marketing, and collaboration with other key players will contribute to development of coherent systems and processes. Development is important to help staff understand the underlying intentions of this program. Colleges need to have efficient systems in place to enable them to claim full payment for TCs and to meet administrative requirements. (Nineteen key questions are appended as a checklist for colleges.) (YLB)
Training Credits are coming!

1. By 1996 Training Credits will be available to all 16 and 17 year olds leaving full-time education or training, funded by the transfer of resources which would otherwise be paid to colleges for part-time provision for 16 and 17 year olds, and through resources allocated for Youth Training.

2. The underlying aim of Training Credits is to empower learners to purchase training appropriate to their needs, thereby stimulating a competitive and responsive training market.

3. The Government is committed to expanding the present scheme, and is developing similar market mechanisms in related fields, including adult guidance and open learning.

4. Under the Training Credits initiative, colleges will not receive full funding unless they succeed in delivering the agreed outcomes, specified in terms of NVQs or their equivalents.

A strategic approach

5. Training Credits will involve substantial numbers of learners, and a wide range of college functions. Colleges will therefore need to address the implications of Training Credits strategically, within their short, medium and long-term plans.

6. The direct translation of market forces into funding will make traditional forms of planning difficult. Colleges will therefore need to provide a curriculum and range of services that enable them to be flexible, accessible and responsive. Moreover, college provision will need to be effective, attractive, accurately costed and competitively priced.

7. Training Credits represent a relatively 'high risk', unpredictable and unreliable source of funding for FE colleges. In a demand and achievement-led system, failure by an individual to attend, 'achieve', or 'complete' will mean a loss of income for the college. This will be so, even though the college may have invested considerable time in an individual, and non-completion may be outside the influence or responsibility of the college. Moreover, a demand-led system means that, theoretically at least, trainees can take Training Credits to another provider if they are not satisfied.

8. It will be important to help staff understand the underlying intentions of the scheme. Assisting staff to see the common ground between various current initiatives may counteract 'initiative fatigue'. Similarly, colleges need to address the implications of Training Credits and vouchers within the overall shape of their provision and services.

9. The extension of Training Credits will call for expanded delivery of NVQs by colleges, because funding for Training Credits is tied to achievement of NVQs wherever these are available. Unless they are able to deliver NVQs, colleges will lose the income that would previously have come from youth training and part-time enrolments.

10. Training and Enterprise Councils (TECs) are responsible for the design and implementation of local schemes. However, the active involvement of college personnel, as well as other providers, in scheme design, marketing and collaboration with other 'key players' (e.g. schools, careers service), will contribute to the development of coherent systems and processes, and assist both learners and colleges to get the best out of Training Credits.

11. Colleges are well placed to act as advocates on behalf of young people, both in scheme development and operation. This is important if the interests of employers and the economy are to be balanced with the requirements of young people themselves.

12. Individual empowerment will only become a reality if individuals understand the power of the credit, and if education and training providers have appropriate systems to respond. Colleges will need to find ways of ensuring that the student-centred philosophy is realised in the experience of the student.

13. 'Empowerment' requires more than simple information. 'Purchasing' training demands self-confidence and good communication skills from inexperienced 16 and 17 year olds. It will be important to address the need for confidence and communication skills directly, and to prepare young people to negotiate with employers and providers.

14. Effective induction programmes will be needed to assist Credit holders to get the most out of their training and to use the power which the credit gives them.
Young people and Training Credits

15. Young people in the pilots showed stronger support for Training Credits than for YT. This is despite the fact that Training Credits were introduced rapidly, and there were a number of 'teething' problems.

16. However, the pilots also showed a low awareness of Training Credits among parents, employers, teachers and young people, including those who had credits. Many young people within the schemes lacked the confidence to mention the fact to prospective employers at interview, or even at college enrolment.

17. The pilots showed that many employers were unaware of the enhanced sums available for Training Credit holders from 'disadvantaged groups'. (The classification of 'disadvantaged groups' in the first-round pilot included young people from ethnic minority groups, and those with special training needs). Employers were also generally aware of the additional funding available to assist them in recruiting from this group, e.g. grants to enable disabled access to premises. It will therefore be worthwhile for college staff to obtain and communicate this information wherever possible.

18. It will be important to convey that Training Credits are relevant to the full ability range.

19. Colleges will need to prepare their own students leaving full-time further education, for Training Credits, if they are eligible (e.g. 17 year olds).

Individualised services

20. Training Credits call for reliable systems of individual guidance. TECs require regular individual reviews of progress and recording of achievement in order to trigger payment. With resources tied to completion and achievement, there will be significant financial penalties for colleges if holders of Training Credits drop out, attend irregularly, or find that the agreed training plan is inappropriate, or beyond their reach.

21. The extension of Training Credits, Adult Guidance Vouchers, NVQs, and the general pressures to provide flexible access to learning and assessment for a wider range of clients, all require colleges to provide more, and better quality tutorial support, individualised learning and learner support.

22. In order to meet the requirements of credit holders, colleges will need to be able to offer an attractive, comprehensible and flexible curriculum, expressed in learning outcomes, supported by appropriate systems and services. Colleges will need to be able to offer learning workshops, flexible learning and assessment materials, in order to respond to individual action plans throughout the year.

Administration and resource issues

23. Colleges will need to have efficient systems in place to enable them to claim full payment for Training Credits. This entails information on individual attendance (e.g. on modular, individualised programmes), achievement (including NVQ units and elements), and use of college facilities and resources. Information collected at enrolment should enable Training Credit holders, and those eligible, to be identified. The MIS will need to be able to track Training Credit holders throughout the system.

24. Colleges will need efficient systems to meet the administrative requirements of Training Credits, e.g. claims for percentage of banded values; training credits activated; training plans completed; placement allowances; training allowances; vocational qualifications confirmed.

25. Where smart cards are used as the means of registering attendance and use of college facilities, it will be necessary to impress upon students the need to bring the cards to college and to use them correctly.

The purpose of this bulletin is:

- to alert college managers to the practical implications of Training Credits for colleges and for learners;
- to assist college managers to take account of the likely implications of Training Credits, within strategic and operational plans;
- to help college staff to take a pro-active role in the development and implementation of local Training Credit and voucher schemes, in order to maximise the benefits for learners;
- to alert other readers of the bulletin to the expertise which colleges can contribute to the design, development and implementation of Training Credit and voucher schemes;
- to highlight issues which may impede the implementation of Training Credits schemes, and to outline ways of maximising the benefits for learners.

Sections of this bulletin will be of interest to:

- College staff: senior management teams, administration, guidance, course team leaders, programme leaders, curriculum managers, staff development managers, marketing, schools liaison tutors, careers.
- TEC personnel
- Careers service
- National Agencies such as the Employment Department; the Further Education Funding Councils (FEFCs), the National Council for Vocational Qualifications (NCVQ), the Department for Education (DFE).
1.1 The rise and rise of Training Credits

In *Towards a Skills Revolution* (1989), the Confederation of British Industry (CBI) called for action on education and training: to motivate people to learn, create an individual focus, provide financial incentives to individuals, and offer transferable skills. It argued:

"The first priority is to create a new culture in which the school-leaving age ceases to be the end of education and in which the development of skills and knowledge continues throughout working life. A greater self-development ethic is needed, which builds on entitlements and responsibilities."

One element of this would be the creation of a Training Credit scheme which would:

'provide all young people with an entitlement and greater control over their development, giving a clear signal of the importance society attaches to skills and the rewards which learning can bring'.

Such a scheme would produce a coherent funding structure for all young people between 16 and 21. Every 16 year old would be given a credit which could be used in sixth-form or college study, or for part-time study if they have left further education.

**Credits and the young person**

This is a generalised diagram. The design and delivery of schemes vary locally.
In the White Paper, *People, Jobs and Opportunity* (February 1992), an initiative giving adults a voucher with which to purchase assessment and guidance services was introduced. If guidance and assessment credits prove successful and cost effective, the government intends to make them available across the country. TECs and local education authorities have also been invited to pilot schemes offering credits to unemployed adults for purchasing open learning materials and support.

Further Education colleges are the major providers of vocational education and training. Training Credits are a form of output-led funding for such provision. There could, therefore, be significant financial penalties for colleges unable to fulfil the training plans of volumes of Training Credit holders, or unable to retain such students.

The Training Credits framework incorporates quality assurance mechanisms as follows:

- training must be provided to NVQ Level 2 or higher, (except for young people with special training needs for whom alternative measures of achievement may be more appropriate);
- full payments for training are only made when the agreed outcomes (typically NVQ Level 2) have been achieved;
- training must be delivered by a recognised provider;
- a training plan must be drawn up in consultation with the young person. It must then be regularly monitored and reviewed.

The initial impact of the pilots has been modest, due to relatively low take-up so far (although by 31 March 1992, over 21,300 young people had begun to use their Training Credit, representing 60% of 16 and 17 year olds eligible through the pilot schemes). However it would be a mistake to ignore or dismiss the experience of the first pilot schemes on these grounds. It is likely that the particular circumstances prevailing during the pilots, rather than any inherent weakness in the scheme, served to minimise take-up and to block some aspects of implementation. For example:

- The launch of Training Credits at a time of recession meant that fewer young people were able to find employment and more therefore stayed on in full-time education or training.
- The fact that the NVQ framework is incomplete, rendered the tying of funding to the achievement of NVQ Level 2 unrealistic and unworkable, (although a Training Credit can be spent on approved equivalent qualifications where a young person is training in an area where an NVQ Level 2 is not currently available).
- Young people, their parents, teachers, and employers were unfamiliar with the concept of Training Credits because they were 'new'.
- The parameters of the framework set by the Employment Department and the schemes designed by TECs were all new, resulting in rough-edged systems, over-burdensome administrative arrangements, etc.

However, interest is growing in achievement-led models for resourcing, and in the creation of a competitive market in education and training. This reflects both the *Skills Revolution* ideas of the CBI and the concern to maximise the impact of public funds. The Government's commitment to extend Training Credits by 1996 to all 16 and 17 year olds, leaving full-time education, stands.

In this situation it will make both economic and curriculum sense for incorporated colleges to take a strategic overview of the common and differing demands of the various curriculum, qualification and funding initiatives on the horizon, in an attempt to develop common systems and an appropriate range of services to deal with all of them. When undertaking strategic planning, it will therefore be important to take full cognisance of the introduction of Training Credits and vouchers.

It is to be hoped that the lessons learned from the pilots will have a positive effect on the future design and implementation of schemes from the points of view of both Training Credit holders and the providers of vocational education and training.

1.ii The rationale for Training Credits

There is a tendency to be cynical about Training Credits and to view them as just an alternative funding mechanism. It is certainly possible to construct and conduct a scheme so that this is indeed the result. For example:

- The symbolic value of 'empowerment' and 'purchasing powers' means nothing if young people are not aware that they hold a Training Credit or do not have the skill or confidence to inform a prospective employer of the fact.
- Training Credits are undermined if the training plan is treated solely as an administrative requirement, rather than as an important formative experience for the young person, and as a form of contract between the young person, the provider, and the employer.

However, Training Credits are intended to have a symbolic purpose, representing an entitlement to training, empowering people to demand and 'buy' training, tailor made to the needs of the purchaser.

The creation of a consumer demand is intended to improve the quality, availability, and suitability of training provision. The fact that full payment for training is tied to the achievement of NVQs (Level 2 or higher) is intended to stimulate the implementation of the NVQ framework, and to promote the achievement of qualifications (e.g. the CBI National Education and Training Target: 'by 1997, 80% of young people to reach NVQ 2, or equivalent').

The pilots have shown that it is important to design schemes which seek to translate the 'symbolic' value of training credits into tangible and effective processes and procedures.
The first round of Training Credits were issued, from April 1991, by ten TECs and one Local Enterprise Company (LEC), i.e. Birmingham, Bradford, Devon and Cornwall, Grampian, Hertfordshire, Kent, North-East Wales, Northumberland, South and East Cheshire, South London (Solotec) and Suffolk.

The second round, operating from April 1993, covers a further ten per cent of 16 and 17 year olds leaving full-time education — around 37,000 young people in Great Britain. Schemes will be run by TECs and LECs in Calderdale and Kirklees, the Isle of Wight, Merseyside, Northamptonshire, South Thames, Staffordshire, Mid-Glamorgan, Caithness and Sutherland, and Dumbartonshire.

After the first year of operation a progress report was published by the Employment Department in June 1992, following case studies by external consultants, work by the Careers Service Inspectorate, and a postal survey of young people holding credits. This progress report can be obtained from the Training Credits branch of the Employment Department, by telephoning 0742 597626. (See Section 6. Acknowledgements and References for details.)

Although there have been various evaluations of the Training Credits pilot, the outcomes have not been generally published in a detailed, practical format nor widely disseminated.

Training Credits therefore:

- extrapolates from and interprets these reports from the perspectives of learners and colleges;
- translates the messages into practical action points, lessons learned and points to think about;
- outlines the practical lessons learned by colleges from the first round of Training Credits, to assist colleges to prepare for the likely extension of credit schemes.

The bulletin draws directly on the experience of the colleges involved in the Training Credit pilots, gathered by interviews and correspondence with college staff. It concentrates on the 'lasting' lessons, rather than on the short-term problems and difficulties of the first-round pilots which, it is hoped, will be remedied as a result of the evaluations.

The evidence from the first round of Training Credit schemes is that young people think Training Credits are 'much better than Youth Training'. If Training Credits are to be attractive to young people and successful in motivating them, it will be important to maintain and build on this more positive image and to stress the relevance of Training Credits to the full ability range, e.g. publicity material containing case studies, illustrating the use of Training Credits by both 'high fliers' (e.g. NVQ level 3) and by young people with special education needs.

However, many young people did not know that they were the holders of Training Credits, had no recollection of having prepared an Action Plan, and therefore did not know whether they had one or not! In the long term, Training Credits cannot empower young people to purchase training and to create a demand-led system, unless the users are aware of them and understand their power.

Young people will need practical opportunities to develop the skills necessary for 'empowerment'. To expect a 16 or 17 year old to 'negotiate' for training with an employer, or even to mention a 'Training Credit' with any degree of confidence at a selection interview, is a tall order! Opportunities are needed to explore the concept and practicalities of the Training Credit (e.g. entitlement to training). Role play, and perhaps even assertiveness training, will also be helpful in preparing young people to make use of their entitlement. Some students from 'disadvantaged groups' (e.g. ethnic minorities) welcomed such practical preparation for 'empowerment'. This preparation could also be used to challenge gender stereotyping.

Some first-round schemes used cash incentives and other attractive, tangible rewards to help raise awareness of Training Credits and to ensure that the first steps were taken, e.g. a small cash payment or free gift (record token) in return for registration by young people who were eligible. Although perhaps open to accusations of crude bribery, this approach may be successful in bringing in the young people who too easily 'disappear' altogether from the system on leaving school.

On the other hand, schemes which used bandings selectively (i.e. higher monetary value for training in shortage skills areas) found that this had little or no effect on young people's choice of occupation.

The student-centred philosophy will only be realised if colleges find ways of ensuring that learners experience their new power. This might involve:

- a process for drawing up individual training plans which actively involves the learner (e.g. self-assessment activities) and if possible, the employer. The learner needs to 'own' the training plan and feel committed to achieving the agreed targets. Close reference to the individual's Record of Achievement will build a bridge from previous experiences;
3.i The college role

Colleges are likely to be involved with Training Credits in two ways:

- redeeming credits directly, e.g. for 'unemployed' students or on behalf of a number of small employers;
- sub-contracted by employers or other training providers to deliver specified aspects of individual training plans.

Training Credits can only be redeemed against training delivered by a recognised provider. For this reason, and because of perceptions that Training Credits were simply a replacement for Youth Training, some colleges involved in pilot schemes channelled their involvement through the approved training organisation (ATO). In view of the possible scale of Training Credits (all publicly funded part-time vocational education and training provision) it would be advisable for the college itself to become a 'recognised' provider, if this is not already the case.

Information on the criteria and procedure for approval should be obtained from the relevant TEC(s). It would therefore be advantageous if all staff were prepared for Training Credits, not just ATO staff, who will however be able to act as a valuable resource for staff development.

Colleges will need to be able to:

- undertake training planning with individuals throughout the year;
- meet the requirements of individual training plans, e.g. roll-on roll-off access to modularised curricula, work-based assessment;
- track individual progress and achievement, including the achievements of NVQ elements. (See Section 4. College Services and the Curriculum.)

Staff Development will therefore need to be provided for teaching, administrative and support staff, with opportunities and resources for the development or modification of systems and materials. Staff assessing NVQs will need to be accredited as assessors. (See Section 3.iv Staff development.)

Although colleges will be competing for Training Credits with other providers, it may be worth investigating consortium or sub-contracting arrangements with other providers, in order to be able to fulfil the requirements of a volume and variety of individual training plans.

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3.ii Influencing scheme design

The needs of employers and the economy will need to be balanced against the needs of young people, when designing Training Credits schemes. Colleges may be able to play a valuable advocacy role on behalf of young people, based on their experience of vocational education and training with this age group.

TECs are responsible for the design and implementation of local Training Credit schemes. However, the involvement of college personnel, as well as other providers, at an early stage of the design is likely to generate a sense of partnership and shared ownership, as well as the practical benefits of:

- compatible and workable administrative systems;
- translation of the ‘symbolic’ value of Training Credits into processes and experiences which make sense to the holders, based on the experience of college personnel working with young people.

Different levels and kinds of staff will need direct involvement in scheme development and direct contact with their opposite numbers, e.g. contact between staff at the TEC, careers service, schools, other providers and senior managers, middle managers, lecturers, guidance staff, administrative staff.

This will promote a coherent experience for the user, as well as the economic advantages of efficient procedures and compatible systems between the various agencies involved.

Liaison (including joint planning) between college, careers service and schools personnel will assist consistency and coherence for the users by enabling the development of:

- a standard approach to action planning;
- a consistent approach to the use of the National Record of Achievement;
- the integration of action planning with preparation of Records of Achievement;
- a consistent use of terminology.

It will also be helpful to get clear agreement concerning who is responsible for doing what (e.g. action plans, training plans). It should be recognised, however, that in practice, eligibility criteria in some schemes will mean that young people will have gone to school and undergone careers guidance and action planning outside the college-liaison area. For example, they may have entered the TEC area as employees.

Colleges should seek to be involved in the design of training plans in order to bring to bear their experience of what is meaningful for 16-17 year olds. It will be important to ensure that the training planning process not only fulfils accounting and administrative requirements, but also assists young people to define their programmes and develop a commitment to achieving the agreed goals. If the training plan cannot fulfil these two functions it may be necessary to have an administrative form (and procedure) and a separate learning plan (and planning process).

In order to avoid muddle, it will be important to clarify the precise parameters of the scheme as early as possible. This will include factors such as:

- eligibility criteria:
  - the age limit by which a Training Credit should be activated;
  - the time for which a Training Credit will remain valid once activated;
  - whether, once activated, training must be continuous;
  - the range of training that is eligible, e.g. resource-based/’own-time’ learning;
  - boundary issues, e.g. residence or employment criteria;
- definitions of equivalence, e.g. between evening only and day release;
- bandings, e.g. definition, pricing.

On the other hand the need for clarity should be balanced against the need to retain a degree of flexibility and some powers of discretion.

Colleges seeking to influence the definition and pricing of bandings will need to be armed with accurate information about the actual unit costs of providing various kinds of training.

College management information systems (MIS) and administrative systems will need to meet the administrative, monitoring and accounting requirements of Training Credits. Systems must be able to:

- identify Training Credit holders, or eligible non-holders, at enrolment;
- record attendance and use of facilities throughout the individual’s programme;
- record individual achievement (e.g. NVQ elements and units achieved).

Without an adequate MIS system colleges will be unable to claim the full potential value of the Credits.

Some colleges will be in a geographical position to receive Training Credits from several different TECs. It will obviously help, therefore, if the requirements of the various schemes are not too diverse.

It will also be useful to form a cross-college co-ordinating group, in order to ensure consistency of approach within the college.
3.iii Marketing/publicity

There is as yet little cultural awareness of Training Credits and the power of individuals to purchase tailor made training, in the minds of young people, parents or employers. Publicity for Training Credits, and NVQs will be crucial.

Although the TEC is responsible for the design and official marketing of the scheme, colleges, along with other providers, can usefully contribute to the official marketing strategy, and participate in it, e.g. contribute to materials design, take part in parents' briefings.

It is obviously in a college's interest to undertake its own marketing of Training Credits. Colleges will need a clear picture of the local potential market for Training Credits and to target (for publicity and liaison) employers, parents, and teachers, as well as the young people themselves.

The experience of the pilots shows that publicity material needs to be client or user centred rather than product centred, i.e. it needs to present the scheme through the eyes of the user rather than concentrate too much on polemic or the finer points of the scheme.

On the other hand, users require clear factual information about the practicalities of the scheme, in comprehensible language, with readily understood points of reference. In addition to knowing what Training Credits are, and what they are intended to achieve, people need to know:

- eligibility criteria:
  - age limits;
  - geographical location (of residence, employment, or training provider);
  - type of training eligible (e.g. modes of attendance, types of qualification);
  - employment status (e.g. restrictions on certain occupations: employed as opposed to unemployed);
  - what Training Credits can be used for (e.g. books, tools, equipment);
- information on the sums available (the pilots have shown that banding systems need to be kept simple);
- information on how the scheme operates.

Colleges will need to play a role with employers to help them to understand:

- recent developments in vocational qualifications, including the operation of NVQs;
- the need for work-based learning and assessment;
- that Training Credits and NVQs offer a more flexible/individual approach to 'part-time day release';
- that extra resources are available for 'disadvantaged' categories of young people.

If colleges are to recoup funds that would have been included in the base budget or Work-Related Further Education (WRFE) funds, and realise their potential for part-time expansion, they will need to reach employers who have previously employed young people without providing opportunities for training.

Colleges could undertake the responsibilities required by the TEC in order to redeem Training Credits, on behalf of numbers of smaller employers, who would not otherwise be willing (or able) to participate in Training Credit schemes.

Colleges may be able to help brief school teachers about:

- the vocational qualifications available, and how they operate;
- opportunities for part-time vocational education and training.

Moreover, some school teachers may not be convinced of the value of part-time vocational education and training as compared to academic study and progression to higher education. Young people will be influenced by their subject and pastoral teachers, as well as by their year tutors and careers advisers. It will therefore be worthwhile for college staff to work with a range of school staff, perhaps on:

- the joint preparation of materials for parents;
- joint staff development activities on action planning and the use of the NRA;
- shared responsibility for preparing young people to negotiate with employers concerning the use of their Training Credits.

Parents will need to be a key target for publicity, information, and awareness-raising events. The pilots found that young people welcomed information targeted directly at their parents. This was because they themselves did not always feel sufficiently confident or well enough informed to bear the full burden of convincing their parents about Training Credits.

Young people will need to be prepared gradually for Training Credits, throughout their school careers.

Young people will need information about Training Credits. This could be conveyed by:

- leaflets: these can be taken home and used for reference, etc. although attention will need to be paid to language, layout, visual images, and overall visual appeal;
- verbal briefings;
- video presentations: local videos proved successful in the pilot schemes, and can be borrowed for home viewing with parents;
- discussion groups.

College staff could collaborate with schools and career service personnel in providing the above and/or could provide college-specific events and information.
Disaffected young people who have 'disappeared' from the system or who are likely to do so, must not be forgotten, particularly as they may find the opportunities provided by a Training Credit more congenial than conventional full-time education or training. These young people may shun information provided through official channels. It will therefore be important to find other ways of reaching them through, for example: youth centres; record shops; local radio; broadsheets, magazines.

The provision of information about Training Credits is not enough if the aim of empowerment is to be realised. 'Purchasing' training calls for self confidence and good communication skills of 16 and 17 year olds.

Many young people in the pilot schemes were not even aware that they were the holders of Training Credits! Many others felt unable to mention the fact to prospective employers at interview, or even at college enrolment for part-time day release. It will therefore be important to address the need for confidence and communication skills directly, and to work on preparing young people to negotiate with employers and providers. They will also need opportunities to explore the concept of Training Credits and the entitlement to training. This could be achieved by practical sessions involving role play, the use of video, and shadowing.

Colleges will need to prepare their own students leaving full-time further education for Training Credits, if they are eligible (e.g. 17 year olds).

3.iv Staff development

Administrative staff (e.g. finance, MIS) will need the opportunity to explore the parameters of the local TEC scheme and to develop appropriate college systems for monitoring, making claims, paving allowances, etc. If possible, it will be helpful for such staff to have direct contact with TEC staff at an early stage of scheme development.

A wealth of experience relevant to Training Credits resides with ATO staff. It will be important to use this experience as a valuable staff development resource for other college staff. This could be done through consultancy; project leadership; workshops on drawing up training plans, monitoring work placements, work-based assessment, the quality assurance requirements of TECs and the Employment Department.

As the offer of a Training Credit is extended to every young person leaving full-time education, and as this mode of funding guidance and training increases, it will be desirable for all college staff, both teaching and non-teaching, to:

- translate this 'symbolic' purpose into processes, procedures and learning experiences that will assist Training Credit holders to make use of their empowerment and entitlement;
- explore the implications of Training Credits for the college, such as:
  - the cost to the college of drop out, or inability of the college to fulfil an individual's training plan;
  - the need for effective individual tutorial support;
  - the necessity for a modularised curriculum;
- identify their own staff development needs in relation to Training Credits which might include:
  - negotiating individual training plans;
  - training and accreditation as assessors of NVQs;
  - use of computerised MIS to record individual achievement.

Assisting staff to see the links and commonality between current initiatives, may help reduce a sense of 'innovation fatigue' and 'change overload', e.g. Training Credits and the flexible college.

Because funding for Training Credits is tied to the achievement of NVQs, the extension of Training Credits will necessitate real progress towards NVQ delivery by colleges, if colleges are to retain income that would previously have come via Youth Training and part-time enrolments. This will require an intensive and targeted drive towards:

- training and accreditation of all relevant staff as assessors and internal verifiers. Awards based on Training and Development Lead Body (TDLB) national standards are now available from City & Guilds, Pitmans Examination Institute, RSA Examinations Board, Business and Technology Education Council (BTEC), and the Institute of Training and Development;
- development of work-based learning and assessment 'assignments';
- provision of realistic work environments;
- close relations with employers, perhaps based on an exchange of services:
  - college staff could train and assess workplace supervisors as trainers and assessors of NVQs;
  - college staff could provide APL for workplace staff;
  - employers could provide work placements for 'unemployed' Training Credit holders.

As the offer of a Training Credit is extended to every young person leaving full-time education, and as this mode of funding guidance and training increases, it will be desirable for all college staff, both teaching and non-teaching, to:

- explore and understand the underlying purpose of Training Credits, e.g. empowerment of individuals, entitlement, the implications of demand-led curriculum and funding;
Training Credits will require flexible access to the curriculum, including:

- roll-on roll-off access to modularised programmes expressed in learning outcomes;
- resource-based learning;

Curriculum and staff development time will therefore be needed if the college is to make real progress in this direction, e.g.:

- to modularise the curriculum;
- to produce learning materials;
- to devise appropriate student record systems;
- to develop student-centred learning approaches.

The extension of Training Credits, Adult Guidance Vouchers, NVQs, and the general pressures to provide flexible access to learning and assessment for a wider range of clients, will require colleges to provide more, and better quality, one-to-one support, e.g. guidance and tutorial support, individualised learning and learner support.

4. COLLEGE-SERVICES AND THE CURRICULUM

4.1 Enrolment

One of the main problems experienced by colleges involved in the pilot schemes was the failure to identify Training Credit holders and potential Training Credit holders at enrolment.

Some holders of Training Credits and action plans did not identify themselves as such at enrolment. This may have been due to:

- lack of awareness of Training Credits and what they mean, on the part of the young person;
- lack of consciousness of Training Credits and what they mean, on the part of college staff involved in enrolment (e.g. admissions personnel, departmental heads, course tutors, administrative staff);
- failure by college staff to ask the 'right' questions at enrolment, on forms and in MIS requirements.

Some young people were eligible for Training Credits but enrolled as ordinary part-time or part-time day release students. In the case of 16-18 year olds, this would mean that base budget funds were being used when Training Credit funds from the TEC were available. It is therefore, important for colleges to:

- provide staff development on Training Credits for all staff concerned with enrolment, e.g. subject tutors, course team leaders, admissions personnel, administrative staff.

Colleges are likely to receive students with action plans of varying format and quality. The action plans may or may not be integrated with a National Record of Achievement. Staff development will be needed, perhaps with some sample case-study material, in order to decide on the best way of receiving and using action plans. A common and consistent approach will need to be developed and communicated to all relevant staff.

People with Training Credits will not necessarily, and not only, arrive in September during the main 'enrolment season'. Colleges will therefore need personnel and procedures for receiving people with Training Credits at any time in the year. (See 4 ii. Curriculum and services below.)

Colleges will need to decide on the most appropriate personnel and processes for working with individuals on drawing up their individual training plans: Should they be, for example:

- 'generalist' admissions/guidance staff?
- or
- 'specialist' subject staff/programme tutors?

It would seem necessary to involve specialist staff when converting an action plan into a detailed individual training plan, and for this to be the first step in forming a meaningful and supportive relationship between the young person and the staff responsible for reviewing and recording subsequent individual progress. In the case of employed young people, this process should also, in some way, involve their employer.

In the first round of Training Credits, there was sometimes a tendency to treat action planning and training planning as bureaucratic exercises, to be completed primarily for administrative and accounting purposes. Although completion of the plans does indeed trigger payment of funds, the objective of 'empowerment' of the young person will only be realised if the main focus is kept on the process of individual action and training planning and the individual's ownership of the plan. Staff development opportunities will therefore need to be provided for all staff likely to be involved.
The processes involved in receiving and responding to young people with Training Credits are similar to the services necessary if colleges are going to provide flexible access to assessment and the curriculum more generally, such as:

- APL for employed and unemployed adults;
- 'threshold services': guidance and action planning;
- preparation for NVQ assessment.

Moreover, all students enrolling on full- or part-time provision would benefit from:

- individual action planning;
- regular review and recording of achievement;
- ongoing compilation of evidence for assessment and NRA.

The college's response to Training Credits therefore needs to be seen as part of its more general response to a number of current initiatives, and as a sound learner-centred process enhancing achievement by individuals. A whole-college approach also brings the benefits of a rationalised and economic use of resources.

Holders of Training Credits will need an effective induction programme to be available as soon as their individual training plans have been drawn up. This may occur at any time of the year.

Effective induction programmes will be needed to assist Training Credit holders to get the most out of their training. It will also, of course, be important for the college, in economic terms, both to retain Training Credit holders, and to ensure that they achieve the targets specified in their training plans.

As part of induction, young people will need to have impressed upon them the significance of any administrative requirements. For example, one college involved in a pilot scheme in which payment by the TEC was triggered by wiping a smart card, suffered a significant economic loss because students persistently forgot to bring their smart cards to college, or to use them (to record attendance, their use of college facilities, individual achievements) when they did bring them.

4.ii Curriculum and services

Training Credits are designed to stimulate the training market. Colleges will therefore need to compete with other providers to secure and retain Training Credits. Colleges will need to be able to meet the requirements of a variety of individual action and training plans on demand. College provision will therefore need to be flexible, comprehensible, attractive and competitively priced.

Colleges will need to be able to provide flexible access to:

- guidance;
- individual action planning/training planning;
- initial diagnostic assessment;
- APL;
- individual learning programmes;
- modular curricula expressed in learning outcomes;
- roll-on roll-off access;
- resource-based learning facilities and materials;
- NVQ assessment: realistic work situations for learning and assessment;
- work-based learning opportunities;
- regular individual reviewing and recording of progress and achievement.

(See Flexible Colleges: Access to Learning and Qualifications in Further Education FEU, 1991)

Colleges will need to be able to publish an attractive and comprehensible curriculum offer based on modules or units, expressed in learning outcomes and supported by a range of associated services. This portfolio of provision and services will need to be readily understood by employers, young people, and their parents. Considerable curriculum and staff development may therefore be required.

Training Credits will require the increased provision of effective and individual tutorial support. TECs require regular individual reviews of progress and recording of achievement in order to trigger payment. With resources tied to completion and achievement there will be significant financial penalties for colleges if holders of Training Credits drop out, attend irregularly or find that the agreed training plan is inappropriate or beyond their reach.

Because payment for Training Credits is tied to the achievement of NVQs (where these are available), colleges will need to be able to deliver NVQs effectively. This involves:

- the provision of work-based learning and assessment opportunities;
- training and accreditation of workplace supervisors using national TDLB standards;
- training and accreditation of college personnel as internal verifiers and assessors, using TDLB standards.
Tying Training Credits to the achievement of NVQs, where available, will require extensive liaison with employers, e.g:

- provision of information about NVQs;
- training and accreditation of workplace supervisors as assessors.

Training Credits themselves, will require intensive liaison with employers, including:

- drawing up individual training plans for employed Training Credit holders;
- procurement of work placements for unemployed Training Credit holders;
- monitoring of work placements and work-based learning;
- workplace assessment.

For reasons of economy, colleges will need to make their course-based provision more accessible and flexible, rather than make additional provision specifically for Training Credit holders. Colleges will need, for example, to allow for infill, and roll-on roll-off access. This will involve:

- modularisation of the curriculum;
- the establishment of learning workshops;
- the provision of resource-based learning facilities and materials;
- changes in use of accommodation;
- changes in staff roles.

(See Flexible Colleges: Access to Learning and Qualifications in Further Education FEU, 1991)

Modularised programmes expressed in learning outcomes will assist student motivation as well as facilitate flexible access and the design of individual learning programmes to meet training plan requirements.

The expression of programmes in learning outcomes will assist in negotiations with TECs about appropriate targets for achievement where a whole NVQ is not appropriate, e.g. for some Training Credit holders with special educational needs.

The introduction of vouchers for the purchase of open learning materials and support (Government White Paper People, Jobs and Opportunities February 1992) will also act as an incentive for colleges to develop this aspect of their provision.

During the pilot stage of Training Credits there was some difficulty concerning eligible training (e.g. ‘own-time’ learning) and equivalence (e.g. ‘evening only’ provision). This has been perceived as constraining the use of more flexible and innovative approaches.

There are aspects of the current basic Training Credit framework (e.g. the Employment Department-TEC contract, which is focused on the ‘training week’ and restrictive on the use of innovative approaches to the delivery of training) which have led to current restraints. However, it is hoped that these restrictions will be addressed as a result of the national evaluation. Moreover, TECs have varied in the extent which schemes have specified in detail the courses which are eligible for Training Credits. Some colleges have welcomed a list of ‘approved courses’, whereas others see this as blocking flexibility and the provision of tailor-made, learner-centred programmes for individuals.

Colleges need to develop MIS systems which record the use of college facilities and resources as well as conventional attendance in a class.

Colleges need to provide regular assessment points for Training Credit holders. This enables the college to claim regular payments from the TEC, and other training managers to make claims. Eventually it may be more manageable to have regular assessment points for all students than to single out the holders of Training Credits on college programmes.

Although Training Credits are based on individual training plans it will benefit both the Training Credit holders and the college if opportunities for group work can be identified. This will provide the benefits of a sense of group identity, peer group support, and friendship for employed Training Credit holders as well as an economic use of resources for the college.

The ‘price’ set by TECs for various different ‘bandings’ of training may not cover the actual cost of providing training and assessment of a particular NVQ or equivalent. Some colleges in the first round of Training Credits reported ‘cutting down teaching so that the customer gets what he or she pays for’. This approach may not result in the ‘achievement’ that is required to trigger full payment. It may be more appropriate to:

- consider alternative modes of delivery such as learning workshops;
- look at opportunities for cross subsidy;
- explore ways of reducing costs, e.g. by exchanging services with employers (APL for employees, in exchange for work placement);
- prepare evidence of actual costs as ammunition with which to seek to influence future pricing by the TEC (although this could backfire in a competitive environment).
Training Credits have significant implications for cash flow. As the experience of the pilot schemes has shown, the take up of Training Credits is subject to market conditions, not least the state of the national and local economy. Other market factors are within the college's control, e.g. price and range of provision available.

Training Credits represent a relatively 'high risk', unpredictable and unreliable source of funding for FE colleges. In a demand and achievement-led system, failure by an individual to attend, 'achieve', or 'complete', means non payment for the college. This will be the case even though the college may have invested considerable time in an individual, and non-completion may be outside the influence or responsibility of the college. Moreover, a demand-led system means that, theoretically at least, a trainee can take their Training Credit to another provider if they are not satisfied.

Drop out by holders of Training Credits could have significant financial implications for colleges. As one college involved in the first round pilot reported:

'The drop-out rate on YTS was very high, and with 30% of the income now dependent upon completion of achievement, the finances are made even more precarious if Training Credits drop-out rates prove to be similar. Whilst colleges must take some responsibility for non-completion, the trainees spend far more time in the work place, where various pressures and a generally unsupportive organisation can lead to non-completion. Colleges take all the financial risk but are not solely responsible for the outcome.'

The system of staged payments for Training Credits caused problems for colleges involved in the first-round pilots, e.g:

- the retention of relatively high proportions of the total resource available, until completion or achievement of outcomes (e.g. 20% or 30%);
- the need to make claims for rolling programmes at prescribed trigger points for percentage payments, e.g. Credit activated; training plans completed; vocational qualifications (VQs) confirmed.

Poor attendance and the difficulty of tracking students through roll-on roll-off, modularised or other flexible programmes can make recovery of payments difficult.

Individual first-round schemes tied various proportions of provider income to the achievement of specified NVQ units. Where NVQs are available, credits cannot be redeemed and the Employment Department will not release public funds unless NVQs are the target for achievement. Where employers are

5.1 Funding

Colleges will need to know whether the value of a Training Credit adequately covers the cost of training and assessment. This will require accurate costing of college services, e.g. guidance, workplace assessment, use of learning centres. Colleges will need accurate costings in order to decide whether to get involved in Training Credits in a particular vocational area, e.g. the high cost of assessment in some aspects of a particular industry may not be met by the TEC's allocation of resources to the relevant band. Accurate information on costs will also assist colleges in seeking to influence the values allocated to bandings in new or revised schemes.

Costing and pricing college services for Training Credits will also contribute to the college's ability to generate income more generally, e.g. the costing and pricing of diagnostic assessment, action planning, and guidance will enable colleges to sell these services to other clients.

Colleges with strong departmental structures may need to consider whether a whole-college approach to pricing and providing some services will make the college more attractive and user friendly for external purchasers of provision and services, e.g. NVQ assessment, action planning, adult guidance, resource-based learning.

Colleges need to establish 'equivalent' costs of different modes of learning, e.g. evening only; 'own time'. They also need to be clear whether any modes of learning are considered 'ineligible' for support.

Resources will need to be found (e.g. by top slicing) and devoted to the development of flexible learning facilities and materials, in order to enable colleges to respond to the varying demands of individual training plans.

5.ii Administration and MIS

The burden of 'administrative hassle' loomed large in the experience of colleges involved in the first round of Training Credits. It is hoped that the administrative requirements will be simplified as a result of the national evaluation of the pilot schemes.

Colleges will need efficient systems to meet the administrative requirements of Training Credits, e.g. claims for percentages of banded values; Training Credits activated; profiled payments; training plans completed; placement allowances; training allowances; VQs confirmed.

One college involved in the pilot reported that the resources required to deliver the administrative requirements of the scheme amounted to approximately 30% of the income from the lower bands. Because of the sheer volume of administration, some colleges thought that efficiency would be
Training Credits Training Credits are a valuable tool for ensuring that the administrative requirements of Training Credits are familiar to all administrative staff and integrated within college systems.

Colleges will need to ensure that they have efficient systems to enable them to claim full payment for Training Credits. This entails accurate information on individual attendance (e.g., on modular, individualised programmes); achievement (including NVQ units and elements); and use of college facilities and resources. Information collected at enrolment should enable Training Credit holders, and those eligible for Training Credits, to be identified. The MIS will need to be able to track Training Credit holders throughout the system.

Arrangements for monitoring and reviewing student progress can provide regular 'trigger points' for making claims to the TEC, and enable other training managers to make claims at known intervals.

Where smart cards are used as the means of registering attendance and use of facilities, it will be necessary to impress upon students the need to bring the cards to college and to use them correctly. It may be necessary to use backup paper-based recording systems in the early stages of the scheme, to enable the full value of training provided to be claimed.

It will obviously be helpful to seek compatibility between TEC and college software as far as possible.

Common systems need to be developed which, as far as possible, enable colleges to meet the statistical and accounting information requirements of TECs, the Further Education Funding Councils, and other significant external sources of funding. It will therefore be worth mapping these various requirements in order to identify common denominators and variations and to develop one comprehensive system as far as possible.

For further information please contact Sue Carroll, Development Officer, Further Education Unit, Citadel Place, Tinworth Street, London SE11 5EH. Telephone: 071 962 1280. Fax: 071 962 1266.

Thanks to the following colleges involved in TEC first-round pilots which supplied information and views:

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Training Credits: A Report on the First Twelve Months
The Employment Department has commissioned extensive local and national evaluation of the first 11 training credit pilots. The early results of this evaluation have been drawn together in:

The national co-ordinator's final report of the 11 case studies: Training Credits Evaluation (prepared by Coopers and Lybrand Deloitte for the Employment Department, January 1992). This includes:

- Overall conclusions and recommendations
- Final Report - Paper B Young People
- Final Report - Paper C Further Education

as well as reports covering the constituent parts of the evaluation. These are all available, free of charge, from:

Training Credits Enquiry Point
Room A/3 Porter Brook House
c/o Moorfoot
Sheffield S1 4PQ
Tel: 0742 597626

HMI Evaluation Report on Training Credits September 1992

Training Credits and Young People with Disabilities and Learning Difficulties

FEU Action Planning Process and Training Credits
An unpublished FEU summary report (available on request) focusing on the experiences of young people with special learning and training needs, within the Northumberland TEC scheme 1992 produced by Northumberland College of Arts and Technology.
1. Strategic planning
Have the implications of Training Credits and vouchers been taken into account with the strategic plan?
What steps have been taken to integrate responses to Training Credits with responses to other current initiatives?

2. Scheme parameters
Is the college clear about the parameters of the local scheme, e.g., eligibility criteria, bandings?

3. Defining the college's involvement
Will the college act only as a provider, or as a managing agent, or perhaps as a co-ordinator on behalf of small employers who might otherwise be unwilling to participate in a Training Credit scheme?
Has the college defined the scope of its role as a provider? e.g. by considering the relative costs of delivering NVQs in different vocational sectors, in the light of the monetary values allocated to bandings within the relevant TEC scheme.

4. Costing and pricing
Does the college have accurate information about the actual costs of providing various kinds of training and assessment?

5. Recognised provider status
Has the college taken steps to become a 'recognised provider' by meeting the TEC criteria and undergoing the procedure for approval?

6. Pro-active role with the TEC
Is the college actively involved with the TEC in scheme design, marketing, and the development of compatible systems?

7. Collaboration with other players
Has contact been established with other 'key players' (e.g. schools, careers service, other providers) to ensure an adequate range of provision and services for Training Credit holders, and to establish a consistent approach to action planning, use of Records of Achievement, and terminology?

8. Marketing Training Credits
Have arrangements been made to market Training Credits to young people, their parents, their teachers, and employers?

9. Responding to individual training plans
Will the college be able to respond flexibly to the requirements of a variety of individual Action Plans, and training plans, throughout the year?
Does the college have a strategy for ensuring real progress towards modularising the curriculum, providing learning workshops, producing flexible learning and assessment materials, establishing appropriate student record systems?

10. Ability to deliver NVQs
Does the college have a phased and targeted strategy for:
- training and accrediting relevant college staff as assessors and internal verifiers?
- providing access to realistic work environments?
- training and accrediting workplace supervisors?
- relevant staff (teaching, support, administrative) understand the Training Credits scheme?
Have opportunities and resources been provided for the development or modification of systems, procedures and materials?
Will staff development opportunities be provided to enable staff to explore and develop student-centred approaches?
Is there a strategy for ensuring that staff who will be involved in the delivery of NVQs and GNVQs will be trained and accredited as assessors and internal verifiers?

12. Identifying Training Credits holders at enrolment
Do college enrolment procedures ensure that holders of Training Credits, or individuals eligible for Training Credits, are identified at enrolment?

13. Induction
Have induction programmes been devised that will assist young people to get the most out of their entitlement to training?
Does your induction programme ensure that Training Credit holders understand the significance of any administrative procedures, e.g. the use of a Smart card as a means of registering attendance?

14. Individual tutorial support
Is the college able to provide regular individual tutorials for Training Credit holders, in order to review progress, identify problems, and record achievements?

15. Regular assessment points
Is the college able to provide regular assessment points for Training Credit holders, thereby monitoring individual progress closely and enabling the college and other training managers to make regular claims from the TEC?

16. Tracking Training Credit holders
Are the college's MIS and administrative systems capable of meeting the administrative, monitoring and accounting requirements of Training Credits? e.g. able to record individual attendance on flexible learning programmes and individual achievement of NVQ units?

17. Claiming payment for Training Credits
Are efficient systems in place to enable full payment to be claimed, e.g. claims for percentages of banded values, Training Credits activated, training plans completed, placement allowances?

18. Consistency within the college
Have steps been taken to ensure a consistent approach to Training Credits across the college?

19. Preparing college students for Training Credits
Has the college taken account of the fact that students leaving full-time education may be eligible for Training Credits, and will therefore need some preparation? e.g. familiarisation; action planning.
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