This report briefly describes and analyzes three interrelated areas of reform of post-school education and training in the United Kingdom (chiefly England and Scotland) within the wider historic and political-cultural context. These areas are the subjects of the first three report sections. Section 1 addresses the lifelong learning initiatives of the United Kingdom Government, the Campaign for Learning of the private sector, and Nongovernmental Organizations alliance. Focus of Section 2 is on the reforms in both higher and further education sectors from the perspectives of policy development, quality assurance, and enabling greater coherence. Section 3 contains a cluster of four case studies that illustrate the scope of reform in such disparate fields as further education, application of learning technologies, modern apprenticeship, and a University for Industry. Several common themes run through the cases: concern for enabling greater recognition and transferability of learning; ensuring wider access to learning; and strengthening the economic fabric of the nation. Section 4 has summary observations pertaining to the lesser priority Canada gives to reform of education and training. A 21-item bibliography is appended. (YLB)
TOWARDS A LEARNING NATION:

A VIEW OF REFORM OF UK EDUCATION AND

TRAINING

A Report of a Study-Visit to the UK sponsored by the British Council and the Centre for Curriculum, Transfer and Technology

September 12 - 28, 1997

KEITH DUNBAR

&

DR. RON FARIS

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HIGHLIGHTS

- The pace of reform has accelerated

- Education has been declared Government's number one priority

- Commitment to a Lifelong Learning Strategy is woven throughout all education and training reform initiatives:
  - a minister for lifelong learning appointed
  - a lifelong learning White Paper is imminent
  - a pilot Individual Learning Accounts project is being implemented
  - a national Learning Bank is under consideration

- A prominent national public Campaign For Learning has industry and Non Governmental Organizations leadership

- Recent major reports on further education and higher education promote learning outcomes-based and general education approaches as well as new national quality assurance systems

- proposed creation of an Institute for Learning and Teaching in Higher Education

- New central agencies have been created as a result of amalgamation of existing bodies in the fields of:
  - curriculum and qualifications
  - quality assurance, and
  - examinations/awarding

- Learning technologies emerge to highly influence teaching and learning

- A Credit-based Qualification system is proposed as a common way to describe, measure and compare achievement

- A Modern Apprenticeship system appears to have successfully increased participation

- A pilot scheme for Graduate Apprenticeship for university undergraduate and graduate students has been announced

- A new University for Industry will be the hub of a national learning network to target small enterprise needs via work-place, home-based and learning centre programs
ACKNOWLEDGEMENTS

This study visit would not have been possible without the generous support and assistance of the British Council. Many thanks to Caroline Warrior and Sheila Donahue in the Ottawa, and Sheila Mykoo in the London, office of the Council (http://www.britcoun.org/) for their advice, patience and aid. Never once in our travels were we ever truly lost!

The assistance of Paul King, Director, British Columbia House, and his able secretary, Clara Guzzardi, was also greatly appreciated.

We met many friendly and knowledgeable experts throughout our visit to a wide range of central agencies and educational institutions. A full list of these key informants is provided in Appendix A. They generously gave of their time and expertise, and provided information, often in the form of appropriate reports, which proved invaluable to our study. From these reports and related web sites we were able to gain both a deeper and an up-to-date picture of a dynamic environment.

The authors are responsible for any errors, omissions or misinterpretation of information, and all views in this report are those of the writers and do not necessarily reflect those of the Centre for Curriculum, Transfer and Technology.
INTRODUCTION

The purpose of our visit was to acquire up-to-date information and identify some key contacts regarding the reform of post-school education and training in the United Kingdom (chiefly England and Scotland) with a particular focus on their competency and learning outcomes-based approaches in the further and higher education systems. Further, we attempted to gauge the commitment to reform towards a lifelong learning model which their new Government had recently announced.

These ambitious goals were to be achieved during a two week visit to the Department for Education and Employment (DfEE), a number of central agencies engaged in funding, quality assurance, or curriculum and technological development in both England and Scotland, and a visit to one further education college (see Appendix A - Visit Schedule and Key Informants). This is a report of a reconnaissance, not an in-depth study with a narrow focus. Realistically, what at best was gained was an impressionistic picture of a complex and vibrant system in yet another state of change.

We had both originally been in Britain in the early 1960's; one of us had taught in a factory classroom and a day college at that time. Ron Faris had also conducted a survey of the British adult education system in the early 1980's courtesy of the British Council, as well as an investigation of reform of adult basic education initiatives on behalf of the Ontario government in the early 1990's. We had witnessed the shift of their adult education sector from a service orientation to that which was largely market-driven. We had also seen earlier attempts to reform an education/training system, components of which were elitist and tradition-bound (one present-day awarding body originated in the middle ages), so that it was both more accessible and responsive to modern needs and demands.

Past studies (Faris: 1990; 1994; 1995; 1996) had revealed the extent and depth of British Government commitment to reform of an education and training system which had historically been the model for most Canadian jurisdictions. Until the post Second World War years there had been significant British influence on our post-secondary and adult education systems. To this day most apprenticeship systems in Canada are based on the traditional British system. Yet, as we will learn, news about significant reform of not only their apprenticeship model but also their post-secondary systems appears not to have reached their Commonwealth colleagues in Canada. Ironically the current British leadership appears more ready to challenge some of the old educational shibboleths than many in leadership positions in Canada.

Perhaps one reason for our relative ignorance is the pace of change in Britain, which appears to be accelerating with election of a new Government dedicated to major education reforms. For example, in the three month period before our visit
two major reports (albeit commissioned by the previous Government with all-party agreement) were made public. These reports, to which we will make direct reference in the body of our report, were:

- *Learning Works: Widening Participation in Further Education*, a report to the Further Education Funding Council by a committee chaired by Helena Kennedy QC, submitted June, 1997, and

In addition to these post-secondary reports, Government published its White Paper, *Excellence in Schools*, in July, 1997, and set out its challenges as well as its agenda for action in the school system.

The new Government had also commissioned a series of public consultation papers, including one on the strategic framework for the work of the DfEE and its partners. This paper, *Learning and Working Together for the Future*, was released in print and electronic version (http://www.open.gov.uk/dfee/lwt/index.htm) near the end of our visit, September 26, 1997. It identified six key challenges for the Department, namely:

- raising standards in education and training to internationally competitive levels
- making a reality of lifelong learning
- helping people to move from welfare into work
- tackling deprivation and social exclusion
- creating a fair and flexible labour market; and
- creating and sustaining partnerships - both in developing and delivering policy.

Three major consultation papers were released by DfEE in the past month of October, 1997 which all touch on important aspects of the education reform agenda, namely,

- *Connecting the Learning Society*, which raises possible future use of the National Learning Grid, the model of which will be launched in early 1998, and the full Grid in the Autumn, 1998. The paper's Forward by Prime Minister Blair states that "Education is the Government's number one priority" and affirms that the Grid's benefits will "spread beyond..."
schools, to those involved in lifelong learning”. (http://www.open.gov.uk/dfee/grid/forward.htm)

- **Qualifying for Success**, which seeks views on how to broaden academic levels and upgrade vocational qualifications by building on the Dearing recommendations. (http://www.open.gov.uk/dfee/qualify/index.htm)

- **Millennium Volunteers**, which encourages response to a proposed national Millennium Volunteer Program of student and citizen voluntary service. (http://www.open.gov.uk/dfee/millen/index.htm)

All three consultations are part of the Government’s aims of promoting social cohesion as well as a more internationally competitive learning society. The papers are a blend of clear overall policy direction, appropriate options and a sharing of difficult problems to be resolved. The magnitude and quality of public response to this policy formation approach should prove of interest to all concerned with techniques for participatory democracy.

It is within the wider historic and political-cultural context that the following report must be viewed. We attempt to briefly describe and analyse three interrelated areas of reform:

- the lifelong learning initiatives of the Government and the Campaign for Learning of the private sector/Non Governmental Organizations alliance

- the reforms in both higher and further education sectors from the perspectives of policy development, quality assurance and enabling greater coherence

- a cluster of four case studies which illustrate the scope of reform in such disparate fields as further education, application of learning technologies, modern apprenticeship and a unique University for Industry.

It is to the wide-ranging yet integrating lifelong learning initiatives of both the Government and the private/Non Governmental Organizations alliance that we now turn.
THE LIFELONG LEARNING INITIATIVES

The notion of lifelong learning has been recognized for over half a century by the British adult education community. As early as 1919 a Report of the Adult Education Committee of the Ministry of Reconstruction claimed that “the necessary conclusion is that adult education must not be regarded as a luxury for a few exceptional persons here and there, not as a thing which concerns a short span of early manhood, but that adult education is a permanent national necessity, an inseparable aspect of citizenship, and therefore should be both universal and lifelong.”

Despite these historic roots, little systematic thinking regarding the concept and practice of lifelong learning took place on the world stage until the UNESCO report, Learning to Be, (the so-called Faure report) gained global attention in 1972. When the Thatcher government withdrew from UNESCO in the early 1980’s, following the American lead, no official interest was expressed in what was seen as essentially a European, if not worse French, concern. Some limited action by the Major government, particularly regarding the issue of individual commitment to lifelong learning, gained greater prominence from initiatives outside government. With 1996 being declared the European Year of Lifelong Learning by the European Union and both UNESCO and OECD issuing substantial reports on the concept that year, the challenge could hardly be ignored (see Learning: The Treasure Within (the Delors Report of UNESCO’s International Commission on Education for the Twenty-first Century), and Lifelong Learning for All (documentation prepared for a meeting of the OECD Education Committee at Ministerial Level, 16-17 January, 1996).

Domestically, a decade of work by Sir Christopher Ball led the Royal Society of the Arts (RSA) to create a coalition of private sector and Non Governmental Organizations to form a national Campaign for Learning in April, 1996.

The final thread in this confluence of events was the commitment of the Labour party, then in opposition, to a cluster of policies which promote a lifelong learning society in Britain. With the election of a new Labour Government in the spring of 1997 a host of government initiatives based of Labour’s “Lifelong Learning” policy document commenced. It is to these initial actions that we now turn.
Government

"The next decade will define the nation's future. Our aim must be to build a nation which is both socially cohesive and economically competitive. The Department for Education and Employment (DfEE) exists to help achieve this, through investing in the knowledge, skills and employability of all our people from their early years and throughout their lives."

David Blunkett
Secretary of State for Education and Employment
Forward to the proposed DfEE strategic framework Learning and Working for the Future, 1997

Many of the first initiatives of the new Labour Government were enunciated while they were in opposition. Several major ideas had been developed in an independent left-wing think-tank, the Institute for Public Policy Research (IPPR); chiefly the University for Industry (Ufi) and the Individual Learning Accounts. Thus when Labour assumed office the creation of a post of Parliamentary Under Secretary of State for Lifelong Learning was welcomed. Dr. Kim Howells, who had been shadow minister for Trade & Industry, was appointed Under Secretary while Baroness Tessa Blackstone, a noted academic, was selected as Minister for Education and Employment in the House of Lords with responsibility for Lifelong Learning. Immediate action was taken by the new Government in a wide array of areas in a fashion that both acknowledges the importance of expressing the notion in a coherent, integrative way while recognizing that learning is both lifelong and life-wide.

A National Learning Helpline (an 800 service) was announced in the spring as part of a growing concern to provide learners with easier access to appropriate information, and subsequently counselling. In addition, a website created in 1995, (http://www.transcend.co.uk/lifelong_learning/ilnnews/iln1000.htm) and dedicated to promoting individual commitment to lifelong learning, was established permanently for individuals, organizations and workers in the field of guidance and lifelong learning. The pilot or demonstration stages of both the Ufi and the Individual Learning Accounts initiatives, were announced (see the case study provided in this report for a more detailed discussion of the Ufi).

In May a National Advisory Group on Adult and Lifelong Learning was formed to advise the Secretary of State on the preparation of a White Paper on Lifelong Learning. Through publication of the White Paper, the Government is aiming to:

- make a formal, public statement of its commitment to lifelong learning and its vision and plans in this area
- help keep the profile of lifelong learning high; and
- stimulate widespread public debate about lifelong learning.
The Secretary of State has indicated that the Lifelong Learning White Paper should offer an overall vision of the concept and an integrated way forward. The Paper, expected by mid-November, will be followed by a multi-faceted consultation process of almost six months which will conclude in March, 1998.

Certainly the consultation papers released in October, which make systematic reference to lifelong learning, indicate that the new Government views it as both an organizing principle and a social goal for their reform agenda. This is an agenda which is both comprehensive, including learning in the workplace, at home, in the community or in institutions, as well as measurable, with objectives for providers and learners. Thus, the renewed commitment of the new Government to the National Targets for Education and Training for the year 2000 has been welcomed by the industry-led coalition which promulgated and promoted them since 1991. Indeed, the broadly-based National Advisory Council for Education and Training Targets welcomed the Government’s expansion of both its Foundation Learning (educational achievement by age 21) and its Lifetime Learning targets (workforce qualifications as well as employer involvement in Investors in People, a commitment to learning organization-like criteria for continuous employee education).

The New Government’s approach can be characterized as:

- comprehensive and coherent
- systematic and integrating; with
- measurable objectives.

In sum, there appears to be a serious and substantial lifelong learning initiative on the part of the UK Government. Equally impressive is a growing movement in the non-formal sector which supports and augments this initiative.

**The Campaign for Learning**

"Our aim is to change the culture, to persuade people that they should care about their learning in the same way that we are all gradually learning to care about the environment or about our own personal health."

Sir Christopher Ball
Chairman of the Campaign for Learning

The national four year Campaign for Learning was launched in April, 1996. It is co-ordinated by the Royal Society for the encouragement of Arts, Manufactures & Commerce (RSA) which was founded in 1754. The Campaign is an alliance of organizations including DfEE, the National Council of Technical Education Centres, the National Institute for Adult Continuing Education (a sister body to Canada’s...
defunct CAAE), the Open University, many leading UK companies and the Trades Union Congress. Its three key objectives are:

- to increase understanding of the importance of personal learning
- to raise expectations and increase aspirations for learning, and
- to stimulate a real, measurable and beneficial difference in behaviour.

The Campaign is directly targeted at the general public and it aims to use marketing techniques to stimulate demand as well as support and increase the supply of learning.

A “Learning for Life” logo has been the centre of a promotional campaign which will also develop a range of motivational learning products such as Personal Learning Action Plans, a guide for creation of learning organisations and materials to stimulate and guide would-be and active learners (http://www.transcend.co.uk/llis/cfl).

The success of the Campaign will be measured in the year 2000 by four criteria:

- significant improvement in the number of people actively taking part in learning compared with a benchmark State of the Nation poll in 1996
- more people using their own Personal Action Plans
- more organisations, small and large, actively working to the principles of the learning organization guide; and
- increasing commitment to the National Targets for Education and Training.

Thus in Britain a broadly-based alliance working in concert with, but largely independent from, government is adding significant value to the promotion of a lifelong learning culture - a model Canada could well consider. Yet, as we will learn, major reforms in the post-secondary sector are also wittingly leading towards a learning society.
REFORM OF EDUCATION AND TRAINING:  
REPORTS AND TRENDS

Current Policy Development

Throughout our visit references to two recent reports were constantly made by our informants. The first of these studies was focused on the reform of the further education system (Learning Works: Widening Participation in Further Education, a committee report commissioned by the Further Education Funding Council, chaired by Helena Kennedy QC, chancellor of one of the new universities). The second dealt with reform of the higher education system (Higher Education in the learning society, a National Committee of Inquiry chaired by Sir Ron Dearing, the highly respected ex-chairman of the School Curriculum and Assessment Council and author of a recent Review of Qualifications for 16-19 Year Olds).

The Higher Education sector is comprised of 136 Universities and 56 Colleges of Higher Education in England and Wales and 14 Universities in Scotland (as well, some 75 Further Education Colleges offer franchised higher education programs). Further Education is comprised of 450 Further Education Colleges in England and Wales and 46 in Scotland. For purposes of this report the term “university” will refer to Higher Education institutions and “college” to Further Education establishments.

1) HIGHER EDUCATION

Our title, 'Higher Education in the learning society', reflects the vision that informs this report. Over the next 20 years, the United Kingdom must create a society committed to learning throughout life. That commitment will be required from individuals, the state, employers and providers of education and training. Education is life enriching and desirable in its own right. It is fundamental to the achievement of an improved quality of life in the UK.

Sir Ron Dearing  
Introduction,  
Higher Education in the learning society, 1997

The Dearing report is the most substantial review of Higher Education in the United Kingdom since the Robbins Committee in the early 1960's. The inquiry was to review all aspects of Higher Education and make recommendations to meet needs over the next 20 years. The first of a number of Committee principles illustrate the scope of its remit as it asserted that “there should be maximum participation in initial higher education by young and mature students and in lifetime learning by adults, having regard to the needs of individuals, the nation and the future labour market.”.
The report emphasized an international context in which investment in higher education was crucial. It concluded that “in the future, competitive advantage for advanced economies will lie in the quality, effectiveness and relevance of their provision for education and training, and the extent of their shared commitment to learning for life.”

The report concluded that “the aim of higher education should be to sustain a learning society.”

Among its 93 recommendations, a number focus on various aspects of the nature of teaching and learning. For example, the report calls for “a radical change in attitudes to teaching” and urges establishment of a professional Institute for Learning and Teaching in Higher Education to “establish higher education teaching as a profession in its own right.” It also recommends that students be offered programs with “a broader knowledge of a range of subjects” and “clear statements about the intended outcomes.” It is recommended that every university immediately develop for each program, a “programme specification which identifies potential stopping-off points and gives intended outcomes of the programme in terms of:

- the knowledge and understanding that a student will be expected to have upon completion
- key skills: communication, numeracy, the use of information technology and learning how to learn
- cognitive skills, such as an understanding of methodologies or ability in critical analysis, and
- subject specific skills, such as laboratory skills.

Further, the report urges that “awards should be based on achievement, with less emphasis on length of study required” and that, as in Scotland, undergraduate level credit for work-based learning should be recognized. Indeed the breadth of Scottish undergraduate degree programs compared to the rest of the UK is also noted with approval. The full text of the Dearing report, its associated Scottish report, appendices and background research papers is available on the website http://www.leeds.ac.uk/educol/ncihe/natrep.htm.

Dearing not only calls for clear outcomes-based statements for all higher education programs but also a qualifications framework which encompasses vocational (National Vocational Qualifications or NVQs) and academic qualifications. His proposed framework equates the higher level NVQs to academic qualifications from the certificate to the doctoral level. There are several imperatives for such a fusion.
First, the creation of a single structure for higher education in 1992, which ended the division between polytechnics and the ‘old universities’, saw the ‘new universities’, with their original focus of vocational education, providing a range of programs, largely in the professions, engineering and technical areas, as well as management training, which offered higher level NVQs. Second, the Committee of Vice-Chancellors and Principals (CVCP) had supported the involvement of the universities in the development of NVQs, and the possible development of higher level GNVQs (outcomes-based vocational/academic qualifications).

Finally, a major trend towards increased modularization of degrees (sometimes, but not always, based on learning outcomes) provides the potential for credit accumulation and transfer. In the wake of the trend, the issue of outcomes has been raised increasingly. A consultation paper, *GNVQs at Higher Levels* (NCVQ, 1995), summarized the perceived advantages in setting explicit outcomes for each module or course, as follows:

- clarify to students what is expected of them
- lead to improved methods and quality assurance
- enhance student motivation
- result in better informed student choice of courses
- allow greater opportunities for credit accumulation and transfer and for different modes of learning; and
- facilitate assessment of core skills.

The paper adds, however, that the need to avoid fragmenting the learning experience is recognized.

The Dearing report makes detailed recommendations in an array of fields including finance, governance, scholarship and research, and use of technologies. The response of many of our informants to the Dearing report was like that of the Government - generally positive. Initial Government response regarding funding was two-fold. First, Government increased funding in certain higher education areas. For example, the Higher Education Funding Council (HEFC) announced 5% extra funding for part-time and mature students.

Second, it modified the Dearing recommendations regarding student fees in such a way as to eliminate fees for lower income students while imposing them for the first time on all others.

Critics of the report, which include Open University and adult education spokespersons, feel that it does not sufficiently recognize the special needs of part-
time learners or of a more integrated higher-further education system for Britain. They point out that the issue of future relations within the total post-school sector is largely ignored not only in this report but also in a companion report on Further Education which dared, however, to urged a 'quantum leap' or massive and sustained investment and redistribution of resources to and within further education.

2) FURTHER EDUCATION

Lifelong inclusive learning becomes meaningless rhetoric if money is not available to make such a grand project reality. And it is a grand project if it is to be real.

Helena Kennedy
Introduction;


The Kennedy report was released in June 1997, some two months before the Dearing. Its task was to make recommendations to the Further Education Funding Council, a central agency responsible to parliament for allocation of funds to the further education sector, local education authorities and others for further education courses, regarding ways of widening participation in the field. It proved to be a more comprehensive and radical document than the latter.

Arguing that learning is central to economic success and social cohesion, the report made recommendations to Government, including that it should:

- provide leadership to place the creation of a self-perpetuating learning society at the heart of the national common purpose
- create a national strategy for post-16 learning to widen not simply increase participation
- set new and comprehensive 'National Learning Targets'
- promote the establishment of employers' learning centres as part of the 'University for Industry'; firms with over 200 employees should set up their new centres, and smaller firms should be encouraged to work together to create them
- create a 'Learning Nation Fund' from the national lottery funds to achieve the quantum leap in post-16 learning needed to tackle the backlog of underachievement
- extend tax incentives to encourage private sector employers to establish employee development schemes
- create a national partnership to develop a credit framework for implementation within the next five years, and
• develop a 'Charter for Learning' which would set out the rights of all adult learners in terms of advice and guidance, funding, support, teaching and the quality of education and training.

The issue of Individual Learning Accounts was raised. While the idea was "attractive in principle as a radical and powerful tool for creating a mass learning culture", the report urged an in-depth investigation of the concept to ensure that any scheme did not in practice further exclude those who are already disadvantaged. Interestingly, the Dearing report, issued two months later, includes a substantial background research paper on Individual Learning Accounts and a Learning Bank which assesses the contribution such a system could make to student funding and provision in higher education and lifelong learning.

Taken together, the two reports provide a timely data base for the imminent White Paper on Lifelong Learning. Woven throughout these public policy initiatives is the thread of lifelong learning. The design or vision is of a learning society in which the dominant culture values, facilitates, celebrates and invests in learning in all its forms. It is also a society which appreciates and promotes excellence in all its manifestations (which has led Dearing to call for a "national strategy of excellence"). Little wonder that an important component of reform of British education and training systems has been a growing concern with quality assurance.

**Quality Assurance**

...*We welcome choice, flexibility and wide access. However we seek to encourage diversity within a framework where qualifications are widely understood, standards are high and respected, and the quality of teaching and student learning is amongst the best in the world*...

Sir Ron Dearing
Chapter 10, Qualifications and Standards, Higher Education in the learning society, 1997

Following the 1991 White Paper *Higher Education: A New Framework* and the subsequent *Further and Higher Education Act 1992* separate funding councils for higher and further education were established. In addition to allocating funds to their respective institutions, the councils were also assigned a set of responsibilities and requirements in respect of quality assessment, including:

• the responsibility for securing provision for assessing the quality of education

• the establishment of a Quality Assessment Committee

• the appointment of suitable assessors

• the determination of the assessment approach
- the functions of visit reports, and
- liaison with other funding councils and other relevant bodies.

The same 1992 Act enabled establishment of the Higher Education Quality Council (HEQC) which was to cover the principal services of quality assurance and quality enhancement for all universities and colleges of higher education. HEQC was responsible, until its recent demise, for quality assurance, including the regular auditing of the ways in which institutions discharge their responsibilities for standards and quality. It worked closely with the quality assessment committees of the three funding Councils of England, Scotland and Wales. It also provided services for quality enhancement, (http://www.niss.ac.uk/education/heqc/workof.html), including dissemination of good practice.

Over the past five years slightly different approaches to quality assurance have occurred in England and Wales, while Scotland has introduced more significant reforms, such as granting financial rewards for “excellence”. From the outset predictable questions about the definition and assessment of quality arose. In response to these queries the Higher Education Funding Council for England (HEFCE) enumerated examples of “good practice” which include:

- up-to-date curricula and syllabuses
- a well-organized programme of teaching
- effective curriculum delivery
- student support
- appropriate assessment methods
- feedback to students
- the development of specialist and generalist skills
- a supportive environment
- sufficient support staff
- external input; and
- quality assurance.

The main features of the evolving quality assessment method are:

- assessment against subject aims and objectives set by each provider
assessment of the student learning experience and student achievement captured within a core set of six aspects of provision:

- curriculum design, content and organization
- teaching, learning and assessment
- student progression and achievement
- student support and guidance
- learning resources, and
- quality assurance and enhancement

- combination of internal and external processes; and
- assessment by peer review.

Two tests are applied during peer review by the assessors, namely:

1) To what extent do the student learning experience and student achievement, within this aspect of provision, contribute to meeting the objectives set by the subject provider? and

2) Do the objectives set, and the level of attainment of those objectives, allow the aims set by the subject provider to be met?

In 1995 the HEFCE committed 8 million pounds over two years to stimulate and disseminate good practice in teaching and learning throughout the sector. It disseminated the outcomes through, for example, publications, electronic databases, seminars and conferences (http://www.hefce.ac.uk).

Colleges, since their incorporation in April 1993 have devoted considerable resources to developing policies, systems and procedures to assure and control quality through self-assessment processes. From September 1997 a revised framework for inspection for the Further Education Funding Council will be in effect in order to validate the colleges self-assessment. A July 1997 Council report identified a number of quality assurance good practice statements in a variety of critical areas including:

Quality Assurance Policies and Their Implementation
- There is a clearly defined policy and system which is supported by all staff
- Governors are consulted on quality assurance procedures and contribute to their development
• Quality assurance procedures are linked to management procedures and planning cycles

Standards and Targets
• Quality standards are defined in measurable terms and are monitored
• Governors are involved in monitoring the quality of the college’s provision and in establishing indicators by which to assess improvements to it
• Quality standards enable staff to develop a comparative view of achievements

Teaching and Learning
• There is an emphasis on standards of teaching and learning and the quality of students’ experience in college
• Lessons are observed and judgements on them shared with those teaching them

Course Reviews
• Reviews are thorough, valued by those taking part, and result in action plans
• Review and evaluation involves collecting students’ views

College Charters
• The college charter is in active use and complaints procedures are well established

Self-assessment
• The college informs itself of the strengths and weaknesses of its quality assurance procedures
• The college’s self-assessment report accurately identifies the institution’s strengths and weaknesses

Internal Validation and Verification
• The college validates its courses and is taking steps to develop and co-ordinate internal verification of assessment standards and procedures

Staff Appraisal and Training
• Staff appraisal is linked to staff development and valued for its outcomes
Staff development has a high profile and includes induction and support for newly qualified teachers.

Both the Kennedy and Dearing reports dealt with quality assurance issues. Kennedy called for national standards for quality assessment and performance measurement in the colleges. It specifically recommended that quality assurance principles and practice be adopted in the development of a coherent system of information, advice and guidance in the post-16 area.

In March 1997 a single Quality Assurance Agency for Higher Education was incorporated. It assumed responsibility for the work of the Higher Education Quality Council as well as the Quality Assessment Divisions of the Welsh and English HEFC. The new Agency awaited the Dearing recommendations on quality assurance. Dearing proposed three main functions for the Agency:

- quality assurance and public information
- standards verification, and
- the maintenance of a proposed qualifications framework.

In regard to standards verification Dearing urged the Agency to provide mechanisms for program outcomes to be identified as well as manage an enhanced examiner system. He also saw the development of a qualifications framework, linked to the National Vocational Qualifications, as an important continuing function. Further, the Agency would assist institutions to credit rate all their programs, and develop and operate a Credit Accumulation and Transfer Scheme.

A final note on the importance the British place upon quality assurance is that they are the only nation which insists on quality audits of the higher education courses delivered by UK institutions to overseas partners. This initiative arose partly as a result of critical media interest within and outside the UK and partly as a demonstration that British higher education takes quality and standards very seriously. Indeed, it is this commitment to quality that the British feel will give them a competitive advantage in the international marketing of education and training. Thus, this fall the issue of quality assurance was heralded as they created the UK Vocational Education and Training Export Centre and a company, British Training International, to co-ordinate marketing efforts of UK organizations seeking to export vocational qualifications, occupational standards and related training services to overseas countries.

**Enabling Greater Coherence**

The Education Act of 1997 enabled the creation of not only a single Quality Assurance Agency but also a unified Qualifications and Curriculum Agency (QCA) to
promote "coherence in education and training." The QCA will combine the functions of the National Council for Vocational Qualifications (NCVQ) and the School Curriculum and Assessment Authority (SCAA), as well as gain expanded responsibility extending from education for the under fives, to occupational standards and lifelong learning. Further, the new Agency structure enables employers to play an increased role through advising on the full range of the QCA's work in curriculum, assessment and qualifications, as well as building links between schools, colleges and industry.

The Agency will be granted more far-reaching power than the previous bodies. In particular QCA will have the authority to approve all qualifications available in publicly funded education and training (except for higher education). This is a daunting task when one realizes that there are 245 awarding bodies with responsibility for setting standards in vocational qualifications along with the NCVQ and 100 of the bodies are not so far recognized by the Council. In April 1998, QCA will assume control of the national occupational standards program, currently run by the DfEE.

Following the lead of the QCA, new alliances of academic and vocational awarding bodies are taking place. In June the first of three unitary examination awarding bodies, the Edexcel Foundation, was announced in a rationalization process aimed at ensuring greater comparability of standards. On November 6th the second exam board, the Assessment and Qualifications Alliance (AQA), was formed. Baroness Blackstone reiterated that all three unitary awarding bodies will offer both academic and vocational qualifications: A levels, GCSEs, GNVQs and stated "the establishment of the new awarding bodies is a significant step towards our goal of ensuring that both vocational and academic qualifications are equally valued. They will provide quality content and assessment, more consistent standards of awards and improve accountability and choice. Through the rigorous standards applied by the QCA and a streamlined set of qualifications, we expect standards to remain high and consistent."
FOUR CASE STUDIES IN REFORM

Four case studies are presented which illustrate different aspects of the scope and depth of reform of the British education and training system. Several common themes run through the cases—concern for enabling greater recognition and transferability of learning; ensuring wider access to learning and strengthening the economic fabric of the nation. Taken as a whole, all four cases illustrate imaginative British attempts to make lifelong learning a reality.

Further Education Development Agency

A key to FEDA’s planning is the new Government, with a new policy agenda. This agenda has, potentially, a great deal to offer—the University for Industry, a new approach to qualifications, the emphasis on lifelong learning.

Stephen Crowne
FEDA Chief Executive
inform, Summer, 1997

Of all of the organizations visited in the UK, the Further Education Development Agency (FEDA) presented the closest similarity to the Centre for Curriculum, Transfer and Technology, with remarkably similar mandate and programs.

The FEDA is an independent organization, established in April, 1995 to provide services to further education which promote quality, lead curriculum design and enhance effective governance and management. It provides a comprehensive training and conference program for further education personnel as well as managing a wide range of research and development projects and activities.

1) CREDIT-BASED QUALIFICATION SYSTEM

In the area of research and development over the last five years, FEDA has proposed (http://www.feda.ac.uk/credit/what.htm) the building of a credit-based qualifications system. The system, a common way to describe, measure and compare achievement, is specific in terms of units and assessments. A unit is a set of learning outcomes, which can be of any size to ensure coherence and avoid fragmentation within subjects.

Unitisation is the name that FEDA has given to the overall approach. Each unit would have a title, learning outcomes, assessment criteria, a level of difficulty and a credit value. The credit value of a unit is formed by agreeing to the notational learning time needed to achieve each unit’s learning outcomes. A learner can achieve individual units and have each recorded in a National Unit Database, which could be used to build course and program portfolios. A nationally recognized and accepted
Credit Transcript is also proposed as part of the existing National Record of Achievement.

In Wales, a Welsh consortium of independent further education colleges (FFORWM) have implemented a version of FEDA's proposed credit-based qualification system. The pilot project, called CREDIS and in operation since October, 1993, has a database of over 7,000 quality assured units and is a credit accumulation and transfer system developed to encompass all learning and training prior to Higher Education.

In England, with over 14,000 qualifications and more than 200 awarding bodies, there is no single, agreed upon way to measure and describe learning achievement. The proposed credit-based achievement system could become the common currency and language, perhaps to a European or international audience.

2) PROFESSIONAL DEVELOPMENT

FEDA runs over 400 events a year and more than 200 of those are residential. Many events occur in single days. Events cover a wide range of strategic and operational issues and FEDA works closely with colleges to tailor training courses to meet specific needs. Areas of speciality include working with corporation boards, senior managers and teams of teaching and support staff. They use their own permanent education staff as well as drawing upon staff in the UK college system. Although many of these events will be offered throughout various sites in the UK, residential events are held in Blagdon, just south of Bristol, at Coombe Lodge or the Mendip Centre. These two sites are also home to a variety of international events marketed and sponsored by FEDA. As residential conference facilities, these two sites easily accommodate study visits from abroad.

3) QUALITY IN INFORMATION AND LEARNING TECHNOLOGY (QUILT)

A very specific professional development activity of FEDA is their Quality in Information and Learning Technology (QUILT) program. This is a program (http://www.feda.ac.uk/QUILT/quilt.htm) of staff development aimed at every member of staff in colleges and further education in the UK. It includes a range of activities to support staff and colleges in their use of information and learning technology. These include residential and one-day regional events, technology guides and a series (http://www.feda.ac.uk/QUILT/bids.htm) of demonstration projects which support action-based ILT research and development. Many of these projects are collaborative ventures between colleges in the further education sector in the UK. Like the Centre for Curriculum, Transfer and Technology initiatives, these projects cover a variety of areas such as developing learning packages, reports, guidelines, handouts and good practices.
These three specific programs at FEDA are representative of initiatives that support the reform of post-secondary education in the UK, today.

Application of Learning Technologies

We are on the brink of a decade of radical developments in technology. These developments are so fundamental that they will alter our work, our culture and our educational systems.

National Council for Educational Technology, 1994

No report on educational reform would be complete without some reference to emerging technological changes. As post-secondary educators approach the 21st century, new ways to interact with learners constantly receive attention. Many countries have turned to unique organisations to assist in acting as significant change agents. Britain is no different. Two exemplary British organizations, among others, have played a central role in applying technology for the delivery and support of learning – the National Council for Educational Technology (NCET) and the Open University (OU). The NCET has emerged as a significant force to help further and higher education cope with information technology and have a number of programs of interest to the Centre for Curriculum, Transfer and Technology. The Open University, in Milton Keynes, is well known as a world leader in many fields of distance education. The Distance Education Database, housed in the OU's International Centre for Distance Learning is a small project of interest to British Columbia.

1) NATIONAL COUNCIL FOR EDUCATIONAL TECHNOLOGY (NCET)

The NCET evaluates, promotes and supports the effective use of information technology to enhance learning and raise educational standards. It receives a base grant from the UK Education Departments to carry out a range of work, which is drawn up by a Council (http://ultra1.ncet.org.uk/) and agreed with the Minister for State for Education and Employment. Also, additional funding is made available to carry out specific tasks. As a government-funded registered charity, NCET has a role to:

- identify the relevance of new technologies to education
- evaluate the potential of new technologies to enhance learning and to raise standards, and
- promote, enhance and support the effective use of information technology across all sectors of education.
NCET achieves its aims through a number of areas of work which involve evaluating the potential of new technologies and promoting their effective use in education. Evidence of where and how IT can be best used in teaching in learning is acquired through a program of research and developmental projects. The results of these activities are used to advise government and others so that there is effective implementation and use of IT in teaching and learning, with a cohesive policy across a number of activities undertaken by a range of organisations. To achieve the widest possible audience for these findings NCET uses a number of dissemination methods. These include the production of an extensive range of printed materials, a web site, television broadcasts and CD-ROM.

NCET's web site has over 4,000 files about all aspects of IT in education, including NCET projects, extracts from publications and press releases and newsletters. An additional aim of the site is to provide a good starting point with links to other important educational servers.

Much of its work is done in association with other national and local organisations, and with schools, colleges, universities and public-sector bodies throughout the UK.

During 1995-96 NCET spent £960,000 on curriculum support activities and materials, received £127,000 from the commercial sector towards joint-funded projects, earned £292,000 from the sale of books, reports, and videos, received a base grant from the Government of £5.2 million and managed projects on behalf of the Government and the European Commission worth £6.8 million.

2) THE ICDL DATABASE

The International Centre for Distance Learning (ICDL) is a documentation centre specialising in collecting and disseminating information on distance education worldwide. It has been funded principally from external sources. It has recruited experienced staff members from a wide variety of cultural and professional backgrounds, who have acquired a wealth of experience in all aspects of the provision of information services.

One of the more interesting projects in the Centre is a distance education database containing detailed, high quality information on over 31,000 courses, more than 1,000 institutions and over 9,000 abstracts of literature. Through the web connection, the user can choose to either browse the database or search for specific courses or institutions. The ICDL database is also available through a CD-ROM version.

Many British Columbia institutions and courses are listed in the database which is the world's most complete inventory of distance learning.
Modern Apprenticeship

Modern Apprenticeships retain and update the best of the apprenticeship tradition:
- they offer work-based training
- they represent a positive commitment from both the employer and the young person
- they result in a nationally recognized, advanced qualification directly related to the job
- Modern Apprentices are your employees - they are not on a "scheme"


In the autumn of 1994 a limited number of Modern Apprenticeship prototypes were launched with considerable publicity about their novel nature. In British terms, they varied from the traditional in several ways, including that they would:

- be more time-flexible: time for completion would vary from 2 ½ to 3 years
- provide more opportunities in occupations and sectors previously excluded, as well as small and medium firms
- encourage apprenticeships for women where previously only men participated
- require an apprenticeship pledge involving both the young person (chiefly 16-17 years old up to age 25) and the employer tailoring the training for mutually beneficial outcomes; and
- lead to competency-based technical and supervisory equivalent qualifications at the National Vocational Qualification (NVQ) Level 3 or above.

Wherever possible Modern Apprentices will be employed at the start of their training. Where employment is not possible, the apprentice will be clearly linked to an employer, or group of employers, and paid an allowance. A growing list of "training frameworks" have been approved in over 70 industries or crafts, including:
- Accountancy
- Banking Services
- Business Administration
- Construction
- Floristry
- Insurance
- Museums, Gallery and Heritage
- Personnel
- Sports and Recreation
- Air Transport
- Broadcasting
- Childcare
- Engineering Manufacture
- Health and Social Care
- Information Technology
- Management
- Plumbing
- Travel Services

Training frameworks are developed by Industry Training Organisations to meet the needs of sectors and delivery of training at the local level is organized by some 79 regional Training and Enterprise Councils working with local employers and training providers.

In July 1997 Education and Employment Minister Baroness Blackstone reported that over 100,000 young people have signed up as Modern Apprentices since the inception of the program. The Baroness revealed that demand for Modern Apprenticeships is growing rapidly and there are now over twice as many young people involved as a year ago. Further, the fastest growing sectors are fields such as Telecommunications and Information Technology. Finally, about half the places taken up in the last six month period were by young women.

On October 21, 1997 further expansion of the apprenticeship model was announced by the Baroness when she announced that five Government-funded feasibility studies on Graduate Apprenticeships would be commenced. Four Industry or National Training Organizations have agreed to undertake studies in five subject areas - media, sport and recreation, information technology, chemistry and psychology - over the next few months working with higher education institutions. The studies will explore the apprenticeship model at both the undergraduate and postgraduate levels.
The University for Industry

A radical initiative is needed to spearhead a new skills revolution. It should offer better opportunities for education and training to everyone in work, or aspiring to work - opportunities available throughout people's working lives. A new type of organization is needed for such an initiative. It would not be another teaching institution but one that provides leadership, coordinates activities and acts as a catalyst for change. We borrow the term 'University for Industry' for the type of initiative we have in mind.

Josh Hillman,
IPPR policy paper co-author,
University for Industry: Creating a national learning network, 1996

Over a generation ago Labour Prime Minister Harold Wilson shared a vision of an open university which would provide quality university education at a distance for significant numbers who previously had little or no opportunities for a university level academic experience. Today the new Government is embarked on an imaginative distributive learning model which envisages a “University for Industry” which would:

- be the hub of a national learning network extending to workplaces, homes and local learning centres
- act as a cataloguer and broker of information, materials, courses and services
- provide access to user-friendly services on the internet and create links with tutors, experts and other learners
- commission new learning programs in strategic areas
- sustain an accessible system of support and guidance services; and
- stimulate mass-marketing of learning opportunities.

In order to be more competitive internationally the new Government is determined to more effectively meet labour market demand for continuously skilled workers and provide more people with more accessible learning opportunities throughout their working lives. Based on the notion of “learning on demand” a more responsive and flexible model which harnesses the expertise and existing resources of both public and private sector learning providers is envisaged. Thus another central concept to a University for Industry (Ufi) is that of a national learning network: an electronic network which brings learners into contact with providers, resource materials, courses and support service and each other. In short the Ufi would be the hub of a network embracing the workplace, the home, local publicly accessible places like libraries and community centres.
The Ufi would act as a broker for educational materials and services from existing providers and could franchise learning centres where appropriate resources could be readily accessed. The programs provided would go far beyond the traditional academic offerings (key skills such as literacy, numeracy, use of information technologies as well as advisory or guidance services would be available), target groups already identified include those working for or managing small enterprises, returners-to-work and unemployed youth.

A pilot project, initiated in the spring of 1997, is led by the Institute for Public Policy Research and the University of Sunderland. More than 30 public and private sector partners are involved at the pilot stage in providing technical service, learning materials, funding support and advice. There are already 27 Ufi Learning Centres being run by such bodies as local community colleges, high schools, and libraries; the City of Sunderland; the Sunderland Association Football Club; several Training and Enterprise Councils (private-public sector training consortia); and the University of Sunderland (http://www.ufi.org.uk/).
SUMMARY OBSERVATIONS

In a competitive economy and inclusive society, every employer must be an investor and every worker a learner.

Bert Clough
Senior Education Training Advisor to the Trades Union Congress
“Unions on the Learning Curve”
The Monitor, NCVQ, Issue 4 Summer 97

As Canadians, the commitment of the British Government to wide-ranging reform of education and training is both remarkable and in sharp contrast to recent Canadian experience. Education is clearly identified as that nation’s highest priority and one cannot help but be impressed by what appears to be a systematic and reasonably well-resourced attempt to make it so. A national vision of a learning society, with an associated lifelong learning strategy which integrates social and economic objectives of international competitiveness, and social equity and cohesion appears to be organizing principles for the United Kingdom.

To the British Government education and training are major areas of investment and leadership. Canada is in stark contrast - there is neither national vision nor national objectives for education and training. Indeed, education and training are not only not priorities on the national agenda; they are no longer on the agenda. The provinces, which have constitutional responsibility for formal education systems, have been unable to develop a consensus for major reform across the nation. So far, federal-provincial co-operation in regard to a national lifelong learning strategy appears to be a distant hope. The federal leadership which was evident in post-secondary education and training in the 1960’s and 70’s, and even the early 1980’s and 1990’s, is gone.

The same constitution which existed then is the reason given now for inaction - yet the constitution is silent regarding lifelong learning. It is everybody’s responsibility and nobodies. Canada remains the only federal system without a federal department of education or equivalent body such as a public/private/voluntary sector national Learning Council. It is the only major OECD nation without national educational goals, objectives or targets - yet more and more Canadian parties, including the Conservatives, NDP and even Reform, are calling for national standards in this field. To the Canadian Government education and training appear to be only a cost to be off-loaded onto the provinces.

As British Columbians we are aware that in recent years only our Province has increased funding to education and training, while all other provinces, including wealthy Alberta and Ontario, have made major cuts. Further, significant reform directions are contained within B.C. initiatives such as Charting a New Course in the college sector and New Directions for Distance Learning in the school area.
What becomes apparent in comparison and contrast to the British scene, however, is the lack of an organizing or over-arching vision and principle in British Columbia which recognizes both the life-span learning needs of individuals and the socio-economic imperatives of a 21st century global economy. In Britain, initiatives which encompass pre-school to higher education reform in the formal sector and work-place and voluntary sector learning in the non-formal are actively being pursued in order to harness the total learning resources of the society. We can learn much from British action to create a coherent, accessible, flexible world-class education and training system within a wider life-long learning society.

Several general impressions are striking. First, the British have taken an approach to reform which is informed by research, policy analysis and a growing data base. They appear to have an increased interest in comparative international studies which provide a basis not only for comparison but also benchmarking best practice. Second, Scotland, with a population somewhat larger than B.C., has consistently been the source of leading-edge reforms which often appear to be particularly relevant to our Province. For example, Scotland leads the trend toward both a strong general education and learning-outcomes approach. It is also determined to maintain its own distinctive quality assurance and higher education funding approaches. British Columbia should consider keeping a watching brief on the policy formation initiatives in Britain in general and the emerging reforms in Scotland in particular.

There are a number of issue areas in which important trends should be monitored for the benefit of Canada and British Columbia. These include:

- the systematic and creative way in which lifelong learning policy and practice is being developed and implemented by an alliance of public and private/voluntary sectors with clear government commitment and leadership

- specific major lifelong learning initiatives such as a possible national learning bank and associated individual learning accounts: the national learning help-line and other means of strengthening information, counselling and guidance systems

- the development of a strong general education approach throughout post-school education and training with an associated emphasis on insisting on learning outcomes-based statements in all higher education programs

- the development of an Institute for Learning and Teaching in Higher Education

- a commitment to development and maintenance of effective quality assurance systems in all post-school institutions and programs
- dedication to the equal valuing and eventual merging of academic and vocational qualifications and the creation of a national credit-based qualification system which ensures transferability and portability

- imaginative yet practical use of learning technologies to meet the needs of under-served groups, including small enterprises, in unique models such as the University for Industry; and

- significant expansion of a new apprenticeship model to not only a wider range of occupations but also the higher education system.

Canadians generally, and British Columbians particularly, face nothing like the complex, often historically entrenched and elitist traditions which are deeply rooted obstacles to reform in Britain. We have, it is true, other obstacles of our own making. However hopefully in Canada, and surely in British Columbia, we have the firm foundations upon which to build a life-long learning society and should continue to benchmark against world-class standards. The consensus which built Charting a New Course can be an important basis for a larger alliance of public and private/voluntary sectors working towards British Columbia becoming the “Learning Province of Canada”.

APPENDIX A

Visit Schedule and Key Informants

Monday 15 September

PM

David Handley
Manager, International Services
National Council for Vocational Qualifications
222 Euston Road
LONDON NW1 2BZ

Tuesday 16 September

AM

Philip Walker
Deputy Head of External Relations
Higher Education Funding Council of England (HEFCE)
Northavon House
Goldharbour Lane
BRISTOL BS16 1QD

Dr. Malcolm Read
Secretary
Joint Information Systems Committee
Higher Education Funding Council of England (HEFCE)
Northavon House
Goldharbour Lane
BRISTOL BS16 1QD

PM

Ian T. Lewis
Head of Finance
Higher Education Funding Council of England (HEFCE)
Northavon House
Goldharbour Lane
BRISTOL BS16 1QD

Angela Glasner
Leader, Organizational Development, IPD
Higher Education Funding Council of England
Northavon House
Goldharbour Lane
BRISTOL BS16 1QD
Wednesday 17 September

PM

Gilbert Jessup
National Council for Vocational Qualifications
222 Euston Road
LONDON NW1 2BZ

Philip Berry
Director of Marketing
National Council for Vocational Qualifications
222 Euston Road
LONDON NW1 2BZ

Thursday 18 September

AM

Nigel Falkinder
Support Materials Coordinator
FEDA (Further Education Development Agency)
GNVQ Support Programme
Citadel Place
Tinworth Street
LONDON SE11 5EH

Val Davis
International Services Coordinator
FEDA (Further Education Development Agency)
Coombe Lodge
Blagdon
BRISTOL BS18 6RG

Caroline Mager
Head of Curriculum and Qualifications
FEDA (Further Education Development Agency)
Citadel Place
Tinworth Street
LONDON SE11 5EH

Friday 19 September

AM

Dr. Keith Harry, Director
International Centre for Distance Learning
The Open University
Walton Hall
MILTON KEYNES MK7 6AA

Towards a learning nation
Monday 22 September

AM

Preston College
International Office
5 Winckley Square
PRESTON PR1 3JJ

Dr. Amina Wakefield
Director of International Relations

Terry Molloy
Head of Department of Trade Union Studies

Reg O'Brien
Head of Department of Services Industries

Steve Woodburn
Head of Department of Technology

Mick Gornall
Head of Department of General Education

PM

Malcolm Clarke
Head of the Business Unit

Rod Hill
Vice President, Programs

Barbara Phillips
Head of Department of Business and IT
Preston College

Tuesday 23 September

PM

Malcolm Day
Senior Nursing Lecturer
The University of Sheffield
Postgraduate and Research Centre
School of Nursing and Midwifery
8 Brunswick Street
SHEFFIELD S10 2FN
Wednesday 24 September

AM

John Brown
Head of Post Schools and Business Development
NCET (National Council for Educational Technology)
Millburn Hill Road
Science Park
COVENTRY CV4 7JJ

PM

Jim Donaldson
Chief Inspector
The Further Education Funding Council for England
Cheylesmore House
Quinton Road
COVENTRY CV1 2WT

Thursday 25 September

AM

Martyn Ware
International Development Officer
International Unit
Scottish Qualifications Authority
Hanover House
24 Douglas Street
GLASGOW G2 7NQ

Friday 26 September

AM

Dr. Peter Wright
Assistant Director
Quality Enhancement Group
Quality Assurance Agency for Higher Education
344-354 Grays Inn Road
King's Cross
LONDON WC1X 8BP
APPENDIX B

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GUIDES/JOURNALS


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