

Life Through
Learning
Through Life

The Lifelong Learning Strategy for **Scotland**



Making it work together



Life Through Learning Through Life

life'long a. lasting a lifetime
learn vt. gain skill, knowledge by study, practice or teaching

The Lifelong Learning Strategy for **Scotland**
February **2003**

Learning which does not advance
each day will daily decrease.

Chinese proverb.

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“Let us think of education as the means of developing our greatest abilities, because in each of us there is a private hope and dream which, fulfilled, can be translated into benefit for everyone and greater strength for our nation.”

John F. Kennedy

My vision for lifelong learning in Scotland

This document sets out the Executive's five-year strategy for lifelong learning. It seeks to consider lifelong learning provision from various perspectives. That's because we believe lifelong learning brings benefits to the individual as well as to society; to the employed, as well as to those who employ them; to the social fabric of our society as well as to the economy. In other words, lifelong learning has an important and distinctive contribution to make to people's wellbeing, to a more inclusive society and to a vibrant and sustainable economy.

Our strategy builds on the significant achievements stemming from the Executive's two Programmes for Government and 'Opportunity Scotland' (the then Scottish Office's vision for lifelong learning published in 1998).

But we need to do more. The recent Enterprise and Lifelong Learning Committee Inquiry into Lifelong Learning identified six areas of change - economic, demographic, social justice, citizenship, skill shortages and technological - which will affect the provision of learning in the future. The Committee's report has been a key influence on this strategy - we recognise both the importance of the evidence received by the Committee and the final report of the Inquiry. The Committee highlighted that all those involved in providing learning in Scotland need to deal with the radical changes ahead of us in a cohesive and coherent manner.

We cannot accept:

- the **opportunity gap** between those who achieve their full potential and those who do not;
- the **skills gaps** between those in work and those who are not; and
- the **productivity gap** between Scotland and the leading economies of the world.

Bridging these gaps is vital if we are to make social justice a reality, if Scottish businesses are to grow and prosper, and if we are to help the people of Scotland to help themselves.

This strategy works with the grain of recent developments in lifelong learning. It supports ongoing progress while tackling the variation in that progress.

- We want people who think that learning is 'not for them' *to find out that it is*.
- We want to build self-confidence in people returning to learning, by giving them *the information, support and guidance they need*.
- We want people to be motivated to expand their learning and develop their skills and to be enterprising in their attitudes to work.



- We want Scotland's employers, private, public and voluntary, to see for themselves the potential benefits of *using and developing skills in the workplace* - improved performance, satisfied customers, motivated employees.
- We want to make sure that everybody, regardless of personal circumstances, can *access the best possible learning opportunities*.

People's experiences at school have an important influence on their learning experiences later in life so this strategy takes account of the National Debate on Education and the Review of Enterprise in Education. The strategy has been developed together with the Executive's responses to these two important exercises.

Learning - gaining new skills and new knowledge - is a lifetime opportunity and a lifetime achievement. Different types of learning help people to develop their potential in different ways; from fostering new interests that enrich their lives to accessing jobs and careers that may have seemed out of their reach.

That's why I want people in Scotland to develop a passion for learning:

- I want people to be eager to learn more about what they already know
- I want them to be curious to learn what they might have only heard about
- I want them to be inspired to achieve what they thought would never be possible
- and I want people to retain that passion for acquiring new skills and new scholarship throughout their lives

I commend this strategy to you. This is still only a beginning. We cannot make these changes without the active support of all involved. I urge you to play your part in engendering a passion for, and a commitment to, learning in all our people, throughout their lives.

A handwritten signature in black ink that reads "Iain Gray". The signature is written in a cursive style and is positioned above a horizontal line that extends to the right.

Iain Gray MSP
Minister for Enterprise, Transport and Lifelong Learning

Our vision for Lifelong Learning in Scotland

The best possible match between the learning opportunities open to people and the skills, knowledge, attitudes and behaviours which will strengthen Scotland's economy and society.

Five Goals

There are 5 people-centred goals that will realise the vision

- A Scotland where people have the confidence, enterprise, knowledge, creativity and skills they need to participate in economic, social and civic life
- A Scotland where people demand and providers deliver a high quality learning experience
- A Scotland where people's knowledge and skills are recognised, used and developed to best effect in their workplace
- A Scotland where people are given the information, guidance and support they need to make effective learning decisions and transitions
- A Scotland where people have the chance to learn, irrespective of their background or current personal circumstances

“The illiterate of the 21st century will not be those who cannot read and write but those who cannot learn, unlearn and relearn.”

Alvin Toffler (Futurist)

Introduction

- **Lifelong learning: our definition**
- **Lifelong learning: why we invest**
- **Lifelong learning: demand and supply**

Lifelong learning: our definition

Lifelong learning policy in Scotland is about personal fulfilment and enterprise; employability and adaptability; active citizenship and social inclusion.

This strategy document is principally concerned with post-compulsory education, training and learning. Lifelong learning encompasses the whole range of learning: formal and informal learning, workplace learning, and the skills, knowledge, attitudes and behaviours that people acquire in day-to-day experiences.

Lifelong learning: why we invest

Investment in quality-assured learning offers benefits to the individual, to the economy and to wider society. The knowledge, skills, competencies and other attributes people acquire through learning, contribute to economic activity. Their economic behaviour, especially in the way their accumulation of knowledge and skills enables them to improve their position in the labour market, increases productivity and earnings, and collectively enhances the society in which they live. **Investment in knowledge and skills brings direct economic returns to individuals and collective economic returns to society.**

But people are not solely interested in their potential for earning. We live in a society where diversity of background, culture, knowledge and skills should be valued and nurtured. We want a society where people actively engage in their communities, local and national, and learning can enable people to do that. **Lifelong learning contributes to the development of society through the achievement of other social goals such as civic participation, sustainable development, improved health and wellbeing, reduced crime and greater social cohesion.**

“the availability of opportunities to learn throughout life is crucial to the well being of any society, to strengthen its economy, enrich its culture and liberate its citizens.”

ELLC evidence, STUC

At least four key sets of factors determine people’s participation in learning:

- **individual disposition and attitudes towards learning**
- **social environment**
- **economic and financial context**
- **institutional factors.**

The various aspirations and motivations of future learners vary according to their personal situations and may change over time. The decision to undertake some form of learning after school or to interrupt a period of employment is variously dependent on personal, social and economic circumstances.

A person’s perception of their learning experience can be negative for a wide variety of reasons. This can have major implications for personal confidence and the likelihood of their responding to promotion and marketing and creation of new learning opportunities. For these people, often from disadvantaged backgrounds, a process of proactive engagement and confidence building and support is required before participation in a formal learning context is a realistic possibility.

We need to ensure that whatever learning a person takes is of the highest quality, relevant to their needs and abilities and offers value for money. The risk otherwise is de-motivation and a waste of individuals’ and organisations’ time and money.

Lifelong Learning: demand and supply

We believe in investing public money in lifelong learning. But how do we decide where to invest? Our strategy is to influence key aspects of both the supply of, and the demand for, learning in Scotland and to ensure that adequate information, advice and guidance is made available to inform people’s choices.

Diagram 1



This diagram provides a stylised representation of the flows of supply and demand for education and training. There are two markets at work here - the labour market and the learning market - and three critical groups; individuals, employers and learning providers.

In the **labour market**, individuals supply the skills and knowledge demanded by employers. In the **learning market**, private and publicly-funded organisations, such as educational institutions and learning centres, contribute to the supply of learning that both employers and individuals demand. There is interaction between the two markets. For example, the learning market exists in part because individuals want to acquire skills which they believe employers want, but there is no definitive explanation of exactly how one causes change in the other. Skills gaps are more likely to arise because of deficiencies in the way the labour market works rather than in the learning market.

No market works perfectly; and remedying market failure is a legitimate role for government. This can be through influencing the level and rate of supply; stimulating, moderating or supporting demand; and in ensuring there is adequate information about the market.

For the learning market, government attention and resources have generally been concentrated on the supply side. The great majority of public expenditure is devoted to the support of institutional provision. This continues to be very important, and resources have been made available to increase considerably the capacity of the higher and further education sectors, and training providers, to grow the scale of their provision. More recently, greater effort has been made to stimulate and support demand through resources to reform existing streams of learner support and introduce new resources to stimulate and support demand where it has been weak. How best to achieve a balance between supporting supply and supporting demand within necessarily limited resources is a key issue. Also more recently, steps have been taken to improve greatly the level of information available to both learners and providers about the learning and labour markets.

In this document, we outline the actions that we will take to realise the aims of our strategy. Some of these actions are designed to work on the demand sides of the learning and labour markets and others on the supply sides. The corresponding icons next to each action indicate these.

Key



Stimulating supply of learning to individuals



Stimulating supply of learning to employers



Stimulating demand for learning from employers



Stimulating demand for learning from individuals

Setting the context

- **The stakeholders**
- **The socio-economic context**
- **The policy environment**
 - EU and beyond
 - United Kingdom
 - Scotland
 - Equal opportunities
 - Sustainable development
- **The current funding system**
- **How well does the current lifelong learning system perform?**

The stakeholders

Scotland's Lifelong Learning Strategy must be relevant to, and informed by, the key stakeholders in Scotland.

- **People** have an interest in learning in order to acquire new skills to further their careers or to benefit their lives in other ways. Individuals spend an estimated £500 million each year on lifelong learning in Scotland¹.

¹ Based upon the Department for Education and Skills, *Learning and training at work survey 2000*

September: 'Opportunity Scotland' was published. This set out a vision for lifelong learning in Scotland to 2002, with a 10-point action plan focusing on providing better access to learners, helping young learners establish a learning habit and targeting support for learners.

- **Publicly-funded providers and centres of excellence of learning.** 33% of taught learning takes place in publicly-funded learning institutions, such as secondary schools, local authority community learning and development centres, Further Education Colleges and Higher Education Institutions².
- **National Public Bodies and delivery agents.** The Executive channels most of its spend on lifelong learning through the Scottish Higher and Further Education Funding Councils and the Enterprise Networks. The Student Awards Agency for Scotland administers support funding for students in Higher Education. The Scottish Qualifications Authority, Her Majesty's Inspectorate of Education and the Quality Assurance Agency for Higher Education have key roles to play in the qualifications framework and quality assurance in lifelong learning. *learnirect scotland* and Careers Scotland provide information, advice and guidance to learners and businesses. A recent addition is Futureskills Scotland which has been given a remit to collate, analyse and make available good quality labour market intelligence and, like Careers Scotland, is located within the Enterprise Networks.
- **Employers** have a key interest in what the lifelong learning system provides in terms of the knowledge, attitude and skills they need in their workforce. Around half of all adult learning episodes are purchased, and a quarter provided, by employers³. Employers spend an estimated £2.2 billion each year on lifelong learning in Scotland⁴. Government across the UK is setting up a new network of employer-led Sector Skills Councils, to be developed by the Sector Skills Development Agency, to replace the former National Training Organisations. These new bodies will play a vital role in articulating employer demand for skills and bringing influence to bear to facilitate relevant provision of training by the supply side.

² Department for Education and Skills (2002) *National Adult Learning Survey, 2001*

³ Department for Education and Skills (2002) *National Adult Learning Survey, 2001*

⁴ Based upon the Department for Education and Skills, *Learning and training at work survey 2000*

- **Professional, voluntary and community organisations.** A wide range of professional organisations provide learning themselves and accredit qualifications defined by other bodies. Voluntary organisations play a very valuable role in bringing learning into the workplace and communities through community learning and development programmes. Around 10% of all taught adult learning is provided by these groups⁵.
- **Trade Unions** have a key role to play in workforce development through influencing employers to provide training and employees to take up the opportunities. They also play an important role in providing learning themselves and leading workplace learning projects.
- **Private training firms** contract with employers, individuals and government (UK and Scottish Executive) to deliver training. Around a quarter of taught adult learning is provided by private training firms⁶.

The socio-economic context

Our strategy for lifelong learning needs to take full account of the context in which it operates if we are successfully to address, and meet, our objectives. We need to understand the Scottish economic and social background as these relate to lifelong learning.

The Executive's recent analysis of vocational education and training in Scotland highlighted two socio-economic challenges for the future:

- (1) relatively low economic growth and low productivity compared to some other advanced countries; and
- (2) a reduction in the working age population.

⁵ Department for Education and Skills (2002) *National Adult Learning Survey, 2001*

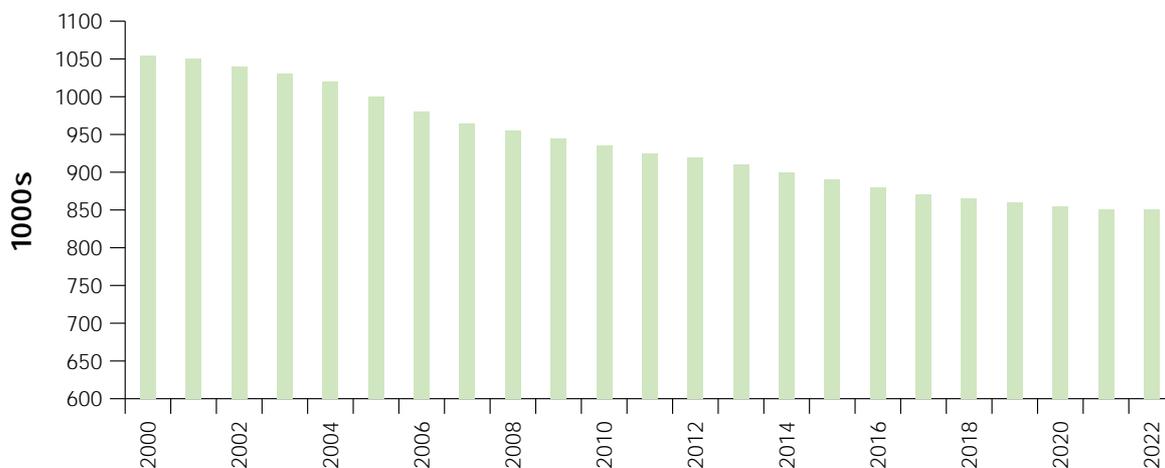
⁶ Same source as Reference 5



The Executive's strategy for the Enterprise Networks, 'A Smart, Successful Scotland' is aimed at tackling the first of these challenges. Learning and skills is one of its three key themes, because economic growth and productivity are linked to the skills of workers and the use made of those skills. This strategy specifically addresses the need for employers to recognise, use and develop the skills of those of their workforce and therefore complements 'A Smart, Successful Scotland'.

The second challenge, that of demography, is also important. Scotland's population is expected to decline over the next 20 years as a consequence of a falling birth rate. The chart below shows the projected decline in the number of young people aged under 16, over the next 20 years.

Chart 2 Projected Population of Under 16s in Scotland: 2000-2022



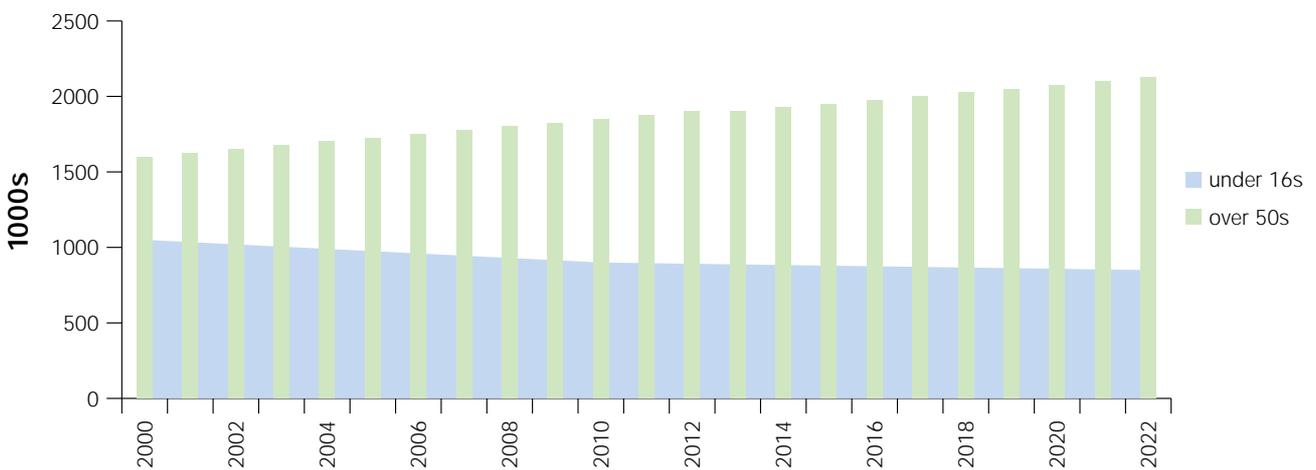
Source: GRO 2000-based population projections

One result of this is that the proportion of older people in the workforce is expected to increase significantly against the younger cohorts. The charts overleaf highlight this by depicting (i) the changing demographic profile of those over 50 years old compared to those aged below 16, and (ii) the overall projected population composition for Scotland until 2022. The latter shows that the proportion of the population aged 50 and over is projected to increase from 33% in 2002 to 42% in 2022.

1999

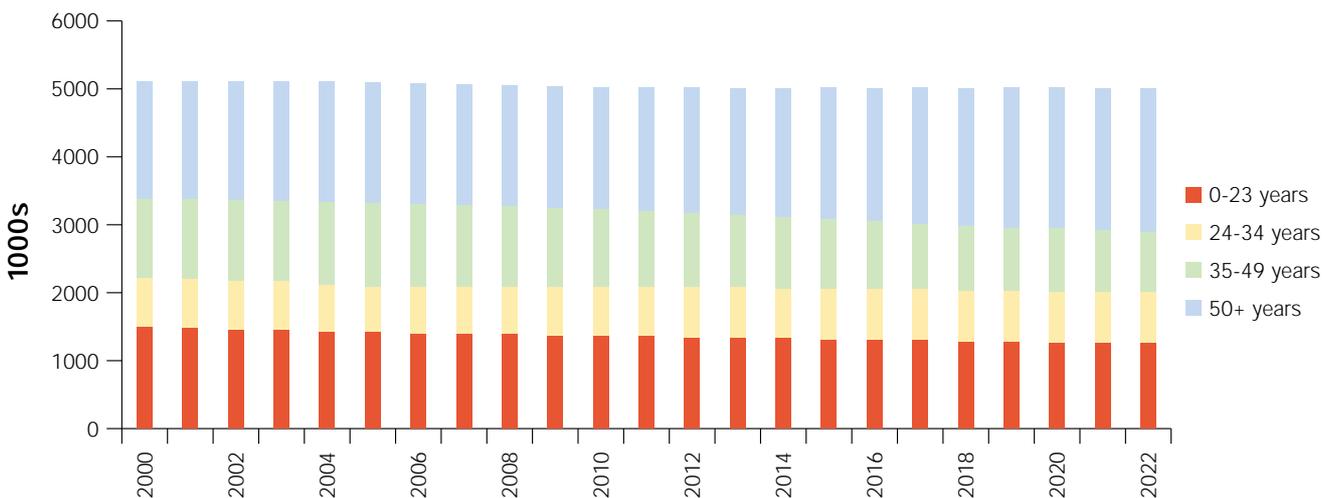
- April:** Community Learning Partnerships, strategies and local partnership plans established in all local council areas
- July:** Scottish Further Education Funding Council established; independent committee of inquiry into student finance (Cubie) established.

Chart 3 Changing Demographic Profile of Scotland: 2000-2022



Source: GRO 2000-based population projections

Chart 4 Projected population profile of Scotland: 2000-2022



Source: GRO 2000-based population projections

September: published the first Programme for Government, 'Making it Work Together'. It included commitments to provide training for skills that match jobs for the future, to widen access to further and higher education, to create a culture of lifelong learning, and to increase adult participation in education and training.

“It is the man who stops learning, whether he is 20 or 80, who is really old.”

The American Magazine, Thinking Out Loud by Henry Ford, October 1934

There are a number of implications arising out of a growing post-retirement population. At present, the labour market has a greater supply of older workers than younger workers and the demographic trends indicate that this will continue. Maintaining a sufficient supply of labour that is able to respond quickly to changes in demand will require older workers to stay in the labour market for longer.

As well as the demographic transition (described above) an additional factor in Scotland is that older workers have been disproportionately affected by unemployment compared to younger workers and to their counterparts in England or Wales.

As the demographic changes continue, employers will increasingly need a workforce of all ages and with the skills for the 21st century. At the same time, many older people may wish to continue working. The UK Government's Pensions Green Paper⁷ sets out the ways they will encourage older people to remain in the workforce through their pensions, benefits and employment policies. The Performance and Innovation Unit document, 'Winning the Generation Game' (April 2000), pointed out that uneven access to lifelong learning is one of the reasons that prevent people from making a full contribution to working life as they get older. Therefore the need for access to appropriate training opportunities for older people, both for those in employment and for those seeking employment, will increase in the future.

Another potential barrier to employment is the lack of training given to older workers. Figures from the Labour Force Survey show that in 1998 only 17 per cent of employees aged 50 plus had received training in the last 13 weeks, compared with 29 per cent of those aged below 50. As older workers are generally less likely to participate in job-related training, they have higher barriers to overcome should they be confronted late in their career with the need to engage in instructor-led learning. Indeed, there is now considerable evidence⁸ that older workers in the UK are less

⁷ 'Simplicity, security and choice: working and saving for retirement.' DWP Green Paper on Pensions December 2002

⁸ Paper for the Scottish Labour Market Intelligence Unit, 'Getting Old and Grey?: The Implications of Demographic Change and Population Ageing for the Scottish Labour Market', Ross Brown, December 2000

1999

September: published 'Implementing Inclusiveness, Realising Potential' the Beattie Committee Report on Young People with additional support needs

December: 'Developing Skills and Employability' a consultation paper on Training for Work; Cubie Committee report published

likely to receive work-related training than their younger counterparts. Ensuring that we have the supply of skills we need to match demand means that lifelong learning for all ages will be increasingly important. The UK Government is committed to do more to promote employment amongst those aged 50 and over and to tackle age discrimination. A key UK initiative in this area is the Age Positive campaign and the Code of Practice on Age Diversity in Employment.

A healthy and sustainable labour market, characterised by a low unemployment rate, a high level of labour force participation and low skill shortages, is vital if we are to meet both the low growth, low productivity and demographic challenges described above. This can be achieved through flexibility in the labour market's response to changes in the demand and supply of labour. Flexibility contributes to improved productivity in the economy, reduced skill mismatches and promotes competitiveness. In a flexible labour market, changes to employment patterns reflect the skills required, and possessed, by the workforce. Lifelong learning can promote flexibility in the supply of labour by creating opportunities for skills upgrading, retraining of workers and the continuous development of knowledge. The promotion of a healthy labour market needs to ensure that:

- (i) every individual has the information, opportunity and skills necessary to participate in the labour market;
- (ii) the whole workforce is encouraged to learn and develop, thereby improving its productivity and employability; and
- (iii) employers are able to recruit skilled workers, and are satisfied with the skills of their employees.

May: 'Scotland the Learning Nation - Helping Students' consultation published

June: published 'The Framework for Economic Development in Scotland' (FEDS), which recognised the importance of excellent management and workforce knowledge and skills in developing a strong economy

August: increase of 40,000 places for students in FE sector

Futureskills Scotland: Scottish Employers Skill Survey 2002

Futureskills Scotland published the results of its Scottish Employers Skill Survey in November 2002, the first ever large-scale survey of employers in Scotland. The survey shows that while skill shortages are uncommon there are currently 12,000 vacancies, out of 2.1m employees, which are hard-to-fill in Scotland because applicants lacked the necessary skills, qualifications or experience for the job. That was out of a total of 65,000 vacancies with skill shortages equivalent to 0.6% of jobs in Scotland, though concentrated disproportionately in small businesses.

The survey also showed:

- **Skills gaps** - where people already in jobs are not fully proficient - were **more extensive than skills shortages**. 133,000 employees have skills gaps, but 60% of these are transitory, i.e. they arise because people have recently started the job or because they have not completed their training.
- Where **skills gaps** exist, people most lack 'soft skills' like communication, team working and customer-handling. Skill deficiencies are most common in lower-skilled jobs.
- Organisations that report skill problems are more likely than the average to have been growing and to provide training for their staff. That raises the **possibility of extensive 'latent' skills gaps**, where employers do not recognise that more investment in their workforce could yield improvements in performance.

2000

August: created the SULF to complement the Trade Unions' active support of workforce development; free tuition introduced for eligible full-time Scottish and EU students studying further and higher education courses in Scotland

September: introduced Individual Learning Accounts (ILAs)

October: Spending Review 2000 provided new resources for FE and Careers Scotland for 2001-04 to implement

The policy environment

EU and beyond

This strategy recognises the influence of EU and OECD thinking on lifelong learning. The recent European Memorandum on Lifelong Learning called for the establishment of a pan-European area of lifelong learning within which there should be freedom of movement for citizens to travel between learning settings to mirror the freedoms of movement between jobs that exist in the European system. The aim is to enable EU citizens to make the most of their knowledge and competencies.

Clearly we have much to share with other European countries, but we also have much to learn from them. In an increasingly open European Union, mutual recognition of qualifications is important for the free movement of people. Through UK Government representation in Brussels and the Scottish Executive's EU office, we have been able to promote Scottish lifelong learning developments, such as the Scottish Credit and Qualifications Framework (SCQF), within Europe. We have developed bilateral relationships with other European countries where that brings opportunities to learn from each other. In May 2002, we signed a Co-operation Agreement with Catalonia, Baden Württemberg, Rhône-Alpes and Lombardy which sees us continuing the promotion of the mobility of students, through the participation of Scotland in the multi-regional International Business Programme (MIBP).

The Organisation for Economic Co-operation and Development (OECD) also plays a distinctive role in promoting lifelong learning through its work on policy development and evaluation. In particular, it produces international comparative studies allowing Scotland to measure where it stands in the global lifelong learning league. We describe how Scotland matches up to some of the OECD comparators in the section on how well the current system performs.

the Beattie report and help young people with additional support needs make effective transitions to learning and work

October: created *learndirect scotland* to promote learning and be the national gateway for information to learners about learning opportunities;
significantly increased funding for HE, to support wider access, improve infrastructure and quality

United Kingdom

Scotland's lifelong learning strategy has also been developed in the context of the wider UK framework of macro-economic, social and employment policy (which are all reserved to the UK Government) . We work in partnership with the Department for Education and Skills (DfES), the Department for Work and Pensions (DWP) and the Department for Trade and Industry (DTI), and maintain regular contacts with the other devolved administrations so that we can draw on and share best practice from across the whole of the UK in developing our own policies and ensure that we manage any cross-border issues effectively.

Jobcentre Plus is a major player in the whole field of job-related training. Similarly, the UK-wide network of Sector Skills Councils support the development of the National Occupational Standards which underpin both Scottish and National Vocational Qualifications (S/NVQs) in the UK.

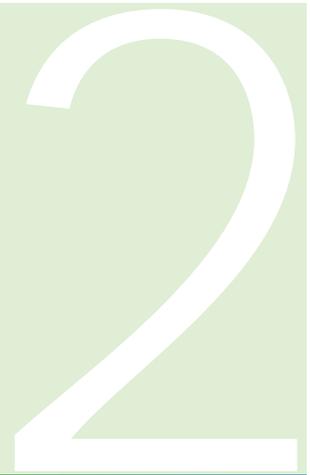
The UK Government's Welfare to Work policies support learning in a number of respects, notably the full-time education or training option for New Deal 18-24 participants, and financial support for training undertaken by New Deal for Lone Parents and New Deal 25+ participants.

Scotland

The Enterprise and Lifelong Learning Committee's Inquiry into Lifelong Learning, the roll-out of the SCQF, the publication of 'Educating for Excellence', the Executive's response to the National Debate on Education, the conclusion of the Review into Enterprise in Education and the legislative underpinning of Community Planning are important components in the development of this strategy. These, together with other recent developments, are illustrated in the timeline on these pages. They pave the way for many of the actions outlined in this strategy.

2000

December: £0.5m new funding announced for collaborative initiatives to stimulate uptake of HE and encourage continuing professional development of those in employment in the rural south west of Scotland.



Enterprise and Lifelong Learning Committee's Inquiry into Lifelong learning

When the Scottish Parliament's Enterprise and Lifelong Learning Committee announced its intention to hold an Inquiry into lifelong learning in 2001, the Executive welcomed this development.

The Committee's remit was "to inquire into the need for a long-term, comprehensive strategy for continuing post-compulsory education and training in Scotland which meets the needs and aspirations of individuals and society as a whole in respect of quality, relevance, efficiency, effectiveness, accessibility, accountability, funding levels and structures and delivery mechanisms". The Executive agreed to refrain from developing the strategy until the Committee completed its Inquiry.

We have identified 3 key issues from the Committee's inquiry:

- **The knowledge economy** - the increasing pace of technological change, which demands a flexible and adaptable workforce that is ready to reskill and retrain to keep pace with the economy's skills needs.
- **Demography** - Scotland's changing population and fewer young people entering the workforce in the future, with the consequent need for increased workforce development.
- **Social Justice and citizenship** - the importance of learning in providing a route out of poverty and helping to narrow the gap between rich and poor in society - and enabling people of Scotland to participate actively in society.

The Committee produced their final report on 28 October 2002. It was both comprehensive and detailed, containing around 80 recommendations. The first of these was that the Executive should develop a strategy for lifelong learning. This is what we have done. We have also produced a detailed response to the Committee's report at the same time as publishing this strategy.

2001

January: published the second Programme for Government, 'Working Together for Scotland', which aimed for a "learning, earning, connected Scotland".

April: designated UHI Millennium Institute as eligible for funding by SHEFC

May: Education (Graduate Endowment and Student Support) (Scotland) Act 2001 introduced the graduate endowment scheme and enabled support to be provided to distance learning students

National Debate on Education

The recent National Debate on Education showed that people want a school system that is more flexible and able to meet the needs of the individual child. They want choices so that all children and young people have the same opportunities and are able to participate more fully in society. The Executive's response to the Debate, 'Educating for Excellence', sets out the next steps towards achieving a vision based on the responses received. This includes making sure that all schools in Scotland play a full part in lifelong learning by breaking down the barriers that get in the way of working more flexibly. Both 'Educating for Excellence' and this strategy encourage the development of locally relevant links between schools, further education, higher education institutions and employers to ease young people's transitions through school education and into training, further and higher education or employment.

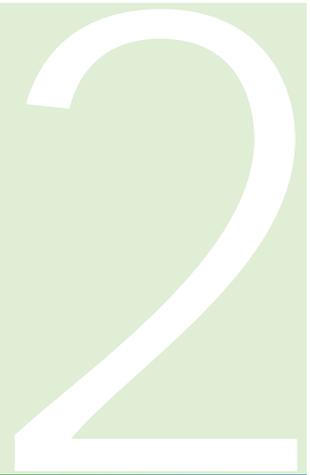
This will be further supported by the proposals for change in the draft Education (Additional Support for Learning) (Scotland) Bill that is currently undergoing consultation. The context for the Bill is set out in the framework document 'Moving Forward! Additional Support for Learning' (January 2003). One of the aims of the proposed Bill is to strengthen transition support arrangements for young people with additional support needs to make the move from school a positive experience and to pave the way for a continuation of support for their learning.

Review of Enterprise in Education

The recent Review of Enterprise in Education, 'Determined to Succeed' recognised that work-based learning in schools is a key means of developing vocational skills and enterprising behaviour. It can also help provide a more varied school experience focused on the needs and interests of each individual young person. The Review Group concluded that there should be a step change in the volume of work-based vocational learning and opportunities for enterprise and called for a major commitment from Scotland's businesses and educationalists to make this a reality. The Executive shares this view and will be working with the other stakeholders to deliver a significantly expanded programme of work-based learning and enterprise.

2001

July: established Futureskills Scotland to improve significantly labour market information; following the publication of the *Adult Literacy and Numeracy in Scotland* report, developed a programme designed to help 80,000 adults over three years to tackle the historic neglect of adult literacy and numeracy in collaboration with Communities Scotland, local authorities and their community learning partners



Higher Education Review

The remit of the HE Review was to “identify how the Scottish Executive Enterprise and Lifelong Learning Department’s investment in the delivery of HE can most effectively maximise the personal, social and economic benefits of teaching and research over the medium to longer term, and support a culture of challenge, innovation and partnership in and beyond higher education institutions”. The outcome of this review will be published shortly and will reinforce key messages in relation to the lifelong learning agenda:

- Flexibility and relevance in the development and delivery of provision;
- Greater collaboration within and across sectors; and
- Diversity within a coherent strategic framework.

Underpinning these messages is the need to focus on the changing requirements of learners, to be responsive to the demands of employers, to recognise achievement, to provide information on - and improve - route-ways for progression and to maintain quality.

Scottish Credit and Qualifications Framework (SCQF)

The Scottish Credit and Qualifications Framework (SCQF) seeks to bring together Scottish qualifications into a single unified framework. It aims to allocate credit to all assessed and quality assured learning; signpost people of all ages and circumstances to appropriate education and training over their lifetime; and help employers, learners and the general public understand how qualifications can improve the knowledge and skills of Scotland’s workforce.

We have committed an additional investment of £1.5m over 3 years to support the more rapid implementation of the Framework. The SCQF website, launched in January 2003, and a national communication strategy, will provide more accessible information about the SCQF to all potential users.

By 2004-05, most of the main Scottish qualifications will be within the SCQF, allowing Scotland to have a single, unified, integrated framework encompassing a wide range of education and training provision.

August: designated Bell College of Technology as eligible for funding by SHEFC; grants reintroduced for young Scottish HE students from low income backgrounds; published ‘A Science Strategy for Scotland’, which committed the Executive to making science a priority and highlighted the importance of developing science skills at all levels



Community Planning Partnerships

Community planning is about effective joint working between public, private, voluntary and community bodies, all with a view to improving the delivery of public services, including education and learning. It acts as an umbrella framework, within which other local plans should be co-ordinated.

Community planning will shortly receive a statutory underpinning by virtue of the Local Government in Scotland Act, which is currently being considered by Parliament and is due to receive Royal Assent around the end of February 2003.

Community Planning Partnerships (CPPs) are now well established in each of Scotland's thirty-two local authority areas. We are issuing Guidance to CPPs on community learning and development, which specifically highlights national priorities in relation to community-based provision for disadvantaged adults.

Equal opportunities

The Executive is committed to securing equal opportunities for all and eliminating discrimination and prejudice in our society. Uneven access to lifelong learning can entrench inequality. We are promoting the mainstreaming of equality in the development of policy and the shaping of legislation. Our approach to lifelong learning is no exception in this regard.

There is also a clear trend towards legislating for equality of opportunity. Laws against discrimination on the grounds of sex, disability and race are already in place and there is a commitment to transpose European employment directives into UK law that will impact on discrimination in the workplace on the basis of age, religion and sexual orientation.

The most recent examples of domestic legislation include the Special Educational Needs and Disability Act 2001, amending the Disability Discrimination Act 1995 and the Race Relations (Amendment) Act 2000. Both require public organisations to review their provision of services, including learner provision, to ensure that is it

2001

October: published 'A Smart Successful Scotland', Scotland's current Enterprise strategy, which puts skills and learning high on its agenda. It sets out a vision of Scotland as having a high-skill, high-wage economy with rising employment rates. As knowledge is a key competitive weapon, skills and learning need to be at the heart of the Enterprise Networks' activities. Education, whilst not narrowly focused on employability alone, must actively enable young people to take their part in a prosperous and competitive economy.

appropriate to the needs of individuals with a disability and those from minority ethnic groups respectively. The Executive and its agencies are working with learning providers to ensure that they have the capacity to adapt their policies, approach and facilities to meet such requirements.

Sustainable development

Wider participation in lifelong learning can be expected to enable people to become more aware and knowledgeable about environmental issues and the ways in which they might lead a more sustainable lifestyle. In 'Meeting the Needs....Priorities, Actions and Targets for sustainable development in Scotland' published in April 2002, the Scottish Executive set out the national vision for sustainable development. Increased levels of knowledge and skills are the means of developing innovative solutions to the problems of sustainable development. In particular, this strategy is relevant to the Executive's sustainable development indicator on people as a resource in the workplace.

The current funding system

The Enterprise and Lifelong Learning Department's investment in lifelong learning is significant. The bulk of our investment is directed towards funding institutions (principally FE colleges and HEIs) to provide learning. We also support learners to undertake learning opportunities and fund other special schemes and programmes such as the Enterprise Networks' learning and skills programmes for work-based learning and workforce development. These streams of spend are, of course, linked because the way an institution is resourced has a direct bearing on the number and kind of publicly-funded learning opportunities it can provide. The Enterprise Networks' expenditure on skills training and workforce development is largely paid to institutions (employers and training providers), although the funding mostly follows the needs of individuals.

October: South of Scotland University Steering Group report supported developments in the south of Scotland based at the Crichton Campus and Galashiels to bring HE to rural areas of Scotland and to encourage continuing professional development of those in employment where it was not previously available

December: launched Scottish Credit and Qualifications Framework; ILA scheme suspended

Funding institutions

The bulk of the Executive's expenditure goes towards funding institutions.

The funding of learning in FE colleges has recently been a priority, with funding levels by the end of the current Parliament in April 2003 having increased by more than 50% over the 1998 baseline. The 2002 Spending Review announced a further 20% cash increase over the three years of the spending period to 2005-06, bringing the Executive's investment into the FE sector (including FE bursary support) to over £0.5 billion for the first time. This has resulted in rising enrolments to study for further and higher qualifications in colleges, as illustrated in the table below.

Table 5

	1998-99	1999-00	2000-01
Total enrolments in FE colleges	421,556	434,435	487,341
Percentage increase		+3%	+12%
HE enrolments in FE colleges	71,110	72,007	72,949
FE enrolments in FE colleges	350,446	362,428	414,392

The higher education sector has benefited from a 15% cash increase in the Spending Review 2002 settlement - a significant proportion of which is earmarked to boost science and research. This builds on an increase of similar magnitude in the last Spending Review to address the under-funded expansion in the sector during the last two decades. The purpose of the new level of additional support is to support and strengthen the infrastructure and quality of provision rather than to expand capacity.

There are historical differences in the way that further and higher education have been funded, reflecting historic differences in the costs of the capital infrastructure and human resource. Seeking to make comparisons in, say, unit costs is complex and difficult. Greater transparency is desirable, and the creation of a single executive for SHEFC and SFEFC has been a major step in this direction. Further progress in this direction will be pursued.

The third main sector of publicly-funded learning is community learning and development. The total spend here is more difficult to estimate due to the diverse range of public and voluntary sector providers. The grant-aided expenditure (GAE) provided to local authorities for the provision of community learning and development currently stands at over £100m per annum. However, the recording of this is inconsistent across authorities, as is the definition of what can be attributed to community learning and development. In addition there is the contribution of the voluntary sector and other community learning partners to take into consideration. In addition over £40m will have been invested in Community Learning Partnerships for adult literacy and numeracy programmes by 2006.

Supporting learners

The Executive's lifelong learning programmes cater for a very wide range of learners. The customer base for the support of individual learners includes the traditional groups of young adults who leave school and enter higher or further education as well as others in tertiary education such as postgraduates or mature students, either full-time or part-time. It also supports those who historically have participated less in post-16 non-compulsory learning, e.g.:

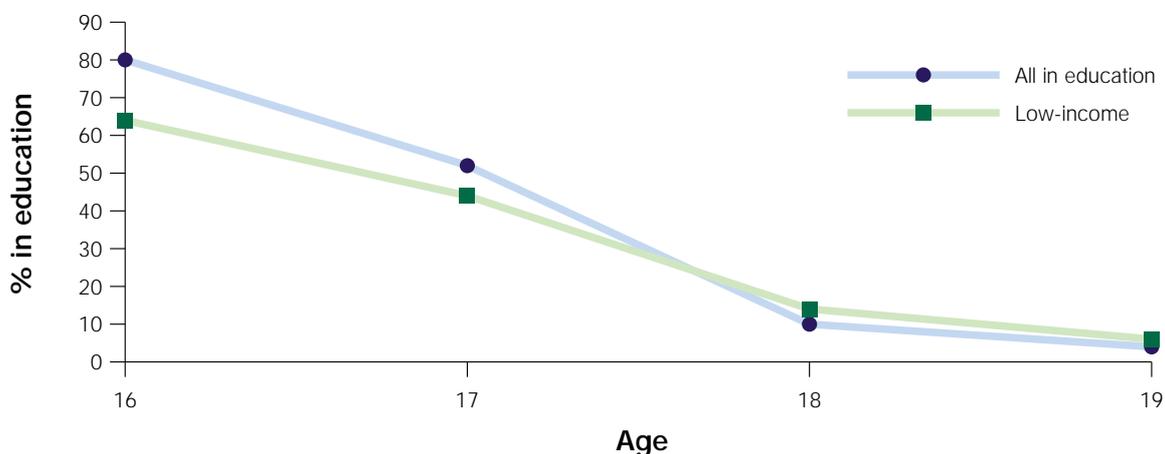
- young people whose continued formal education might be limited by family budget constraints;
- experienced adults whose skills have become out of date;
- those who want to refresh their skills or change career;
- those whose commitments to childcare or other caring responsibilities have prevented them from taking up learning opportunities; and
- people with particular educational support needs, including those resulting from disabilities.

April: established the National Development Centre for Community Learning and Development, Adult Literacy and Numeracy at Communities Scotland

May: published the consultation paper for the review of governance and accountability in Further Education Colleges; published Review of Community Learning Plans

The diagram below highlights this by showing the lower rates of participation in school or further education amongst young people from low-income households

Graph 6 Participation in school and full-time FE Education, 16-19 year olds

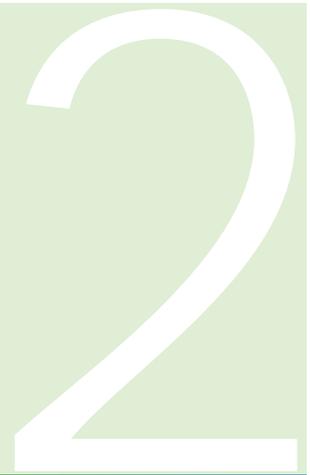


Source: GRO, SEED, Family Resources Survey 2001

Young people who have left school, but have not gone on to further or higher education, employment or training, may have become disaffected with school and have no, or limited, qualifications. There may also be family disadvantage and poverty.

There are other barriers to learning - disability, mental health problems, caring responsibilities and access difficulties experienced by those living in rural and remote areas - which limit uptake of learning when experienced singly, but when combined with some of the other issues detailed here, makes learning less likely.

The diverse range of backgrounds has implications for the type of funding arrangements that it is appropriate to provide. In part, these arrangements relate to the circumstances of the individual (family income level, childcare responsibilities, etc.) and the nature of the learning that is being undertaken. Our current policies on



support for learners seek to widen access to learning for people from a variety of backgrounds, targeting provision for those with greatest needs and for those who view themselves on the periphery of society.

There have been a number of recent changes to the arrangements for supporting learners, most notably a major reform of HE student support. We have also taken measures to bring FE and HE student support into closer alignment. Improvements to the FE student support system, including alignment of income thresholds in FE and HE, were announced in March 2001. We recognise that there are continuing anomalies and perceived inequities, and we are working to identify and resolve these.

We also work closely with the DWP and Jobcentre Plus in supporting the UK Government's Welfare to Work policies, notably the full-time education or training option for New Deal 18-24 participants, and financial support for training undertaken by New Deal for Lone Parents and New Deal 25+ participants.

How well does the current lifelong learning system perform?

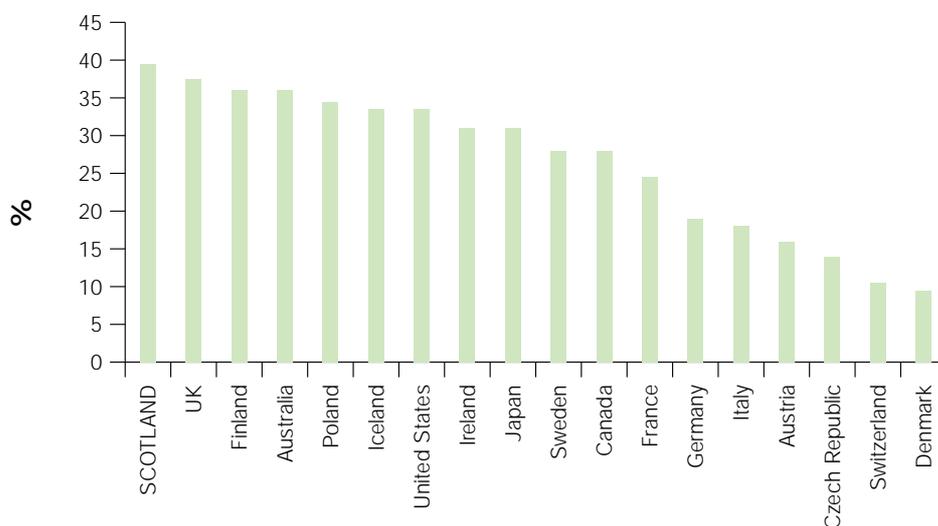
One way to measure how this investment benefits Scotland's society and economy is to compare our performance in lifelong learning with other parts of the UK and with other countries. This shows that we have much to be proud of, most notably in terms of participation in HE, 28% of which takes place in FE colleges.

- The demand for higher education is strong. Figures published in 2002 show that 50%⁹ of young people undertake some form of higher education by the time they are 21. The great majority of these courses are vocational in nature.
- Over a quarter of people undertaking higher education are in 1 or 2 year sub-degree programmes with a vocational focus.
- For first-degrees, our graduation rates are above that of all the OECD countries for which data is available. In 1999/00, Scotland had a graduation rate of 39.2% compared to UK rate of 37.5%, and an OECD average of 25.9%.

⁹ The Age Participation Index, which indicates the numbers of young people, aged 17-21 into HE as a proportion of the population of 17-year-olds.



Graph 7 Graduation rates from higher education first degrees, 1999/00



Source: OECD and SEELLD

- In terms of the overall qualification levels within the adult population, Scotland performs slightly better than the OECD average. 66% of 25-64 year olds had attained at least an upper secondary qualification (SCQF level 5¹⁰) in 2001, compared to an average figure of 64% for the OECD, and 63% for the UK.
- Within the younger age groups, Scotland is also highly placed in international terms on core skills amongst 15 year olds. Results from the Programme for International Student Assessment (PISA) 2000¹¹ showed that we rank highly among OECD countries in reading, mathematical and scientific literacy.
- We can be particularly proud of the excellence in scholarship and science that exists within our higher education institutions.
- We can also be proud of the fact that employers report generally high levels of satisfaction with labour quality.

¹⁰ For more details on the different levels of the SCQF, please see the diagram on p.71

¹¹ Programme for International Student Assessment (2002) *The Performance of 15 Year Olds in Reading Literacy, Mathematical Literacy and Scientific Literacy*

October: reconvened the Scottish Manufacturing Steering Group under the independent chairmanship of Chris Masters, to identify further actions required to support manufacturing, including skills and their relevance to manufacturers. The Group is expected to report to Ministers in February or March 2003

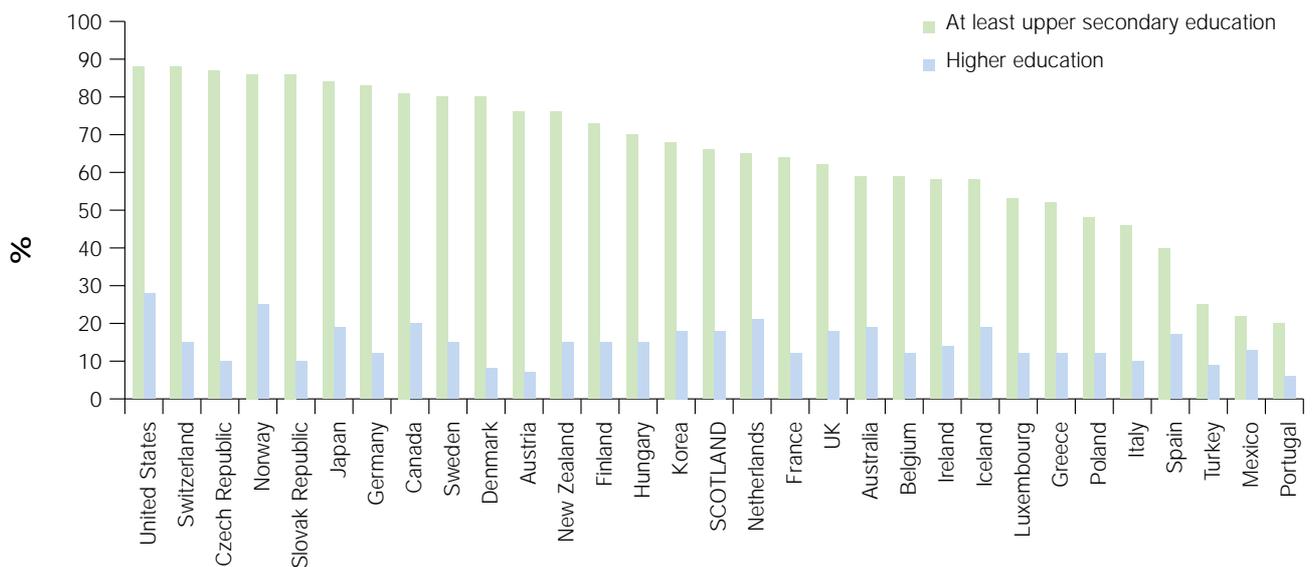
October: Ministers announce an Advisory Group to help UHI Millennium Institute plan its progress to getting its own degree awarding powers - the next crucial step in reaching university status.

- Around 44,000 people have received training as Modern Apprentices to date, and 16,500 have completed their training.

However, there is no room for complacency:

- The proportion of 15-19 year olds not in employment, education or training in Scotland in 2001 was 11.8%, well above the OECD average of 8.6%. Scotland also has a significantly lower proportion of this age group in education - only 71% compared to 80% for the OECD as a whole.
- While we perform reasonably well in terms of qualification achievement at SCQF level 5 for 25-64 year olds, Scotland still lags behind countries such as Sweden (81%), Japan (83%) and Norway (85%).

Graph 8 Percentage of population aged 25-64 that has attained at least upper secondary/higher education, 2001



Source: OECD and UK LFS

- Adult basic numeracy and literacy remains a concern with some 23% of adults (800,000 people) estimated to have low levels of literacy and numeracy skills in Scotland.
- Over 660,000 (29%) people in employment received job-related training during the first quarter of 2002¹². Whilst this is up from 540,000 (24%) in 1997 - and is on a par with figures for the UK as a whole - more needs to be done here if we are serious about building sustainable economic growth.

This strategy seeks both to build on the momentum of the positive achievements described above and to close the gaps where we compare unfavourably with other countries.

¹² Figures taken from the *Labour Force Survey* and relate to the numbers receiving job-related training or education in the last 3 months before interview

Our vision for Lifelong Learning in Scotland:

The best possible match between the learning opportunities open to people and the skills, knowledge, attitudes and behaviours which will strengthen Scotland's economy and society.

Five goals:

There are 5 people-centred goals that will realise the vision

- A Scotland where people have the confidence, enterprise, knowledge, creativity and skills they need to participate in economic, social and civic life
- A Scotland where people demand and providers deliver a high quality learning experience
- A Scotland where people's knowledge and skills are recognised, used and developed to best effect in their workplace
- A Scotland where people are given the information, guidance and support they need to make effective learning decisions and transitions
- A Scotland where people have the chance to learn, irrespective of their background or current personal circumstances

How we plan to use our financial resources

Decisions about the balance of funding and other resources are never easy. Our strategy prioritises actions and stems from a realistic view of what is achievable. It seeks to set the parameters within which we, and the key interest groups with a stake in lifelong learning, will determine the use of those resources.

In the Spending Review 2002, the Executive set out its spending plans for the three years from 2003-04 to 2005-06. The review process ensures that resources are allocated in line with the Executive's priorities of securing long-term economic growth and increasing opportunities for all. Closing the opportunity gap, to ensure that we live in a society founded on fairness, equality and opportunity, was an overarching theme.

In Lifelong Learning, spending has been focused on objectives that are aimed at improving skills, enterprise, employability, widening access and ensuring high quality provision.

We aim to **improve the skills base, employability and enterprise** of the people of Scotland by

- allocating additional funds to increase the total number of Modern Apprenticeships (MAs), and the numbers of those undertaking training in employment;
- improving adult literacy and numeracy skills of 70,000 adults by 2006, in addition to the 80,000 adults we are currently helping; and
- building on the Enterprise in Education report, 'Determined to Succeed' in developing activities to enable young people in schools to learn and have experience of business enterprise.

We have asked the Enterprise Networks to strengthen Scotland's skills base, and to ensure that Futureskills Scotland and Careers Scotland play an increasingly active role in developing knowledge and understanding of the requirements of the labour market.

We see a continuing role for *learndirect scotland* in promoting learning and brokering new learning opportunities to meet current gaps and new demands.

We aim to **widen access** to further and higher education by

- assisting up to half a million people of all ages in their studies at an FE college
- maintaining the expanded number of funded places in HEIs available and the funding to Higher Education Institutions (HEIs) to support disadvantaged, non-traditional students
- introducing Education Maintenance Allowances (EMAs) across Scotland

We have issued guidance to both SHEFC and SFEFC, asking them to continue to facilitate strong links between schools, FE colleges and HEIs, building on the initial work of the Councils' Wider Access Regional Forums. The guidance to both Councils also welcomes developments in articulation, highlighting the role of the SCQF as a means to build on Scotland's strong and internationally envied record of successfully providing higher education courses at sub-degree level in FE colleges.

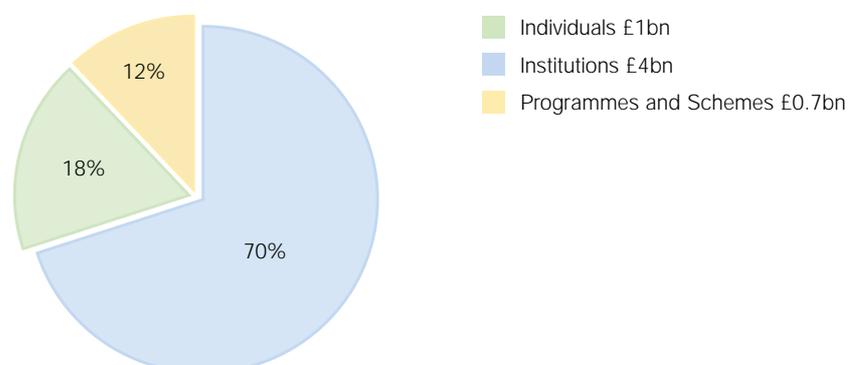
We are also aiming to provide a better learning and teaching environment for staff and students at FE colleges and Higher Education Institutions in Scotland.

Spending on lifelong learning will total over £1.7 billion in 2003-04. That is set to rise under our current spending plans to over £1.9 billion for 2005-06. Of the total spending over these three years:

- some 70% (£1,254m in 2003-04 rising to £1408m in 2005-06) is allocated to supporting institutions and bodies to provide learning
- some 18% (£314m in 2003-04 to £354m in 2005-06) to supporting individual learners
- some 12% (£209m in 2003-04 rising to £233m in 2005-06) to programmes and schemes such as Modern Apprenticeships, Enterprise in Education, the Scottish Union Learning Fund, etc.

These streams of spending are, of course, linked because the way an institution is resourced has a direct bearing on the number and kind of publicly-funded opportunities it can provide.

Pie Chart 9 Spending Proposals for Learning & Training 2003/4 - 2005/6
(total spend in £bn for the three years)



“gaining the confidence and interest of the most excluded groups is time-consuming, but an essential part of creating a level playing field for those learners.”

ELLC evidence, Workers' Educational Association (WEA)



A Scotland where people have the confidence, enterprise, knowledge, creativity and skills they need to participate in economic, social and civic life.

We want a system which ensures the best possible match between the learning and skills, knowledge, attitudes and behaviours needed for a more productive economy and a more inclusive society, and the opportunities for individuals. To do this, we need to put special effort into **closing the gaps**:

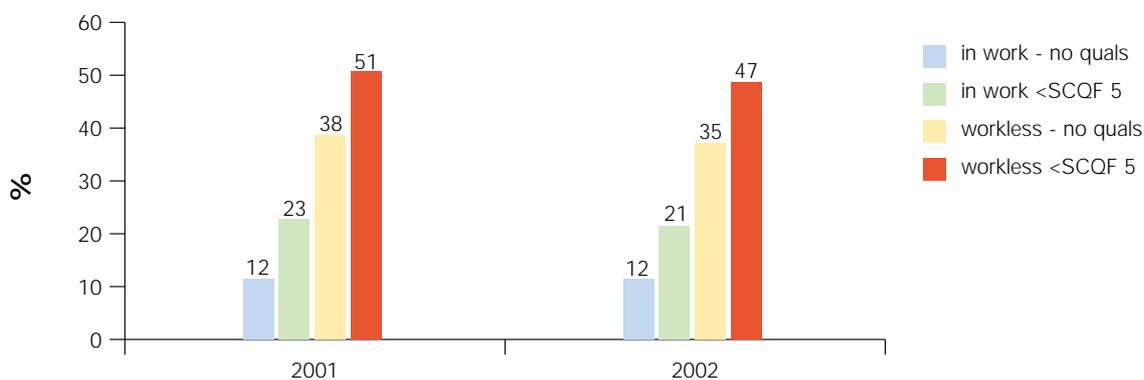
- The gap in participation in learning between those in low skilled jobs and those in high skill jobs
- The gap between the skills of those in work and the skills of those who are not

These gaps start to develop when young people leave school. Some 6% of our young people leave school without any qualifications at SCQF level 3¹³. The Labour Force Survey indicates that around 14% of 16-19 year olds are not in employment, education, or training, and this proportion has not fallen as the labour market has got stronger.

The OECD has suggested that training to **SCQF level 5 (SVQ2) is the minimum required for work and life**, in order to minimise the risk of social exclusion. The current situation in Scotland shows that the proportion of adults aged 25-59/64 who have qualifications below SCQF level 5 has been falling, and decreased from 33% in 1997 to 28% in 2002. However, the gap in qualifications between those employed and those out of work remains significant, as can be seen from the graph overleaf.

¹³ For more details on the different levels of the SCQF, please see the diagram on p.69

Graph 10 Qualifications by economic activity in Scotland, aged 25-59/64



Source: Labour Force Survey

The chart clearly highlights that **improving the skills of people who are not working** is vital - 35% of those not in work do not have any qualifications, while 47% have qualifications below SCQF level 5. There is now an increased emphasis on basic skills provision in Welfare to Work policies and they have had a positive impact - on youth and long-term unemployment in particular. However, we cannot rely on the Welfare to Work policies alone. The Executive has a role to play here too.

For example, we know that developing learning, skills and employability is critical to helping prisoners adopt a more purposeful lifestyle on release. The Executive invests £2.5m per annum on education provision within prisons through the Scottish Prison Service, to help prisoners gain qualifications relevant to labour market conditions.

We want all Scotland's people to have the opportunity to reach a minimum level of learning for work and life. To do this, **we are setting a target of SCQF level 5 for working age adults and a target of SCQF level 6 for people aged 18 to 29.**

There is much to do. As we identified in the section on the socio-economic context for this strategy, tackling the barriers to participation in learning is one of the main 'demand-side' interventions we can make in the learning market. Scotland has relatively high participation in learning but **participation in learning is uneven**: people who are not working, those using lower levels of skill at work, and workers on temporary contracts receive less training¹⁴. While 86% of non-manual workers had done some learning in the last 3 years, this figure was 70% for skilled manual workers, and 53% for unskilled workers.

¹⁴ DfES (2001) *National Adult Learning Survey*



For people who have not participated in learning, motivation is a key barrier: the majority of people who have not done any learning in the last three years say they have no intention to return to learning. As we describe earlier, learners are not homogenous and motivations for learning differ for different groups of learners. For one person, the motivation to take up learning or to return to learning may be related to a personal interest or hobby, whilst for another there may be strong career or job prospect motivations¹⁵. We know that, as well as learners themselves, influences on participation come from friends and relatives, particularly for young people, and employers¹⁶. These are complicated factors. We have work to do to improve our understanding of the ways that motivation to learn and barriers to participation figure in learners' lives¹⁷.

An important aspect in attracting people into learning is making learning more accessible. We need to make learning available in new and interesting ways. There are challenges here for providers. One such area of challenge is posed by **e-learning**. It offers the potential of bringing learning to potential learners wherever they are. It offers the potential of changing in some ways the relationship between learning providers and learners. It is able to package learning in new ways e.g. by combining games technology and learning. It can be blended with other forms of learning to ensure that learners have a comprehensive experience in learning in a way that suits them. E-learning can build on the way in which more and more people are making use of the internet as a place to shop, communicate and find information.

E-delivery is in itself only a tool which can be used to make learning more flexible, convenient and accessible. Providers must work to ensure that packages are designed using high-quality materials and with appropriate attention to the principles of good teaching. This will ensure that individuals have an effective learning experience and are able to measure their progress in relation to learning outcomes and apply what they have learned. Providers should also ensure that appropriate support mechanisms are available both on- and off-line to support the learning process and range of preferred learning styles. The opportunity to learn through assistive technology has significant potential in supporting students with disabilities and learning difficulties. While there has been a lot of hype about e-learning, the reality is that few people have any experience of it. If we are to make learning accessible in new ways then it has to be learning that is attractive and of good quality so that people want to learn more.

¹⁵ Munn and MacDonald (1998) *Adult participation in education and training*

¹⁶ Martin and Dudleston for Scottish Enterprise (2001) *Attitudes to learning in Scotland*

¹⁷ An analysis of motivational factors is covered in Crossan, Field, Gallacher and Merrill, 'Understanding Participation in Learning for Non-Traditional Adult Learners: learning careers and the construction of learning identities', *British Journal of Sociology*, Vol 24. No 1. 2003

We said that the gaps in learning attainment are starting with our school leavers. **We believe that we can make significant progress in closing these gaps by improving young people's understanding of the options open to them when they leave school and encouraging more young people into further learning.**

Increasing work-based vocational learning in schools

The Enterprise in Education Report, 'Determined to Succeed', includes a recommendation that **all pupils and students over the age of 14 should have the opportunity for work-based vocational learning and enterprise experience.** The report recognises this will require a major commitment from Scotland's employers working with our schools. It will be important to ensure that any opportunities that young people take up are of a high quality, otherwise the work experience could be a negative one. The Executive is determined to produce the scale of change necessary if we are to reflect the importance the Review Group attaches to this issue. We will work hard to ensure the significant funding available is used to build on and develop existing programmes to ensure that our young people have an understanding of the world of work, and are both prepared for it and positive about the opportunities it offers. We describe this further under Goal 4.

Engaging more young people in further learning

We want to engage a much higher proportion of young people in learning beyond age 16. This aspiration is reflected in the National Priorities for Education, in 'Smart Successful Scotland' and in the strategic priorities set for Careers Scotland around reducing the proportion of 16-19 year olds not in employment, education or training. Barriers for these young people are partly financial, partly motivational, and partly to do with the availability and appeal of pathways through learning and the provision of support for those who need it. The roll-out of Educational Maintenance Allowances will support more young people to stay on at school beyond 16. Our action to re-engineer Skillseekers, and encouraging flexible funding for collaboration between schools, colleges, HEIs, the Enterprise Networks and employers under goals 3 and 4 will also help to tackle these barriers. There is an important role here for community learning and development providers who are responsible for informal education and youth work with young people.



The National Priorities for Education include the commitment “to work with parents to teach pupils respect for self and one another and their interdependence with other members of their neighbourhood and society and to teach them the duties and responsibilities of citizenship in a democratic society”.

Learning and Teaching Scotland (LTS) are now considering the most effective means of taking forward the Education for Citizenship in Scotland report’s recommendations, following Ministers endorsement. Recent work by LTS and Community Learning Scotland on extending the ‘education for citizenship’ agenda beyond school and by Community Learning Partnerships, is starting to make an impact. Formal and informal lifelong learning providers have a developing role to play in this area.

Encouraging community-based learning

Community learning and development is the third strand of our work on raising participation in learning. Informal and community-based learning plays a crucial role in supporting people to engage in or to return to learning and can often be a first step back into more formal further or higher education for people who have become disengaged from learning. Community centres and local libraries play an important role in supporting learning in less institutionalised settings, through the use of informal education approaches to addressing people’s interests and concerns. We will support Community Learning and Development Partnerships, which bring together local authorities, FE, HE, the voluntary sector and others, linking learning to community regeneration in Scotland’s Social Inclusion Partnerships (SIPs) and elsewhere. National priorities in this area include raising the standards of achievement in learning for disadvantaged adults, especially in the core skills of literacy and numeracy, ICT and other learning related to work and life. Partnerships are required to address the needs of both geographic and interest communities, such as people with disabilities, ethnic or language minorities, together with supporting those who are retired. Guidance has been issued to the Partnerships to link learning to personal and social development.

To realise this, we will:

- 

1. launch a new scheme of Individual Learning Accounts during year 2003/04 to widen participation in adult learning by increasing interest and wider uptake and encourage individuals to take ownership of their learning by investing in it. We will, in particular, use the new scheme to support those on low incomes and to encourage wider uptake of ICT courses. In developing the successor scheme, we will take full account of the lessons learned from the first ILA scheme.
- 

2. fund a campaign - Give it a Go! Learning Tasters - to engage 5,000 new learners in March and April 2003. We shall use *learndirect scotland* learning centres to give new learners a free taste of learning and encourage them into lifelong learning.
- 

3. issue guidance on community learning and development to all Community Planning Partnerships, local authorities, FE, HE and voluntary sector providers. This will highlight national priorities, together with outcome targets, for work with disadvantaged adults and young people, and will support collaborative work between partner agencies at strategic and local levels, building upon the work of Community Learning Strategies since 2000.
- 

4. complete an in-house review of research on reasons for (re-)engaging with learning and sustaining learning careers by April 2003 and conduct research on links between learning and citizenship, with a view to future development of initiatives targeted at disaffected or non-participating individuals.
- 

5. seek to ensure that public sector investment in e-learning is co-ordinated and takes account of complementary actions by convening on a regular basis an E-learning Public Sector Group.



-  6. introduce Education Maintenance Allowances across Scotland. By 2008, the roll-out of EMAs aims to support about 40,000 young people to stay in education at school or college for longer than they might otherwise have done. This will be targeted at pupils who need it and will benefit from it the most.

We will also continue to:

-  7. raise the numeracy and literacy skills in 150,000 adults by 2006.
-  8. increase the provision of Public Internet Access Points (PIAPs) in *learndirect scotland* branded learning centres. There are about 390 *learndirect scotland* branded learning centres throughout Scotland, 196 of which are in areas of social exclusion. Our focus will be on providing public internet access in a) *learndirect scotland* centres in areas suffering from social exclusion or the effects of isolation, and in addition b) those *learndirect scotland* centres that show real potential for creating synergy between the provision of internet access and the provision of learning opportunities."
-  9. implement the relevant recommendations of the Scottish Refugee Integration Forum with regard to the creation of learning opportunities for refugees and asylum seekers.
-  10. look at the options for mainstreaming the New Futures Fund (NFF) initiative after March 2005 which might include developing alternative arrangements for existing projects and ensuring that learning from Phases 1 and 2 of NFF influences other mainstream programmes.
-  11. gather better data on the resources used to provide community learning and development activities and the levels of participation in these activities. Work has already started on this task, and recommendations are due in May 2003. Ahead of that, in April 2003 we will commence a National Development Project which will seek to support Community Learning and Development Partnerships to gather management information of this kind.
-  12. provide a framework for prisoners to develop skills and lead more productive lifestyles independent of crime post-release in our Learning, Skills and Employability strategy for the Scottish Prison Service, due to be launched in Spring 2003.

A Scotland where people demand and providers deliver a high quality learning experience

2

goal

Quality matters. Individuals, employers and government invest time, money and effort in learning and training. Where quality is poor, they are less likely to make or continue their investment.

It is our aim to ensure that all lifelong learning provision in Scotland competes with the best in the rest of the world in quality terms. Our assumption is that excellence in our lifelong learning provision will encourage more individuals to participate in learning throughout their lives and ensure value for money in publicly-funded provision.

The quality of lifelong learning opportunities in Scotland is currently assured through various, mostly external, regimes which vary in their focus on the assessment of delivery mechanisms, the quality and improvement of the experience, and outcomes for learners. Partly because each of these regimes has been designed specifically to meet the needs of, and in consultation with, the relevant sector, they are inconsistent with each other and there are both overlaps and gaps in their areas of coverage.

Currently:

- the Scottish Qualifications Authority (SQA) has its own system for the quality assurance of Scottish Vocational Qualifications (SVQs), National Qualifications (NQs) and Higher National awards (HNCs and HNDs);
- the Scottish Further Education Funding Council (SFEFC) contracts with Her Majesty's Inspectorate of Education (HMIE) for a range of quality assurance and improvement functions including a four-year cycle of reviews of FE colleges in respect of key cross-college functions related to the learner experience, and for a sample of subject areas and outcomes in each college;
- The Scottish Higher Education Funding Council (SHEFC) has a statutory duty to make arrangements to assess the quality of education it funds. HEIs are quality assured through a new system developed by a group of SHEFC, the sector, student representatives and the Quality Assurance Agency (QAA), closely linked to that used for HEIs in the rest of the UK.

“there is considerable scope for harmonising many aspects of the existing QA systems. ...however, the different kinds of learning do indeed have different purposes, aspects and features which quality assurance systems must address and reflect”

ELLC evidence, Quality Assurance Agency for Higher Education

2 goal

- Scottish Enterprise (SEn) and Highlands and Islands Enterprise (HIE) use the Scottish Quality Management System (SQMS) to quality assure private training providers and government-funded training provision in FE colleges used by LECs;
- local authority community learning and development provision is inspected by HMIE with reference to the “How good is our community learning and development?” quality framework; and
- HEIs are quality assured through a new system developed by the Quality Assurance Agency (QAA), closely linked to that used for HEIs in the rest of the UK.

These current quality assessment arrangements in lifelong learning in Scotland have been variously criticised for over-auditing and in some cases for being insufficiently rigorous or ‘fit for purpose’.

Quality Assurance (QA) in the HE sector has just been subject to review and consultation with stakeholders and a new approach is being introduced from this year. The new quality regime has a clear focus on quality enhancement, with institutions expected to demonstrate that they have clear, well-managed strategies for promoting constant quality improvement across all aspects of learning and teaching. The Executive expects SHEFC to monitor closely the implementation of this new system, to ensure that it delivers real benefits to students, reduces low value-added bureaucracy and continues to provide a sufficient level of accountability.

Consequently, we are not planning to make changes to QA in the HE sector. Indeed, we will ensure that, wherever appropriate, good practice and standards used in the HE and all other sectors will be drawn on in the development of new approaches for quality assuring the rest of lifelong learning.

Good leadership and management are key to ensuring quality. The ongoing development of leadership and management training and support for managers at all levels within these organisations, and for those on governing bodies of FE and HE institutions will be a critical element in improving quality, as is strong governance and accountability. All organisations involved in the provision of learning opportunities must be supported to develop their quality cultures and relevant strategies, to ensure that they focus on all aspects of quality management.

No less important is the initial training and continuing professional development of those whose primary responsibility is the development and delivery of learning,

whatever the learning provider. The ability of professionals to learn from each other's experience drives improvements in approaches, which is why, for example, the recent Community Education Training Review recommends that there is more joint training between community-based and institution-based adult educators. Collaboration involving the new Sector Skills Councils, the relevant professional bodies and training providers will be an essential component in achieving and maintaining world-class quality standards.

FE colleges and their lecturers play a key role in the provision of a qualified workforce committed to the achievement of quality in design, development and delivery of products and services. The quality of the education and training that is provided in FE colleges depends crucially on the skills, knowledge and understanding of lecturers. If lecturers are to maintain a high level of performance, they must continue to develop and update both vocational and teaching skills. The Executive strongly supports the FE Professional Development Forum and its application of occupational standards. The Executive does so by approving and monitoring provision of higher education courses leading to the Teaching Qualification (Further Education) and by endorsing SFEFC's setting of targets, supported by funding, for full-time and part-time staff undertaking formal training.

Community learning and development practitioners are a key part of the overall workforce supporting lifelong learning in the community. There are some 3000 graduate practitioners in this field working across public and voluntary agencies, together with an extensive part-time and volunteer workforce. We have been working closely with PAULO, the former National Training Organisation for community-based learning and through the Community Education Validation and Endorsement Committee, to raise standards of training at all levels. In 2002 we issued for consultation the report of the Ministerial Advisory Committee on Community Education Training and in February we published our policy on the future of professional community learning and development training.

There has already been some good work done in ensuring greater coherence between separate systems. A Convergence Group was established in March 2000 comprising representatives from SFEFC and the Enterprise Networks. It has been making good progress in establishing correlations between SQMS Standards and the SFEFC/HMIE's quality framework, confirming commonality between the two. FE colleges that achieve a satisfactory review report from HMIE already receive credit transfer for seven of the ten SQMS standards. The consequent reduction in SQMS activity in these colleges represents a considerable reduction in their overall audit burden.

2 goal

If we are to stimulate demand for good quality learning and training, the time is right for a move to a quality improvement culture in which all quality assessment is based upon an all-round, learner-centred quality improvement approach. All providers of learning and training need to carry out their own internal assessments of quality. External quality assessment needs to become more flexible through a move to a proportionate system where the amount and nature of external assessment is determined by evidence on the quality of the provider and the provision, the effectiveness of internal quality assessment and improvement mechanisms and the outcomes. The focus needs to move further towards measuring outcomes, for learners and all other stakeholders, and to developing quality assessment that promotes real improvement in learners' experience and outcomes. In considering the success of outcomes for individuals, factors such as the content and nature of the learning, their personal and skills development and how that learning has contributed to their employment or other opportunities need to be taken into account, as well as the qualifications achieved.

We believe that quality assurance frameworks should:

- focus on outcomes and the key processes that impact on the quality of the learners' experience, including the factors that promote or hinder access;
- be as consistent as possible across sectors and providers in principle and approach; and
- be regularly reviewed;

and that quality mechanisms should:

- drive innovation in quality improvement;
- include learner evaluations;
- avoid duplication of external assessments and processes;
- assess risk and be applied proportionately;
- use partnership approaches and benchmarking to raise standards;
- be clear and easy for stakeholders to operate;
- offer value for money;
- be transparent, inspiring public confidence;
- provide relevant information to customers and stakeholders;
- be used by all key stakeholders; and
- have an appropriate balance between internal and external dimensions of quality assurance and quality improvement.

In summary, our goal is to develop a quality framework for post-compulsory education and training (both public and private provision) which is 'fit for purpose', owned at the

point of delivery, does not overburden learning providers with audit requirements, considers results (outcomes and outputs), as well as inputs and processes that impact on the quality of the learners' experience. It should encourage organisational development, openness and accountability and improve quality across the board.

To realise this we will:

-  1. commission a study, reporting by early 2004, on the current quality assurance landscape in Scotland, drawing on other countries' approaches to enhancing the quality of the learning experience. It will look at quality assurance arrangements for other educational sectors that collaborate on lifelong learning provision, including schools and the higher education sector, and the options for involving all providers in developing a new Scottish approach. The study will also provide options for the future development of the approach and widening its coverage. In doing so, it will take account of the respective needs of both the learner and the learning provider, as well as of current and future resource requirements. New arrangements consequent on the findings of the study would be phased in as resources permit and on timescales to harmonise with pre-existing cycles of quality assurance activity.
-  2. ask the Enterprise Networks to develop the work that they are currently undertaking to reduce the audit burden on the learning providers in their training programmes, with a view to establishing, wherever possible, a single audit of a training provider.
-  3. publish the outcomes of the review of governance and accountability of FE colleges and develop an action plan to tackle the issues identified with SFEFC and colleges.

We will also continue to:

-  4. update and, where necessary, expand the range and level of competencies provided for in the 'National Guidelines on Provision Leading to the Teaching Qualification (Further Education) and Related Professional Development'. The Minister has also announced a wide-ranging review which as well as covering the competencies required by FE lecturers will look at other structural and operational matters. The review will include a consultation exercise that is intended to give the sector and other interested parties an opportunity to put forward their views on how best to improve and update the skills of lecturing staff. The consultation process will begin in March.
-  5. improve data collection and analysis in consultation with relevant stakeholders.

“too much of it [employer training] is likely to be unfocused or of poor quality, and therefore of little value either to the organisation or the individual.”

ELLC evidence, CBI Scotland

3

goal

A Scotland where people's knowledge and skills are recognised, used and developed to best effect in their workplace

We need to ensure that there are learning opportunities that respond to the needs of society and the economy. We want to encourage all types of organisations - private, public and voluntary - to train people in their workforce, helping everyone to see the benefits.

We know that Scotland has a higher level of skills in its workforce than England but lower productivity than the UK average¹⁷. In this light, it is interesting to note that organisations reporting skill problems in the recent Futureskills Scotland skills survey were more likely than the average to have been growing and to provide training for their staff¹⁸. That raises the possibility of extensive latent skill deficiencies, where employers do not recognise that more investment in, or better use of the skills of, their workforce could yield improvements in performance. For example, of the 800,000 adults in Scotland who are estimated to have low levels of literacy and numeracy, 650,000 are of working age with 520,000 of these in employment. This is a major barrier for the individual and the employer.

Employers tend to invest more in higher level skills¹⁹ where the returns to the employer are generally greater, both in terms of productivity²⁰, and employment growth²¹. They are also likely to target training on job-specific skills needed by workers to do their current job, which will generally offer a more immediate return. Not all firms have the same motivation or ability to be involved in training. For example, large firms of over 250 people generally have well-established human resource and training departments, whereas small firms of less than 50 people tend to rely more on informal training. Government across the UK is establishing a new network of employer-led

¹⁸ The evidence from ONS *Introducing new and improved labour productivity data, May 2001* shows that on GDP per filled job, Scotland is marginally lower than the UK average, whilst, on GDP per hour worked, Scotland is slightly higher than the UK average. On GDP per head, Scotland is lower than the UK average, in part due to the lower employment rate in Scotland compared to the rest of the UK.

¹⁹ For further information on this survey, please see the Futureskills Scotland website at <http://www.futureskillsscotland.org.uk>

²⁰ OECD (2001) *Education policy analysis* found that those who make greatest use of literacy skills at work are 6 to 8 times more likely to receive support from their employers for education/training than those who use literacy skills least.

²¹ Dearden et al. (1999) *Who gains when workers train?* found that raising the proportion of employees trained in the production sector from 10% to 15% is associated with at least a 3% point increase in the value added per worker. In the USA, Lynch and Black (1997) *How to compete: the impact of workplace practices and IT on productivity* found no significant training impact on company turnover or productivity but did find certain kinds of training effective in raising productivity, notably computer training in the non-manufacturing sector.

Sector Skills Councils to replace the former National Training Organisations. These new bodies will play a leading role in articulating employer demand for skills and bring influence to bear to facilitate relevant provision of training by learning providers for example, through their development of National Occupational Standards, which underpin the SVQs and NVQs.

Recent evidence²² suggests that in spite of the amount of money spent on training in the UK, very few organisations take a strategic approach to training. While 60% of businesses have business plans, only 39% have training plans, indicating the limited extent to which training and skills issues are integrated into the business planning process. We offer the model of the 'learning organisation' as a helpful concept for organisations wishing to build developmental and learning activities into their everyday operations.

In a learning organisation, "instead of training and skills being a bolt-on extra, learning moves to central stage and becomes the chief organisational principle around which business strategy and competitive advantage can be developed."²³

The key characteristics of a learning organisation are:

- creating new knowledge as a central part of competitive strategy
- encouraging managers to act as mentors, coaches and learning facilitators
- having systems for sharing knowledge and learning, interpreting it and using it in the business
- linking employees' self-development to the development of the organisation as a whole
- providing frequent opportunities to learn from experience
- striving for continuous improvement
- viewing the unexpected as an opportunity to learn
- valuing the diversity of the contribution from across the whole workforce

²² Cosh, Hughes and Weeks (2000) *The relationship between training and employment growth in SMEs*

²³ Keep (1999) *Employer attitudes to adult training*

3

goal

The Scottish Executive's Learning Strategy, introduced in June 2001, commits the Executive to becoming a Learning Organisation - encouraging and supporting lifelong learning by its entire staff. Upgrading skills and adapting to the demands and challenges of change is important for the employees of the Scottish Executive. We must adapt to change: change in the global environment, change in expectations of the public, and change in the way Scotland is governed. The strategy commits the Executive to:

- investing in our people
- planning and evaluating that investment
- helping people become more effective learners.

While recognising that individuals must take a measure of responsibility for their own development, the strategy says that if they do so, we will give them the opportunity to develop their potential and have their achievements recognised. The Executive's aim is to offer people, at all levels, learning and development opportunities throughout their career that will:

- help them deliver the business objectives of the organisation
- equip them with the skills and knowledge to enable them to perform effectively
- give them access to advice, guidance and learning when they need it
- give them access to learning resources and funding based on careful assessment of their needs and the principles of equality of opportunity
- support their career development and increase employability
- enhance job satisfaction
- support lifelong learning and help people become more effective learners.

The Executive has a long-standing commitment to liP. In August 1997 the Scottish Office was first recognised as an Investor in People, the first Government Department to achieve recognition as an entire organisation. In November 2001 the Scottish Executive successfully retained recognition for the third time.

We strongly support the use of Investors in People (IIP) as a key tool in developing learning organisations. Scotland currently has over 3,500 companies recognised as Investors in People. The Standard is usually delivered in Scotland by the Enterprise Networks, with the final award being approved by IIP Scotland, and is built on four key principles. These principles - commitment, planning, action and evaluation - are underpinned by 12 indicators of good practice.

Accessing information on appropriate training opportunities often presents a considerable barrier for businesses, particularly SMEs. We are addressing this through the development of the "*learnirect scotland* for business" service to work in partnership with other organisations and initiatives. We consider that there is further potential for partnership working of this kind to improve the way in which businesses access learning.

The provision of learning that is accessible in the workplace is important. It should be possible to satisfy, in whole or in part, the learning needs of an organisation within the workplace to cut down on costs, especially opportunity costs, to business. E-learning offers some solutions here as well as other forms of distance learning. We need to build on the work that is already taking place, for instance that described below within NHSScotland, to bring flexible, good quality learning to the workplace. We also want to work with the grain of employers' own investment in training, to promote workplace learning and help businesses better understand what is available and what is relevant to their needs²⁴.

The National Health Service is undergoing enormous change with advances in medicine and in the way in which healthcare is delivered. Central to the reform of NHSScotland, to improve healthcare services for patients, is a workforce which is flexible and responsive and supports change in service delivery. Workforce Development in NHSScotland, encompasses a range of planned activity in education and training of staff, recruitment and retention, new ways of working and job redesign, changing roles and career packages and pathways. New arrangements have been set in place to take this work forward through implementation of 'Working for Health', the first Workforce Development Action Plan for NHSScotland published in August 2002.

²⁴ 'Towards the learning organization?' (2002) Ewart Keep and Helen Rainbird in *Supporting Lifelong Learning: Volume 2: organizing learning*, edited by Reeve, Cartwright and Edwards, The Open University

²⁵ The Society of Chiropractors and Podiatrists (SCP) runs an e-learning project for Healthcare Professionals, funded by the Scottish Union Learning Fund

3

goal

To realise this, we will:

-  1. pilot Business Learning Accounts as a key driver to stimulate learning and business growth in small businesses, providing them with the tools to link training needs with business growth and funding to match the businesses' own investment. The pilot BLA scheme is being developed in consultation with key stakeholders and will be launched early this year.
-  2. work with the Enterprise Networks to re-engineer work-based training for young people (Skillseekers), introducing pre-apprenticeships to link with vocational learning in schools, address core skills and provide better progression routes to Modern Apprenticeships or further education. We are also working with the Sector Skills Councils to identify opportunities to improve the provision offered under Skillseekers and to design new pre-apprenticeship frameworks. We aim to start piloting these later in 2003.
-  3. redesign Training for Work to improve its effectiveness and flexibility in enabling jobless adults to enter sustained employment and to articulate better with other interventions available, including UK Welfare to Work programmes. A joint working party between the Enterprise Networks and Jobcentre Plus is aiming to test these changes to Training for Work in 2003 with a view to rolling out a new programme in 2004.
-  4. support UK Skills and The Prince's Trust with their plans to hold 'SkillCity'-type roadshows in Scotland in collaboration with the Enterprise Networks and employer-led Sector Skills Councils to ensure that young people get the opportunity to consider the wide range of skilled employment.
-  5. work with employers and trade unions to raise awareness of the impact of low levels of literacy and numeracy and develop resources to support workplace initiatives in consultation with relevant stakeholders²⁶.
-  6. provide funding to *learnirect scotland* to pilot, on a national basis and to SMEs, the provision of 'learning centres in a box'.

²⁶ The Graphical Paper and Media Union (GPMU) has received a Scottish Union Learning Fund award for '*Core Skills and Dealing with Change in the Workplace*', a programme which aims to increase awareness of learning opportunities, particularly for development of literacy/numeracy and introductory ICT for non-traditional learners. Three of the first four Adult Literacy and Numeracy Pathfinder projects are focused on raising awareness among employers and trade unions

We will also continue to:

-  7. look for skills and learning to be a key feature of Local Economic Forums' local economic development strategies, due by April 2003.
-   8. expand the Scottish Union Learning Fund scheme to further build trade union capacity to promote lifelong learning in the workplace. In particular we will welcome bids from trade unions to put in place programmes to encourage people to return to learning, such as those developed by the Workers' Educational Association (WEA) in partnership with UNISON, for workers in local authorities, education and health.
-   9. work with employers and voluntary and community-based organisations to increase the availability of programmes designed to enable adults to return to learning.
-  10. look to *learndirect scotland* to evaluate the work of Training Partners who have been employed to work with individual SMEs as part of "*learndirect scotland* for business".
-   11. participate fully in the UK-wide review of National and Scottish VQs. Our vision is to produce a coherent and high quality system of VQs, which complements and supports other learning, and is fit for its purpose of helping employers meet their skill needs and individuals to meet their aspirations. A programme of work to progress this review will be in place by 31 March 2003.
-  12. look to the Executive's Partnership Action for Continuing Employment (PACE) framework to ensure, through effective partnership working and ongoing monitoring and evaluation, that a significant percentage of those made redundant are moved into alternative employment or training opportunities within six months, to enable more people to become and remain active in the labour market.
-  13. demonstrate good practice by implementing and continuously improving our own Learning Strategy for Scottish Executive staff.

“Policy must ensure that the lifelong learning infrastructure makes sense and is easy to negotiate from the individual’s point of view.”

ELLC evidence, CBI Scotland

4

goal

A Scotland where people are given the information, guidance and support they need to make effective learning decisions and transitions

We want lifelong learning to be focused on delivering what learners want and need. To do this, learning providers must continue to work out new ways to design, deliver and evaluate learning which meets learners’ needs. It is particularly important that they deliver learning in ways that helps learners make transitions between learning opportunities and into and out of learning. Every effort should be made to ensure that all learners are given the information, guidance and support they need at transition points to make an informed decision about their next move; and that the right kind of assistance is available to support continued learning:

- from school to the world of work and training, or further or higher education
- from college to an HEI
- from college or HEI into the workplace
- from community-based learning to the college classroom
- from work to study and study to work
- from non-learning into learning

Transitions of this kind are very important - and can be very different or difficult to manage, whether by a learner, an institution or a sector. Transitions are very significant in the lives of individual learners. A good experience, supported and grounded by good advice and, where appropriate, by good personal and financial support, breeds confidence and further success. Poor experiences can have the opposite effect. Problems can arise through systems failures, such as a lack of information or inarticulation between different kinds and levels of qualifications, and transactional failures where institutions fail to work well together. We attach considerable importance to addressing both forms of difficulty.

The context in which we operate means that these transitions are likely to become increasingly significant.

- School leavers are faced with many different options and often have little experience to guide their choices. They need more exposure to all the options available to them so they can make informed choices about their future. Transitions for school leavers with additional support needs can be particularly difficult and outcomes poor.

- Those who have worked hard to get an HNC or HND at their local college and now feel ready to study for a degree at an HEI need to be able to find out what options are open to them and to be supported in the early days of that transition²⁷.
- Those studying at our colleges and HEIs need to have a clear picture of the jobs market in order to make properly informed choices and to prepare for the world of work.
- Those who have been learning in more informal community settings, closer to home, may find they have the confidence and ability to undertake more formal learning at a nearby FE college or HEI. We need to understand their needs better and help them to understand what this transition involves.
- Workers who want to re-train and upskill to suit new demands, may return to formal learning after a long gap. They need learning providers to be flexible about the routes into and around the learning arena.

Dealing with new experiences, though difficult, is an important part of learning, but people in transition should be able to access the information, guidance and support they need. Smoothing the transitions makes good sense all round - the learner benefits and so too do learning providers. Failure and breakdown are costly to all. This issue lies at the heart of the Beattie Committee report, in response to which Inclusiveness projects, managed by Careers Scotland, have been set up across the country. The new key workers are instrumental in providing one-to-one support for young people with additional support needs, working in partnership with learning providers and others. The draft Education (Additional Support for Learning) (Scotland) Bill emphasises the importance of planning and preparation for transition and the need for input from a range of agencies.

Many learning providers are well aware that individuals often find themselves vulnerable at times of transition. They are making a special effort to welcome learners who come with different experiences and qualifications. The work of local authority community education services, the outreach work done by FE colleges in their local communities, the work of HEIs and FE colleges with schools through the Wider Access Fora, the growing number of formal and informal articulation agreements between community-based providers, FE colleges and HEIs are all testament to the fact that learning providers are serious about supporting learners through transitions.

²⁷ Recent research shows that FE is the main vehicle in Scotland for drawing non-traditional learners into advanced and degree studies: Osborne, Cloonan, Morgan-Klein and Loots (2000), 'Mix and Match' Further and Higher Education Links in Post-Devolution Scotland, *International Journal of Lifelong Education*, 19, 3 pps 236-252

“proposals for a more integrated and flexible system remain the only comprehensive solution to widen access and achieve a lifelong learning economy”

ELLC evidence, NUS Scotland

4

goal

However by working together more closely, all the lifelong learning players can facilitate these transitions more effectively. For our part, we will work with the grain of the existing developments we have outlined above. We will help and encourage those who fund and provide learning to work together more consistently and effectively, to make effective and confident transitions the norm.

To realise this, we will:

-  1. effect a step change in the way in which schools prepare young people for the world of work by a comprehensive set of proposals to implement the recommendations in the Enterprise in Education Report, ‘Determined to Succeed’. Our response to that Report (which we will publish shortly) will set out how we plan to expand existing provision of Enterprise in Education to a position where the Executive alone will be committing £22m a year by 2006.
-  2. pilot a Personal Lifelong Learning Plan with school leavers in 2004 to record their achievements and plan future learning. The Plan would not be based solely on academic qualifications, but could also help people record and plan on-the-job learning and experience with a view to acting as a CV. The Plan would link with current developments on Personal Learning Plans for all schoolchildren and also provide signposts to, for example, *learnirect scotland* and Careers Scotland, to help individuals identify what learning they need and where they can do it.
-  3. ask the SQA, FE colleges and HEIs to collaborate when qualifications are being developed, so as to maximise the potential for articulation and transition across the sectors, and to provide information to students on courses where specific arrangements are available.
-  4. take receipt of proposals from the Funding Councils in the summer on how we can use the outcome of the FE/HE articulation exercise undertaken by the Scottish Advisory Committee on Credit and Access (SACCA), in collaboration with the Wider Access Regional Fora. This would cover mapping, student tracking and bridging arrangements to maximise the benefits for learners and extend good practice in this area.
- 
 5. develop a joint schools/FE strategy and implementation plan, including review of funding mechanisms to ensure flexibility of delivery, so as to encourage locally relevant links between schools, FE colleges and local employers to ease school leavers’ transitions into further learning, training or employment.

-  6. improve the quality and consistency of information for learners. We have established the national database of learning opportunities, serviced by *learndirect scotland*, to be the gateway for information to learners. We will ask *learndirect scotland*, Careers Scotland and Futureskills Scotland to work together to achieve this. Others will be involved too. Our aim is to ensure that learners have a seamless service incorporating the provision of information and the guidance offered by Careers Scotland to support learners in making the best use of this.
-  7. develop the ways in which schools (mainstream and special), Careers Scotland, the Enterprise Networks and FE colleges help young people with additional support needs to make effective transitions - and sustain them post-school.

We will also continue to:

-  8. resource the development and implementation of the Scottish Credit and Qualifications Framework which will aid greater understanding and recognition of achievement through a range of qualifications and experiences. The framework will provide greater clarity about the relative position of different qualifications, supporting progression between sectors and providers. It will be easier for learners to understand the relative value of learning and credit already accumulated and how this can be used as a stepping-stone to further participation in learning.
-  9. ask the Funding Councils and Enterprise Networks to plan the most effective use of resources to meet local demand for learning and training, agreeing joint targeting and funding where appropriate.
-  10. continue to implement the recommendations of the Beattie report, including options for post-school educational psychological services.



A Scotland where people have the chance to learn, irrespective of their background or current personal circumstances

The Executive's investment through ELLD in lifelong learning in Scotland is significant - some £1.77bn for year 2003/04 under current plans, rising to £1.99bn by the year 2005/06 under current spending plans.

A significant proportion of this is devoted to institutional funding which will be around £1.4bn by 2005/06 (including £0.8bn to HEIs; £0.46bn to FE colleges.).

Our support for individual learners will rise to around £0.35bn each year by 2005/06.

The remainder is spent on special schemes and programmes to support learning such as Modern Apprenticeships, Enterprise in Education and the Scottish Union Learning Fund.

Supporting Learners

The systems that are in place to provide support to individual learners relate to the broad customer base described in Part 2: Setting the context. We believe it is appropriate that the arrangements for funding individual learners should reflect this diversity of learners' individual circumstances and the learning opportunities available to them.

We attach considerable importance to the view that each person should take personal responsibility for investing in the development of their own knowledge and skills within their means, beyond the initial stage of post-compulsory education. We also believe that employers should assume similar primary responsibilities in workplace learning.

The support available to learners from public resources can be justified in terms of the wider social and economic gains that result from that learning, over and above the private gains to individuals. Where the evidence shows that there are significant private returns to be had from a learning experience (such as from a degree course²⁸), it is reasonable to expect a contribution to the costs of learning from the individuals and organisations concerned. Similarly, we seek to avoid funding learning that an individual would have undertaken and paid for themselves without support from

government or which could or should be supported by an employer. To create stability and clarity within the system, we need to avoid, as far as possible, the introduction of differentials into the levels of funding for learners aimed at addressing specific occupational or sectoral labour shortages. The general principle should be that such shortages should be addressed through employment terms and conditions within the employment sectors themselves and that learning providers work closely with employers to ensure that provision reflects sectoral needs.

We believe that we can deliver significant improvements for learners, employers and learning providers if we make sure that there is both increased clarity and equity in the system. Providing better information and guidance for learners and employers about the funding that is available to them is a first and important step. This needs to be coupled with those changes to the funding systems that are necessary to bring about more equity of opportunity for individual learners, taking account of their personal circumstances.

Funding Learning Providers

We believe that the arrangements for funding the various provider sectors should continue to reflect the diversity of the learning opportunities they provide.

The funding we make available to institutions has to recognise the enormous variety in post-compulsory education and training - from the relatively centrally-designed curricula courses in NQs offered by individual colleges to degree courses designed and delivered by HEI departments, from classroom-based to those with highly supervised practical elements, or which face other specific cost pressures. The distribution of funding has to recognise this variety, without becoming too complex.

We believe that the application of over-simplified funding arrangements, although superficially attractive would, in reality, damage learning providers and the interests of learners themselves.

²⁸ OECD and UK evidence - such as the Labour Force Survey - show that across OECD countries in 2001 a person aged 25-64 without an upper secondary qualification could expect to earn between 4% and 42% less than someone with an upper secondary qualification. At the other end of the scale, a tertiary education graduate could expect to earn between 24% and 94% more than someone qualified to upper secondary level only. In Scotland this difference is equally evident - people qualified to below upper secondary level earned 33% less, and tertiary education graduates earned 46% more than someone qualified to upper secondary level.

5 goal

Within the constraints of our overall spending plans, we want to resource all types of institutions to deliver what is asked of them, and to support our aspiration of equity of opportunity for learners. There needs to be public confidence about the way funding is distributed to all learning providers. Differences in approach for different types of learning need to be explicable. But the distribution of funding will never be completely uncontroversial, and there will always be differences of opinion about what is fair. What government can and should do is ensure that its agencies can explain the approaches they use, that the differences between these can be justified by the purpose of the funding and, above all, that the focus of funders and providers is on what is achieved with funding provided.

In summary, our vision is of a system in which there are:

- no gaps or unjustifiable differences in the provision of funding for learners;
- transparent institutional funding mechanisms related to the costs of delivery that distribute resources so that our objectives can be delivered at every level; and
- clear, accurate and relevant information and guidance on the funding available to individuals and businesses for learning, delivered through joined-up information services.

To realise this, we will:

-  1. merge SFEFC and SHEFC. This merger would make possible greater comparability and transparency in the way that different types of institution and levels of courses are funded in tertiary education. It will also provide an opportunity to ensure even closer integration between the work of the Funding Councils and the Enterprise Networks. A merger of the two Councils will require new legislation. We will need to consider the role, powers and scope of the combined funding body very carefully. While there are important and significant areas of interface between the two sectors, both have distinctive roles and purposes, which will need to be fully understood and reflected in any new arrangements. Furthermore, it will be important to manage any transitions carefully to avoid destabilising the sectors. We will consider the detailed implications of a merger and when and how it could be taken forward in close consultation with all relevant stakeholders. In the meantime, we will continue to encourage closer working between the two Councils including through the existing common executive.

3

-  2. carry out a full review of the funding of learners during the course of 2003, in close consultation with all relevant stakeholders and drawing on all the available evidence. The review will clarify the principles of learner support, using those described above as a starting point. The review will not re-examine the basic principles underpinning the support of students in the HE sector and it will not revisit the provision of free tuition and the introduction of the Graduate Endowment. The review will consider the scope and practicalities for extending the existing entitlements to funding for learners.
-   3. in the meantime, look to improve access to lifelong learning for particular groups of people whose formal education has been disrupted or cut short. We will begin by developing an entitlement programme for those leaving care, as part of our work on improving throughcare and aftercare services for these young people. This programme will concentrate on young people leaving care whose schooling has been interrupted.
-   4. establish a single national source of information and advice on funding that is linked to information in the national database on learning opportunities, serviced by *learn direct scotland*. We shall, therefore, work with *learn direct scotland* and Student Awards Agency for Scotland to find the most efficient way of doing this, ensuring that this information is available to those traditionally disengaged from learning.
-  5. carry out an updated Scottish-based Student Income and Expenditure Survey. We propose to cover the FE as well as the HE sector, in order to improve our information base about those groups of individuals who face the greatest financial barriers to entering and remaining in education.
-  6. establish a pilot programme relating to community budgeting, which, amongst other objectives, is intended to encourage the pooling of budgets by local partners as part of the community planning process, of which community learning and development is a part.

We will also continue to:

-   7. promote increased investment in lifelong learning institutions by continuing to facilitate take-up of European funding and, more specifically, the use of the European Investment Bank for capital funding.
-   8. encourage SFEFC and the Enterprise Networks to work together to ensure greater coherence in the funding of the programmes they support.

What happens next? Implementing the strategy

Our aim in producing this strategy is to build momentum and encourage all players to work together towards the vision of lifelong learning that we have described. In implementing it, we want to foster real and genuine partnership in developing the lifelong learning arena in Scotland, while maintaining the essence of that which has made each element distinctive. We will also continue to build a better evidence base and take a rigorous approach to measuring success.

Engaging in debate

We already have a wide range of dialogue channels with key players in Lifelong Learning and we will draw on these, strengthening them where necessary, to help us implement this strategy. We have found the Trade Union Working Party on Lifelong Learning (TUWPLL) a particularly effective forum for discussion and debate on lifelong learning. We want to build on and extend the success of this model. Therefore we plan to establish a **Lifelong Learning Forum**, chaired at Ministerial level, to bring together **all** the key players to discuss areas of mutual interest consisting of:

- a larger Lifelong Learning Forum with a broad coverage, meeting annually; and
- a number of smaller Lifelong Learning Panels addressing particular themes and topics of interest across the lifelong learning agenda. This structure will include existing consultative or advisory groups, such as TUWPLL.

Membership of both the Forum and Panels will be by Ministerial invitation. We will announce the remits in due course.

Building on the strategy

There will be a series of announcements over the coming year linked to, and building on, this strategy. These include:

- the findings of the Review of Higher Education in Scotland
- the re-launch of Individual Learning Accounts
- the implementation of Business Learning Account pilots
- the national roll-out of Education Maintenance Allowances
- the outcomes of the review of governance and accountability of Further Education Colleges
- the government response to the Enterprise in Education report, 'Determined to Succeed'
- the outcomes of the Review of Teaching Qualifications in Further Education

Legislation would be needed to take forward the SFEFC-SHEFC merger, the extension of Education Maintenance Allowances across Scotland and actions following the review of aspects of funding of learners. It will be for the next Administration to decide on future legislation and its timing.

Building a better evidence base

The implementation of this strategy will be taken forward, monitored and evaluated with reference to the evidence base. The strategy has:

- identified a number of reviews and research studies which will be commissioned to broaden that evidence base and inform the strategy; and
- outlined steps which will be taken to improve the data available for monitoring participation in, and delivery of, learning.

We will continue to develop effective dialogue with the research community to ensure that the best use is made of the existing evidence base, by building on and sustaining the success of the ELLNet research network. In-house analytical services will continually review and prioritise our programme of research and analysis. This will involve integrating research, statistical and economic analysis, to underpin the further development of the strategy and the assessment of its achievements in relation to the five goals.

Measuring success

As an initial step, we have identified six high-level indicators to assess our progress. Achieving success in these does not fall to any one sector, organisation or group; rather, it will be a joint effort on the part of many stakeholders, working together effectively.

The indicators we have chosen do not relate to any one single sector or organisation's area of interest or responsibility. We have restricted the indicators to areas where there is robust supporting data. We have built on indicators which are already used to monitor the achievements of current lifelong learning policies, including indicators from the Social Justice Action Plan and 'A Smart Successful Scotland'.

The six indicators are:

- 1** a reduction in the proportion of 16-19 year olds not in education, employment or training;
- 2** an increase in support to 16-19 year olds from low income families to stay on at school and/or FE college, thereby raising the participation and retention rates of this group;
- 3** an increase in graduates as a proportion of the workforce;
- 4** a reduction in the proportion of working age adults whose highest qualification is below SCQF level 5;
- 5** a reduction in the proportion of 18-29 year olds whose highest qualification is below SCQF level 6; and
- 6** an increase in the proportion of people in employment undertaking training.

Supporting information about how we measure these indicators is given in Annex.

In addition to monitoring progress on these indicators, we will assess Scotland's position in relation to the top quartile of other OECD countries, as has been done with 'A Smart Successful Scotland'. We will contribute to cross-national studies to improve the scope and reliability of international benchmarking.

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We will ask the new Lifelong Learning Consultative Group to develop other performance indicators. As better data becomes available, more specific indicators may be developed.

Roles and responsibilities

The Executive plays an important role in strategy development, implementation and evaluation. Others have complementary roles.

The role of the **Enterprise Networks** is to:

- place skills and learning at the heart of economic development;
- help employers to develop the skills of Scotland's workforce;
- raise the skills of those seeking employment opportunities;
- narrow the gap in employment rates in different areas of Scotland;
- enable young people to acquire skills through Modern Apprenticeships and other youth training programmes;
- provide employers and learning providers with better labour market intelligence through Futureskills Scotland; and
- provide information, advice and guidance on careers development options to people of all ages through Careers Scotland.

The role of the **Funding Councils** is to respond constructively to Scottish Executive policy and guidance to:

- distribute and allocate financial resources to deliver effective and efficient provision by colleges and HEIs;
- encourage the delivery of quality outputs from colleges and HEIs;
- encourage the responsiveness and relevance of provision;
- encourage appropriate collaboration between providers; and
- advise the Scottish Executive as appropriate.

Learning is a treasure that will follow its owner everywhere.

Chinese proverb

The role of other **Executive agencies, funding bodies, information providers and other intermediary organisations** is to:

- deliver responsive, relevant services to learners; and
- work together to ensure integrated and coherent service delivery.

Others can play their part too.

Individuals can:

- consider how they wish to progress their own learning;
- commit to pursuing their own learning and development needs;
- invest the time, energy and other resources required to develop their own potential; and
- make use of the routes and pathways, advice and assistance available from Executive agencies to support their learning.

Employers (in all sectors) can:

- recognise that high quality products and services are delivered by a skilled and motivated workforce;
- invest in the training of all their employees to achieve a highly-skilled and productive workforce that meets organisational goals; and
- work with trade unions to tackle skills gaps in the workplace.

Trade unions can:

- champion the benefits of updating skills or learning new ones;
- work with employers to tackle skills gaps in the workplace; and
- encourage more direct provision for employees through working with employers.

Learning providers can:

- ensure that provision meets the needs of all learners wherever they live;
- make that provision of the highest quality; and
- plan and adapt provision to be relevant to Scotland's economic and social needs.

4

Conclusion

In developing this strategy, our watchwords have been **responsiveness, relevance, quality and coherence**.

Responsiveness and relevance:

- of learning to life;
- of learning opportunities to learners' and employers' needs;
- of funding mechanisms to learners throughout life; and
- of government interventions where market deficiencies require them.

We aspire to a high **quality** learning experience for all learners, across all aspects of provision in Scotland, which is fit for purpose, in the widest sense.

We attach importance to clearer roles, relationships and expectations. Within the publicly-funded sector which supports learning at many levels and in many ways, the Executive wishes to see each of the bodies it funds work collaboratively to deliver a joined-up and **coherent** system.

These watchwords are at the heart of our strategy. We commend it to you.

Glossary of Terms

CBI	Confederation of British Industry
DfES	Department for Education and Skills
DTI	Department of Trade and Industry
DWP	Department for Work and Pensions
ELLD	Enterprise and Lifelong Learning Department
ELLC	Enterprise and Lifelong Learning Committee
EMA	Education Maintenance Allowance
EU	European Union
FE	Further Education
FEDS	Framework for Economic Development in Scotland
GRO	General Registry Office
HE	Higher Education
HEI	Higher Education Institution
HIE	Highlands and Islands Enterprise
HNC	Higher National Certificate
HND	Higher National Diploma
ICT	Information and Communications Technology
IIP	Investors in People
ILA	Individual Learning Account
LEC	Local Enterprise Company
LEF	Local Economic Forum
MA	Modern Apprenticeship
NEET	Not in Education, Employment or Training
OECD	Organisation for Economic Co-operation and Development
SCQF	Scottish Credit and Qualifications Framework
SEn	Scottish Enterprise
SFEFC	Scottish Further Education Funding Council
SHEFC	Scottish Higher Education Funding Council
SME	Small or Medium Enterprise
SQA	Scottish Qualifications Authority
SQMS	Scottish Quality Management System
SSC	Sector Skills Council
STUC	Scottish Trades Union Congress
SULF	Scottish Union Learning Fund
SVQ	Scottish Vocational Qualification
VQ	Vocational Qualification
WEA	Workers' Educational Association

Diagram 11: The Scottish Credit and Qualifications Framework

SCQF level	SQA National Units, Courses and Group Awards	Higher Education	SVQs	SCQF level
12		Doctorate		12
11		Masters	SVQ 5	11
10		Honours degree Graduate Diploma/Certificate		10
9		Ordinary degree Graduate Diploma/Certificate		9
8		Higher National Diploma Diploma in Higher Education	SVQ 4	8
7	Advanced Higher	Higher National Certificate Certificate in Higher Education		7
6	Higher		SVQ 3	6
5	Intermediate 2 Credit Standard Grade		SVQ 2	5
4	Intermediate 1 General Standard Grade		SVQ 1	4
3	Access 3 Foundation Standard Grade			3
2	Access 2			2
1	Access 1			1

Details of Indicators

Note: The data for indicators 1, 3, 4, 5 and 6 is extracted from the Labour Force Survey and will be subject to revision for all years when information from the 2001 census becomes available in Autumn 2003.

Indicator 1: Reduce the proportion of 16-19 year olds not in education, employment or training.

Definitions:

Not in education, employment or training excludes 16-19 year olds who are at school or in further or higher education and those in employment. Employment follows a standard ONS definition: people aged 16 or over are classed as employed by the Labour Force Survey (LFS) if they have done at least one hour of work in the reference week or are temporarily away from a job (e.g. on holiday). Those classified as employed belong to one of the following four categories: employees, self-employed, unpaid family worker (doing unpaid work for a family-run business) or participating in a government-supported training programme. People who are economically inactive but caring for family members are excluded but people who are economically inactive due to ill health and other reasons are included.

The proportion of 16-19 year olds will be calculated by comparing the number of individuals fitting the above definition with the total population of 16-19 year olds.

Data:

The Spring Quarter Labour Force Survey (LFS) is used to calculate the number of 16-19 year olds not in education, training or employment and this is shown as a percentage of the total population in Scotland of that age.

Data on proportions for Spring of each year are published annually in the Scottish Executive publication 'Social Justice...a Scotland where EVERYONE matters'. This data is published disaggregated by gender in the accompanying technical report.

Who produces the data:	The Labour Force Survey carried out by the ONS records the relevant data on a quarterly basis. As noted above, this data is then published in the Scottish Executive publication 'Social Justice...a Scotland where EVERYONE matters'.
Exact time period:	The baseline figure for this indicator is quarter 1 (Spring) 2001.
Timeliness of the data:	Data are published 3 months after the end of the quarter to which the data refer. The data are also published annually in the Scottish Executive/Enterprise Networks publication 'Joint Performance Team: Measuring Scotland's Progress towards a Smart Successful Scotland'
Past Trends:	The proportion of 16-19 year olds not in education, training or employment in Spring 2001 was unchanged on the 10 years prior to 2001 at 14% in 1991 and 2001. It also remains at 14% for Spring 2002. It reached a high of 16% in Spring 1995 and a low of 13% in Spring 1999.
Quality Evaluation:	The Labour Force Survey is published by the ONS and, as such, meets the rigorous quality control standards imposed by ONS. The quality of the data will be improved when Census 2001 data are introduced in Autumn 2003.

Indicator 2: Increase support to 16-19 year olds from low income families to stay on at school and/or FE college, thereby raising the participation and retention rates of this group.

Definitions:

Support in the context of Education Maintenance Allowances (EMA) is a stepped, means-tested, weekly allowance paid to young people during term time, who are from low-income families and stay on in school and further education.

Increase support means to increase the number of people who are paid the EMA.

Low-income families eligible for support through EMA are those where: total income is less than £25,000 per annum. The figure of £25,000 is subject to confirmation by DfES and Treasury who are presently considering the definition of low-income families.

The **participation rate** is the number of 16-19 year olds from low-income families in education expressed as a proportion of the total population of 16-19 year olds from low-income families in Scotland.

Raising of **Retention rates** is indicated by reduced number of winter leavers, increased completion of S5 and increases in rate of S5 pupils entering S6.

Individuals will only be considered to have taken up the EMA programme, if they remain in education throughout the academic year for which EMAs are paid. If individuals drop out of education after payment of EMA has commenced, payments will be discontinued and the individual concerned will not contribute to the participation and retention figures.

Education Maintenance Allowances (EMA) were initially introduced in Scotland in a single pilot area in 1999-00 and then extended to 3 further Scottish pilot areas in 2001-02. The intention is that the scheme will be rolled out across Scotland, although the detail of the roll-out has yet to be determined. Discussions are continuing on the possible method of assessment and delivery of EMAs. The actual assessment and delivery methods used at the time of roll-out may be different from the method currently used by the Scottish Executive.

Data:	<p>Data collected through the take up of the EMA programme (measured by the number of applications) will be used to determine if:</p> <ul style="list-style-type: none"> • the number of individuals supported has increased; <p>and also to provide an initial indication of whether:</p> <ul style="list-style-type: none"> • the Participation rate has increased; and • the Retention rate has increased. <p>Definitive figures on participation and retention will be available after the end of the academic year.</p>
Who produces the data:	<p>Take up data (i.e. number of applications) is collected by schools, FE colleges and local authorities. These data will be collated by local authorities and provided by them to the Executive.</p> <p>Definitive figures on participation and retention may be provided by research teams, as with the pilot schemes. However, this will be determined once the programme for rolling out the EMA scheme has been set.</p>
Exact time period:	<p>Participation and Retention (this means staying the course - see above) data would only be available at the end of the academic year, when it can be verified that individuals have been supported as defined above. The base year for measurement of progress against the indicator will be the academic year 2001-02.</p>
Timeliness of the data:	<p>Initial take up data would be supplied monthly from local authorities.</p> <p>The date on which definitive figures on participation and retention will be available will be dependent on the method by which EMAs are rolled out. As noted, this has yet to be determined.</p>
Past Trends:	<p>Accepted evidence shows low progression of young people from low-income families to post-16 education.</p> <p>For Scotland as a whole, participation in education from low-income families for 16-19 year olds was 37% in 2001.</p>

Annex

Milestones:	The milestone for 2005-06 will be determined once the programme for rolling out the EMA scheme has been set. This will be dependent on the outcome of DfES/Treasury deliberations on EMAs.
Quality Evaluation:	<p>Management information from the local authorities on participation would require a 'health warning' until November/December of each year.</p> <p>Participation and retention statistics are similar to those provided to HMI and Education Statistics and are therefore considered accurate.</p> <p>Definitive figures on participation and retention were provided for the pilot schemes by research teams set up specifically for this task. Their work in the evaluation of East Ayrshire is considered sound by all interested parties.</p>

Indicator 3: Increase graduates as a proportion of the workforce.

Definitions:	<p>Graduates are any individuals whose highest qualification is either a first degree or a higher degree.</p> <p>The workforce refers to the total of those in employment. Employment follows a standard Office of National Statistics (ONS) definition: people aged 16 or over are classed as employed by the Labour Force Survey (LFS) if they have done at least one hour of work in the reference week or are temporarily away from a job (e.g. on holiday). Those classified as employed belong to one of the following four categories: employees, self-employed, unpaid family worker (doing unpaid work for a family-run business) or participating in a government-supported training programme.</p>
Data:	<p>LFS statistics show the highest qualification held by individuals in employment. Data at the Scottish level are published annually in the Scottish Executive/Enterprise Networks' publication 'Joint Performance Team: Measuring Scotland's Progress towards a Smart Successful Scotland'.</p>
Who produces the data:	<p>The LFS carried out by the ONS records the number of people in the workforce. The total number in the workforce (workforce participants) is split into the number of workforce participants by highest qualification.</p>
Exact time period:	<p>The data gathered by ONS are not seasonally adjusted. For the purposes of assessing progress against this indicator annual figures will be used. The latest year for which figures are available is the calendar year 2001. This is the baseline year.</p>
Timeliness of the data:	<p>Data are available 3 months after the end of the last quarter to which the data refers. Annual figures are published 4 months after the end of the year.</p>
Past Trends:	<p>The proportion of graduates in the workforce has increased slightly from 16% in 1999 and 16% in 2000 to 18% in 2001.</p>
Quality Evaluation:	<p>Results of the LFS are published by ONS and, as such, meets the rigorous quality control standards imposed by ONS.</p>

Indicator 4: Reduce the proportion of working age adults whose highest qualification is below SCQF level 5.

Definitions:	<p>Below SCQF level 5 qualification includes those with no qualifications or without credit standard grades, highers/advanced highers, SVQ2-5, or a higher education qualification or other professional qualifications.</p> <p>Working age is defined as women aged 16-59 and men aged 16-64 inclusive.</p> <p>The proportion will be calculated by comparing the number of individuals whose highest qualification fits the above description compared with the total number of working age people.</p>
Data:	Labour Force Survey (LFS) statistics show the highest qualification held by individuals in employment.
Who produces the data:	The LFS carried out by the Office of National Statistics (ONS) records the highest qualification of people.
Exact time period:	The data gathered by ONS are not seasonally adjusted. For the purposes of assessing progress against this indicator annual figures will be used. The latest year for which figures are available is the calendar year 2001, the baseline year.
Timeliness of the data:	Data are available 3 months after the end of the last quarter to which the data refers. Annual figures are published 4 months after the end of the year.
Past Trends:	The proportion of working age adults who have qualifications below SCQF level 5 has decreased from 30% in 1997 and 27% in 2001.
Quality Evaluation:	Results of the LFS are published by ONS and, as such, meets the rigorous quality control standards imposed by ONS.

Indicator 5: Reduce the proportion of 18-29 year olds whose highest qualification is below SCQF level 6.

Definitions:	<p>Below SCQF level 6 qualification includes those with no qualifications or without highers/advanced highers/SVQ3-5 or other equivalent higher education qualification.</p> <p>The proportion of 18-29 year olds will be calculated by comparing the number of individuals whose highest qualification is below SCQF level 6 compared with the total number of 18-29 year olds.</p>
Data:	The Labour Force Survey (LFS) statistics show the highest qualification held by individuals in employment.
Who produces the data:	The LFS carried out by the Office of National Statistics (ONS) records the highest qualification of people.
Exact time period:	The data gathered by ONS are not seasonally adjusted. For the purposes of assessing progress against this indicator quarterly Spring figures will be used. The latest year for which figures are available is Spring 2002. The baseline year is 2001.
Timeliness of the data:	Data are available 3 months after the end of the last quarter to which the data refers. Annual figures are published 4 months after the end of the year.
Past Trends:	The proportion of 18-29 year olds who have qualifications below SCQF level 6 has decreased from 40% in 1997 and 36% in 2000 to 33% in 2002.
Quality Evaluation:	Results of the LFS are published by ONS and, as such, meets the rigorous quality control standards imposed by ONS.

Indicator 6: Increase the proportion of people in employment undertaking training.

<p>Definitions:</p>	<p>The number of people in employment refers to the number of people of working age who are in employment.</p> <p>Working age is defined as women aged 16-59 and men aged 16-64 years inclusive.</p> <p>People in employment follows a standard Office of National Standards (ONS) definition: people are classed as employed by the Labour Force Survey (LFS) if they have done at least one hour of work in the reference week or are temporarily away from a job (e.g. on holiday). Those classified as employed belong to one of the following four categories: employees, self-employed, unpaid family worker (doing unpaid work for a family-run business) or participating in a government-supported training programme.</p> <p>Training is defined as all job-related training received by employees within the 3 months prior to the survey date. Individuals themselves are relied on to define whether they have undertaken job-related training.</p> <p>People in full-time education are excluded from this target as are those who are on government training programmes who are on college-based programmes.</p>
<p>Data:</p>	<p>Data for this indicator will be published annually in the Scottish Economic Statistics publication produced by the Scottish Executive.</p>
<p>Who produces the data:</p>	<p>The LFS carried out by the ONS records the relevant data on a quarterly basis.</p>
<p>Exact time period:</p>	<p>LFS data are available from ONS on a quarterly basis. The baseline figure against which performance towards this target will be measured is quarter 1 (Spring) 2001.</p>

Timeliness of the data:	Scottish and UK quarterly data are available 3 months after the end of the quarter to which the statistics relate.
Past Trends:	The proportion of those in employment undertaking training has increased gradually from around 22% in Spring 1995 to 28% in Spring 2002. The data series exhibits a seasonal pattern around this long-term trend.
Quality Evaluation:	The LFS is published by the ONS and, as such, meets the rigorous quality control standards imposed by ONS.

Further information

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اس دستاویز کی مزید کاپیاں آڈیو کیسٹ پر اور بڑے حروف کی چھپائی میں اور کمیونٹی کی زبانوں میں طلب کیے جانے پر دستیاب ہیں، برائے مہربانی اس پتے پر رابطہ کریں:

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Gheibhear lethbhreacan a bharrachd ann an cruth ris an èistear, ann an clò mòr agus ann an cànan coimhearsnachd. Cuir fios gu:

इस दस्तावेज़/कागज़ात की और प्रतियाँ, माँगे जाने पर, ऑडियो टैप पर और बड़े अक्षरों में तथा कम्यूनिटी भाषाओं में मिल सकती हैं, कृपया संपर्क करें:

ਇਸ ਦਸਤਾਵੇਜ਼/ਕਾਗਜ਼ਾਤ ਦੀਆਂ ਹੋਰ ਕਾਪੀਆਂ, ਮੰਗੇ ਜਾਣ 'ਤੇ, ਆਡੀਓ ਟੇਪ ਉੱਪਰ ਅਤੇ ਵੱਡੇ ਅੱਖਰਾਂ ਵਿਚ ਅਤੇ ਕੰਮਿਊਨਿਟੀ ਭਾਸ਼ਾਵਾਂ ਦੇ ਵਿਚ ਮਿਲ ਸਕਦੀਆਂ ਹਨ, ਕ੍ਰਿਪਾ ਕਰਕੇ ਸੰਪਰਕ ਕਰੋ:

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