Wolf recommendations progress report

November 2013
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Review of Vocational Education: The Wolf Report

The Secretary of State for Education commissioned Professor Alison Wolf of King’s College London to carry out an independent review of vocational education. She was asked to consider how vocational education for 14- to 19-year-olds can be improved in order to promote successful progression into the labour market and into higher level education and training routes. She was also asked to provide practical recommendations to help inform future policy direction, taking into account current financial constraints.

The review has been informed by over 400 pieces of evidence from the public, a number of visits to colleges, academies and training providers, and interviews and discussion sessions with key partners in the sector.

Key recommendations in the report include:

- incentivising young people to take the most valuable vocational qualifications pre-16, while removing incentives to take large numbers of vocational qualifications to the detriment of core academic study
- introducing principles to guide study programmes for young people on vocational routes post-16 to ensure they are gaining skills which will lead to progression into a variety of jobs or further learning, in particular, to ensure that those who have not secured a good pass in English and mathematics GCSE continue to study those subjects
- evaluating the delivery structure and content of apprenticeships to ensure they deliver the right skills for the workplace
- making sure the regulatory framework moves quickly away from accrediting individual qualifications to regulating awarding organisations
- removing the requirement that all qualifications offered to 14- to 19-year-olds fit within the Qualifications and Credit Framework, which has had a detrimental effect on their appropriateness and has left gaps in the market
- enabling FE lecturers and professionals to teach in schools, ensuring young people are being taught by those best suited.

The Government published its formal response to the Wolf Review on 12 May 2011 which can be found [here](#).

Professor Wolf’s report can be accessed [here](#).
Wolf Review Recommendations by Heading for Reference

14-19 Vocational Qualifications

Recommendation 1: The DfE should distinguish clearly between those qualifications, both vocational and academic, which can contribute to performance indicators at Key Stage 4, and those which cannot. The decision criteria should be explicit and public. They will include considerations of depth and breadth (including consultation with/endorsement by relevant outside bodies), but also assessment and verification arrangements which ensure that national standards are applied to all candidates.

Recommendation 2: At Key Stage 4, schools should be free to offer any qualifications they wish from a regulated Awarding Body whether or not these are approved for performance measurement purposes, subject to statutory/health and safety requirements.

Recommendation 3: Non-GCSE/iGCSE qualifications from the approved list (recommendation 1 above) should make a limited contribution to an individual student’s score on any performance measures that use accumulated and averaged point scores. This will safeguard pupils’ access to a common general core as a basis for progression. At the same time, any point-based measures should also be structured so that schools do not have a strong incentive to pile up huge numbers of qualifications per student, and therefore are free to offer all students practical and vocational courses as part of their programme.

Recommendation 26: DfE should introduce a performance indicator which focuses on the whole distribution of performance within a school, including those at the top and bottom ends of the distribution.

Lower Attaining Pupils

Recommendation 4: DfE should review current policies for the lowest-attaining quintile of pupils at Key Stage 4, with a view to greatly increasing the proportion who are able to progress directly onto Level 2 programmes at age 16. Performance management indicators and systems should not give schools incentives to divert low-attaining pupils onto courses and qualifications which are not recognised by employers or accepted by colleges for progression purposes.

Recommendation 7: Programmes for the lowest attaining learners - including many with LDD as well as those highly disaffected with formal education - should concentrate on the core academic skills of English and maths, and on work experience. Funding and performance measures should be amended to promote a focus on these core areas and on employment outcomes rather than on the accrual of qualifications.

16-18 Curriculum

Recommendation 5: The overall study programmes of all 16-18 year olds in ‘vocational’ programmes (i.e. currently everything other than A levels, pre-U and IB, and including ‘Foundation Learning’) should be governed by a set of general principles relating primarily to content, general structure, assessment arrangements and contact time. Provided these are met (and see recommendation 6 below), institutions should be free to offer any qualifications
they please from a recognised (i.e. regulated) awarding body, and encouraged to include non-qualifications-based activity.

**Recommendation 6:** 16-19 year old students pursuing full time courses of study should not follow a programme which is entirely ‘occupational’, or based solely on courses which directly reflect, and do not go beyond, the content of National Occupational Standards. Their programmes should also include at least one qualification of substantial size (in terms of teaching time) which offers clear potential for progression either in education or into skilled employment. Arrangements for part-time students and work-based 16-18 year olds will be different but the design of learning programmes for such students should also be considered.

**Recommendation 9:** Students who are under 19 and do not have GCSE A*-C in English and/or maths should be required, as part of their programme, to pursue a course which either leads directly to these qualifications, or which provide significant progress towards future GCSE entry and success. The latter should be based around other maths and English qualifications which have demonstrated substantial content and coverage; and Key Skills should not be considered a suitable qualification in this context. DfE and BIS should consider how best to introduce a comparable requirement into apprenticeship frameworks.

**Recommendation 10:** DfE should continue and if possible increase its current level of support for CPD for mathematics teachers, and give particular attention to staff who are teaching post-16 students in colleges and schools. DfE and BIS should discuss the possibility of joint funding for post-16 CPD activities in English and Mathematics, especially as they relate to apprentices and to general FE colleges recruiting adults as well as young people.

**16-18 Funding**

**Recommendation 11:** Funding for full-time students age 16-18 should be on a programme basis, with a given level of funding per student. (This can and should be adjusted for differences in the content-related cost of courses, and for particular groups of high-need student.) The funding should follow the student.

**Recommendation 12:** There should continue to be no restrictions placed on a young person’s programme in terms of which level or type of qualification they can pursue. If it is appropriate for a student or apprentice to move sideways (or indeed ‘downwards’) in order to change subject or sector, that is their choice.

**Recommendation 13:** Young people who do not use up their time-based entitlement to education (including apprenticeship) by the time they are 19 should be entitled to a corresponding credit towards education at a later date. The existing system of unique student numbers plus the learning accounts being developed by BIS should make this straightforward.

**Apprenticeships**

**Recommendation 8:** The DfE and BIS should evaluate the extent to which the current general education components of apprenticeship frameworks are adequate for 16-19 year olds apprentices, many of whom may wish to progress to further and higher education. It does not appear appropriate, given this Government’s commitment to progression through apprenticeship that frameworks should, as at present, be drawn up entirely by Sector Skills Councils (SSCs), who conceive their role in relation to current employers, and current, occupationally specific job requirements. The review of frameworks should also consider ways to increase flexibility and responsiveness to local labour markets and conditions.
Recommendation 14: Employers who take on 16-18 year old apprentices should be eligible for payments (direct or indirect), because and when they bear some of the cost of education for an age-group with a right to free full-time participation. Such payments should be made only where 16-18 year old apprentices receive clearly identified off-the-job training and education, with broad transferable elements.

Recommendation 15: DfE and BIS should review contracting arrangements for apprenticeships, drawing on best practice internationally, with a view to increasing efficiency, controlling unit costs and driving out any frictional expenditure associated with brokerage or middleman activities that do not add value.

Recommendation 16: DfE and BIS should discuss and consult urgently on alternative ways for groups of smaller employers to become direct providers of training and so receive ‘training provider’ payments, possibly through the encouragement of Group Training Associations (GTAs).

Strengthening vocational teaching in schools

Recommendation 17: At present teachers with QTS can teach in FE colleges; the FE equivalent - QTLS - should be recognised in schools, which is currently not the case. This will enable schools to recruit qualified professionals to teach courses at school level (rather than bussing pupils to colleges) with clear efficiency gains.

Recommendation 18: Clarify and evaluate rules relating to the teaching of vocational content by qualified professionals who are not primarily teachers/do not hold QTLS. Many schools believe that it is impossible to bring professionals in to demonstrate/teach even part of a course without requiring the presence of additional, salaried teaching staff. This further reduces the incidence of high quality vocational teaching, delivered to the standards that industries actually require.

Enrolling students in colleges pre-16

Recommendation 19: Make explicit the legal right of colleges to enrol students under 16 and ensure that funding procedures make this practically possible. Colleges enrolling students in this age group should be required to offer them a full KS4 programme, either alone or in collaboration with schools, and be subject to the same performance monitoring regime (including performance indicators) as schools.

Work Experience

Recommendation 21: DfE should evaluate models for supplying genuine work experience to 16-18 year olds who are enrolled as full-time students, not apprentices, and for reimbursing local employers in a flexible way, using core funds. Schools and colleges should be encouraged to prioritise longer internships for older students, reflecting the fact that almost no young people move into full-time employment at 16; and government should correspondingly remove their statutory duty to provide every young person at KS4 with a standard amount of “work-related learning”.

6
Ofqual and Qualifications Design

**Recommendation 22:** DfE should encourage Ofqual to move as quickly as possible away from regulating individual vocational qualifications and concentrate on regulating awarding bodies. When there is reason for concern about a particular qualification, Ofqual should continue to intervene.

**Recommendation 23:** DfE should confirm and clarify that qualifications offered to 14-19 year olds and funded through YPLA will not in future need to be either QCF-compliant or belong to a specified group with additional approval criteria (GCSE, A Level, Diploma etc). They should, however, be offered by a regulated awarding body. As an immediate and temporary measure the Secretary of State should use his powers, under Section 96, to approve the funding of key established qualifications which have not been approved by SSCs, and have therefore not been accredited, but which are recognised by DfE as playing an important role in the country’s vocational education system, and which are clearly valued by employers and/or higher education.

**Recommendation 24:** DfE and BIS should discuss and consult on the appropriate future and role of National Occupational Standards in education and training for young people, and on whether and how both national employer bodies - including but not only SSCs - and local employers should contribute to qualification design.

**Recommendation 25:** The legislation governing Ofqual should be examined and where necessary amended, in order to clarify the respective responsibilities of the regulator and the Secretary of State.

**Recommendation 27:** At college and school level the assessment and awarding processes used for vocational awards should involve local employers on a regular basis. Awarding bodies should demonstrate, when seeking recognition, how employers are involved directly in development and specification of qualifications.

Performance Indicators and Published Information

**Recommendation 20:** All institutions enrolling students age 16-18 (post-KS4), and those offering a dedicated entry route for 14-year old entrants, should be required to publish the previous institutions and, where relevant, the qualifications and average grades at the time of enrolment of previous entrants. (This should be done on a course-related rather than an institution-wide basis.)
| Recommendation 1: The DfE should distinguish clearly between those qualifications, both vocational and academic, which can contribute to performance indicators at Key Stage 4, and those which cannot. The decision criteria should be explicit and public. They will include considerations of depth and breadth (including consultation with/endorsement by relevant outside bodies), but also assessment and verification arrangements which ensure that national standards are applied to all candidates.          | Completed and Implemented:  
- **March 2013**: Publication of technical guidance for 2016 performance tables (approved qualifications taught from September 2014). This is the first time new qualifications are being considered. Awarding Organisations will be encouraged to submit qualifications in sectors that are currently under-represented in school performance tables.  
- **January 2015**: 2014 Key Stage 4 performance tables published. These will be the first tables to reflect the Wolf reforms. See weblink. |
| Recommendation 2: At Key Stage 4, schools should be free to offer any qualifications they wish from a regulated Awarding Body whether or not these are approved for performance measurement purposes, subject to statutory/health and safety requirements. | Completed and Implemented:  
- **June 2012**: Approval under s96 of the Learning and Skills Act 2000 is now given to all qualifications which are both age appropriate and accredited by Ofqual on a monthly basis. |
| Recommendation 3: Non-GCSE/iGCSE qualifications from the approved list (recommendation 1 above) should make a limited contribution to an individual student’s score on any performance measures that use accumulated and averaged point scores. This will safeguard pupils’ access to a common general core as a basis for progression. At the same time, any point-based measures should also be structured so that schools do not have a strong incentive to pile up huge numbers of qualifications per student, and therefore are free to offer all students practical and vocational courses as part of their programme. | Completed and Implemented:  
- **January 2013**: Publication on DfE website of list of Non-GCSE/iGCSE qualifications that will count in performance tables as equivalent to one GCSE.  
- **January 2015**: The 2014 Key Stage 4 performance tables will be published (covering courses taught from September 2012) and will be the first to report qualifications on this basis. See weblink. |
| 14-16 Performance Indicators (20, 26) | Completed and Implemented:  
- DfE continues to improve and increase the information that is available, including ‘value added’ scores, to hold education providers to account and to inform student and parental choice.  
- **September 2013**: 16-19 accountability consultation was published. Proposed indicators include those based on student |
## Wolf Recommendations

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<thead>
<tr>
<th>Recommendation 26: DfE should introduce a performance indicator which focuses on the whole distribution of performance within a school, including those at the top and bottom ends of the distribution.</th>
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<td><strong>January 2014:</strong> New Level indicators will be published in 16-19 school and college performance tables.</td>
<td><strong>Completed and Implemented:</strong></td>
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<td><strong>January 2013:</strong> Performance tables for 2011-2012 results were published, which included these changes. See weblink.</td>
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### 16-19 study programmes including English and maths (5, 6, 7 and 9)

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<tr>
<td><strong>August 2013:</strong> 16-19 Study Programmes reflecting these requirements were introduced for all post-16 students attending schools, colleges and work-based learning providers. From September 2014 the requirement that students who have not achieved a grade A*-C GCSE in English and maths continue to study those subjects will become a condition of student funding. See weblink.</td>
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| Recommendation 6: 16-19 year old students pursuing full time courses of study should not follow a programme which is entirely ‘occupational’, or based solely on courses which directly reflect, and do not go beyond, the content of National Occupational Standards. Their programmes should also include at least one qualification of substantial size (in terms of teaching time) which offers clear potential for progression either in education or into skilled employment. Arrangements for part-time students and work-based 16-18 year olds will be different but the design of learning programmes for such students should also be considered. |

| Recommendation 7: Programmes for the lowest attaining learners - including many with LLDD as well as those highly disaffected with formal education - should concentrate on the core academic skills of English and maths, and on work experience. Funding and performance measures should be amended to promote a focus on these core areas and on employment outcomes rather than on the attainment in their previous institution. |

- **January 2014:** New Level indicators will be published in 16-19 school and college performance tables.

- **January 2013:** Performance tables for 2011-2012 results were published, which included these changes. See weblink.
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<td>December 2011: New Challenges, New chances, Investing in a World Class Skills System committed the government to funding all adults aged 19 to gain English and maths qualifications to Level 2 (including GCSE English and maths). See <a href="#">weblink</a>.</td>
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<td><strong>Work Experience (21)</strong></td>
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<td><strong>Recommendation 21</strong>: DfE should evaluate models for supplying genuine work experience to 16-18 year olds who are enrolled as full-time students, not apprentices, and for reimbursing local employers in a flexible way, using core funds. Schools and colleges should be encouraged to prioritise longer internships for older students, reflecting the fact that almost no young people move into full-time employment at 16; and government should correspondingly remove their statutory duty to provide every young person at KS4 with a standard amount of “work-related learning”.</td>
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<td>September 2012: The statutory duty for all schools to provide work-related learning at KS4 was removed.</td>
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<td>September 2013: A requirement for all 16-19 year olds to undertake work experience was included in study programme principles.</td>
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<td>October 2013: Work experience pilots’ research evaluation was published alongside departmental advice on work experience. See <a href="#">Evaluation report</a> and <a href="#">Departmental advice</a>.</td>
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<td><strong>Low attainers (4)</strong></td>
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<td>August 2013: DFE introduced 16-19 study programmes and funding changes in schools, colleges and work-based providers</td>
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### Wolf Recommendations

**Onto Level 2 programmes at age 16.** Performance management indicators and systems should not give schools incentives to divert low-attaining pupils onto courses and qualifications which are not recognised by employers or accepted by colleges for progression purposes.

**Progress to Date**

- and removed incentive to enter lower achieving students onto courses and qualifications which weren’t recognised by employers. [See weblink.](#)
- **September 2013:** Ofsted report on improving information/measurement of the progress of the very lowest attainers was published. [See weblink.](#)
- **September 2013:** 16-19 accountability consultation was published. This proposes reporting the results of low, middle and high attainers in the 16-19 performance tables. [See weblink](#)

### CPD (10)

**Recommendation 10:** DfE should continue and if possible increase its current level of support for CPD for mathematics teachers, and give particular attention to staff who are teaching post-16 students in colleges and schools. DfE and BIS should discuss the possibility of joint funding for post-16 CPD activities in English and Mathematics, especially as they relate to apprentices and to general FE colleges recruiting adults as well as young people.

**Completed and Implemented:**

- **June/July 2013:** National Centre for Excellence in the Teaching of Mathematics (NCETM) maths conversion course for existing further education teachers was launched.
- **October 2013:** The Minister for Skills and Enterprise announced the launch of a post-16 maths enhancement programme. This includes a £15m Bursary Scheme to attract new graduates commissioned by the DfE.
- **April 2014:** English CPD programme for post-16 teachers will be launched.

### Funding 16-18 (11 and 12)

**Recommendation 11:** Funding for full-time students age 16-18 should be on a programme basis, with a given level of funding per student. (This can and should be adjusted for differences in the content-related cost of courses, and for particular groups of high-need student.) The funding should follow the student.

**Completed and Implemented:**

- **September 2013:** The reform of 16-19 funding reflecting these requirements was introduced. The national per student funding rate was set at £4,000 per student for 2013/14. Education Funding Agency (EFA) publishes details on evidence and audit requirements. [See weblink](#)

**Recommendation 12:** There should continue to be no restrictions placed on a young person’s programme in terms of which level or type of qualification they can pursue. If it is appropriate for a student or apprentice to move sideways (or indeed ‘downwards’) in order to change subject or sector, that is their choice.

**Completed and Implemented:**

- **September 2013:** The reform of 16-19 funding reflecting these requirements was introduced. The national per student funding rate was set at £4,000 per student for 2013/14. Education Funding Agency (EFA) publishes details on evidence and audit requirements. [See weblink](#)
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<td><strong>Apprenticeships recommendation 8</strong></td>
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| **Recommendation 8**: The DfE and BIS should evaluate the extent to which the current general education components of apprenticeship frameworks are adequate for 16-19 year olds apprentices, many of whom may wish to progress to further and higher education. It does not appear appropriate, given this Government’s commitment to progression through apprenticeship that frameworks should, as at present, be drawn up entirely by Sector Skills Councils (SSCs), who conceive their role in relation to current employers, and current, occupationally specific job requirements. The review of frameworks should also consider ways to increase flexibility and responsiveness to local labour markets and conditions. | Completed. Implementation on track:  
• March 2013: Government response to the Richard Review was published.  
• October 2013: Implementation plan was published. See weblink. |
| **Apprenticeships recommendation 14** | |
| **Recommendation 14**: Employers who take on 16-18 year old apprentices should be eligible for payments (direct or indirect), because and when they bear some of the cost of education for an age-group with a right to free full-time participation. Such payments should be made only where 16-18 year old apprentices receive clearly identified off-the-job training and education, with broad transferable elements. | Completed and implemented:  
• Apprenticeship training for 16-18 year olds is fully funded by the government. Payments are made directly to the organisation that provides the training. Usually a college or a training provider. See weblink. |
| **Apprenticeships recommendation 15** | |
| **Recommendation 15**: DfE and BIS should review contracting arrangements for apprenticeships, drawing on best practice internationally, with a view to increasing efficiency, controlling unit costs and driving out any frictional expenditure associated with brokerage or middleman activities that do not add value. | Completed and Implemented:  
• Summer 2013: Decisions were reached on Employer Ownership of Skills bids.  
• November 2013: Implementation of Employer Ownership of Skills successful bids.  
• Impact evaluation to run from 2013-2017. Lessons learned about employers’ appetite to direct the skills agenda and invest in skills alongside the government, will inform how we engage with employers more directly in the future. See weblink. |
## Wolf Recommendations

### Apprenticeships recommendation 16

**Recommendation 16:** DfE and BIS should discuss and consult urgently on alternative ways for groups of smaller employers to become direct providers of training and so receive ‘training provider’ payments, possibly through the encouragement of Group Training Associations (GTAs).

**Completed and Implemented:**
- **April 2013:** New NAS SME messaging and web tool (to enable employers to self-select suitable providers) was published.
- **Autumn 2012 - August 2013:** Implementation of Key Holt reforms were implemented except
  - a mentoring network for SMEs (in process)

### QTLS Recognition (17)

**Recommendation 17:** At present teachers with QTS can teach in FE colleges; the FE equivalent - QTLS - should be recognised in schools, which is currently not the case. This will enable schools to recruit qualified professionals to teach courses at school level (rather than bussing pupils to colleges) with clear efficiency gains.

**Completed and Implemented:**
- **April 2012:** Regulations to allow QTLS holders who are members of the Institute for Learning to be recognised as qualified teachers in schools came into force. See [weblink](#).

### QTLS Recognition (18)

**Recommendation 18:** Clarify and evaluate rules relating to the teaching of vocational content by qualified professionals who are not primarily teachers/do not hold QTLS. Many schools believe that it is impossible to bring professionals in to demonstrate/teach even part of a course without requiring the presence of additional, salaried teaching staff. This further reduces the incidence of high quality vocational teaching, delivered to the standards that industries actually require.

**Completed and Implemented:**
- **September 2012:** Amendment to the Specified Work Regulations laid before Parliament to make it easier for schools to employ industry experts as instructors to teach vocational courses. See [weblink](#).

### Enrolling under 16s at college (19)

**Recommendation 19:** Make explicit the legal right of colleges to enrol students under 16 and ensure that funding procedures make this practically possible. Colleges enrolling students in this age group should be required to offer them a full KS4 programme, either alone or in collaboration with schools, and be subject to the same performance monitoring regime (including performance indicators) as schools.

**Completed and Implemented:**
- **June 2013:** EFA funding guidance on full-time enrolment of 14-16 in colleges was published.
- **June 2013:** Deadline for all eligible colleges wishing to enrol full time 14-16 year olds to register with EFA.
- **September 2013:** Of the 7 FE colleges that intended to enrol 14-16 year old students are required to register their intent with
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<td><strong>Role of and relationship with Ofqual (22, 25)</strong></td>
<td>EFA by June 2014. See <a href="#">weblink</a>.</td>
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**Recommendation 22:** DfE should encourage Ofqual to move as quickly as possible away from regulating individual vocational qualifications and concentrate on regulating awarding bodies. When there is reason for concern about a particular qualification, Ofqual should continue to intervene. 

**Completed and Implemented:**
- Ofqual have consulted on the regulation of awarding organisations. Other changes to school and college performance tables and the approval of qualifications have, and continue to be implemented, in line with Wolf Recommendations. See [weblink](#).

**Recommendation 25:** The legislation governing Ofqual should be examined and where necessary amended, in order to clarify the respective responsibilities of the regulator and the Secretary of State. 

**Completed and Implemented:**
- Examination of legislation was completed. No changes necessary. 
- **September 2013:** Draft framework being developed and will be sent to Ofqual for comments. Following comments on the draft framework, a memorandum of understanding will be considered. No further legislation will be developed.

**Qualification design and employer involvement (23, 24 and 27)** 

**Recommendation 23:** DfE should confirm and clarify that qualifications offered to 14-19 year olds and funded through YPLA will not in future need to be either QCF-compliant or belong to a specified group with additional approval criteria (GCSE, A Level, Diploma etc.). They should, however, be offered by a regulated awarding body. As an immediate and temporary measure the Secretary of State should use his powers, under Section 96, to approve the funding of key established qualifications which have not been approved by SSCs, and have therefore not been accredited, but which are recognised by DfE as playing an important role in the country’s vocational education system, and which are clearly valued by employers and/or higher education. 

**Completed and Implemented:**
- **April 2013:** Requirement was removed, qualifications were reinstated on the approved qualifications list (S96).

**Recommendation 24:** DfE and BIS should discuss and consult on the appropriate future and role of National Occupational Standards in education and training for young people, and on whether and how both national employer bodies - including but not only SSCs - and local employers should contribute to qualification design. 

**On track:**
- **8 November 2013:** Nigel Whitehead’s Review of Adult Vocational Qualifications in England was published, including a recommendation that UKCES should work with employers to agree the future model for occupational standards.
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<td>• UKCES will now lead work with the UK devolved administrations and employers on the development of this model and standards based on it, taking into account the new apprenticeship standards being developed by employers following the Richard report.</td>
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**On track:**

- **July 2013**: The requirement to involve employers in the delivery of 16-19 vocational qualifications was announced with effect from September 2016.
- **September 2013**: The contract has been awarded to undertake research concerning employer involvement in the delivery and assessment of vocational qualifications.
- **December 2013**: The first list of ‘approved’ Tech Level qualifications meeting interim requirements is due to be published. These qualifications will be taught from September 2014 and reported in 2016 performance tables.
- **February 2014**: The department will publish updated Technical Guidance confirming the full requirements of Level 3 qualifications counting in future performance tables.
- **September 2016**: Tech Levels taught from this date must stipulate direct involvement of employers in delivery and/or assessment to be included in the performance tables from 2018.