

Report of the External Review Group
on the Award Standards
for the **SOLAS**

CARPENTRY AND JOINERY

Apprenticeship Programme

July 2014

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1. Introduction

Purpose

The purpose of the investigation carried out by the External Review Group (ERG) was to examine the carpentry and joinery apprenticeship training programme as proposed by SOLAS and to determine whether, in its view, the minimum programme learning outcomes outlined in the document were fit for purpose. To this end the ERG was required to answer four questions relating to the position on the programme on the National and European Frameworks of Qualifications (NFQ and EQF) and on the comparability of the programme to similar programmes in Europe and elsewhere (See Appendix B items a) to d).

In addition the ERG was required to provide observations on the entry requirements for the programme, its general effectiveness in enabling learners to reach the minimum intended programme learning outcomes and the arrangements for progression. (See the second group of items a) to c) in Appendix B)

In essence the ERG was required to position the programme on the NFQ and the EQF and to establish linkages to other elements of the NFQ.

Membership, process, boundaries and limitations

The panel membership included experts on qualifications frameworks and on international comparators. It also included stakeholders from the social partnership and from providers of apprentice training. (See Appendix C)

As part of its deliberations, it met with representatives of SOLAS and with employers. It also met personnel from Education and Training Board Centres, (which provide phase 2 training), and from Dun Laoghaire Further Education College School of Apprenticeship, (which provides Phase 4, and Phase 6 training.) (See Appendix D)

The review took place over two days. It consisted of sessions with providers, learners and SOLAS. (See schedule in Appendix E)

The panel was conscious that the review was not a validation process but one that sought to position the programme learning outcomes within the specified frameworks. However the panel also felt that it was appropriate to comment on other aspects of the programme and to make suggestions as to issues that may arise if the recommendations are accepted. This was done in the context of the Review of Apprenticeship Training in Ireland¹ and of development in the further and higher education fields.

The report addresses each of the seven questions, as set out in the Review Terms and References, separately.

¹ DOES(2013)

2. Level of the Carpentry and Joinery Apprenticeship programme learning outcomes on the National Framework of Qualifications

Recommendation

1. What is the level on the Irish Framework of the minimum apprenticeship programme learning outcomes for the Craft?

Recommendation

- a) The panel recommends that the Carpentry and Joinery Apprenticeship programme learning outcomes be placed at level 6 on the National Framework of Qualifications. The programme learning outcomes should be amended as described below and any necessary changes to lower level programme learning outcomes made.

Supporting Rationale

SOLAS has organised programme material at three levels of complexity:

- Compound Level where overall programme learning outcomes are defined
- Component Level where learning outcomes for the curriculum's components (which extend across the entire apprenticeship programme) are defined
- Modular Level where component modules are described to include learning outcomes and learning points

At curriculum level, the overall programme learning outcomes are specified. At this level it was possible to match programme learning outcomes (PLO) to the NFQ level indicators, allowing the group to complete the initial NFQ positioning exercise.

Appendix F sets out the statement of minimum programme learning outcomes as described in the programme under review. Each of these statements was examined in light of the NFQ indicators and discussed in terms of the programme learning outcomes and the expected knowledge, skills and competence of craft persons. This allowed the group to make a broad initial assessment of the level of the programme on the NFQ. The best fit for the programme at this level of abstraction was NFQ level 6. Some elements of knowledge and competence reflected aspects of NFQ level 5, while some know-how and skill reflected elements of NFQ level 7. Overall, the initial positioning of the programme was at NFQ level 6 on the basis of a 'best fit' approach.

However the programme learning outcomes (PLO) as stated by SOLAS were nearly identical to the PLOs specified for other trades, plumbing and electrical. SOLAS personnel explained that they had attempted to write a series of PLOs that would match the requirements of NFQ level 6 indicators. They felt that broadly the knowledge, skills and competencies of the trades involved were sufficiently similar to allow this approach. In effect the PLOs were level indicators for the craft area in the same way that standards have been defined for Business Studies, Engineering and so on.

The group felt that the PLOs as stated were in fact an interpretation of the level indicators and not high level outcomes emanating from the programme. This approach results in an overuse of similar verbs, phraseology and conditions across the PLOs for all the apprenticeship programmes being reviewed. The implications suggest a difficulty for the ERG in differentiating the levels of the PLOs and their positioning on the NFQ. These PLOs were at level 6 but the group did not feel that they could be relied upon to make a judgement on the programme. The group asked SOLAS to rewrite these 'compound' outcomes for each of the trades.

In addition, the ERG feels that the programme learning outcomes do not adequately reflect the complexity of the programme. The ERG suggests that the learning outcomes be revisited with a view to formulating learning outcomes that capture the knowledge, skills and competences more comprehensively.

At a second level the various major strands or themes of the programme were described. These were referred to as component standards. Learning outcomes for each of these components were specified. These components were expressed over the full length of the programme and did not correspond to a particular phase. There were six components; SOLAS did not make any claim as to the NFQ level of the component or to the quantum of learning in FET² credits. This structure is not unexpected as components stretching over all four years of the programme are delivered at different levels.

The actual delivery of the learning experience was organised into modules. Module descriptors specified learning outcomes that were linked to the parent component learning outcomes. These were not specified as to NFQ level or quantity of credit. As these modules occurred at a particular time in the programme and had specific learning prerequisites and learning outcomes, ultimately it should be possible to specify the learning involved in terms of NFQ levels and credit earned.

The modules were further subdivided into learning units. These learning units have learning outcomes and learning points associated with them. At this level of granularity the learning outcomes are very narrow and the learning points are very small.

Table 1: Programme Component Mapping to NFQ

Component	NFQ level
1 st Fixing and Site Works	5
Timber roofs	6
Joinery	7
2 nd Fixing	6
Communications	6
Team Leadership	6

² Further Education and Training

SOLAS provided a useful mapping document that linked the modules to the components. Thus the actual activity undertaken by the learners was traced back to the component standard. The panel examined the component learning outcomes and made adjudication on the level of these outcomes against the NFQ indicators. This was done by looking at the module outcomes that contributed to the component outcomes. In Carpentry and Joinery all taught components are continued from Phase 2 to Phase 4 to Phase 6. The group put more emphasis on the Phase 6 modules as the outcomes in Phase 6 incorporate learning outcomes previously acquired in Phases 2 and 4. The result of this analysis is presented in the Table 1 above.

This analysis confirmed the placing of the programme at NFQ level 6 as a best fit.

The final two components Communications and Team Leadership are common to all apprentice programmes. The group felt that the outcomes as specified in the component descriptor did not match a level 6 programme. However, there was agreement that at module level the learning outcomes, learning points and content were appropriate and at a suitable level. The group suggests that the component outcomes for these modules be revised.

3. Level of the Carpentry and Joinery Apprentice Programme Learning Outcomes on the European Qualifications Framework

Recommendation

2. What is the level on the European Qualifications Framework (EQF) of the minimum apprenticeship programme learning outcomes for the Craft?

Recommendation

- a) The group recommends that the SOLAS Carpentry and Joinery Apprenticeship training programme be placed at Level 5 on the European Qualifications Framework.

Supporting Rationale

In assessing the appropriate level on the EQF of the Carpentry and Joinery Apprenticeship programme the group examined the NQAI referencing report³. However, the external, international experts advised that it was inappropriate for programmes to be placed on the EQF. They felt that as a meta-framework the EQF could be aligned with national frameworks but not to individual programmes which were more appropriately linked to their national frameworks. Moreover, the EQF is characterised by three strands of descriptors (knowledge, skill, competence) which are defined by short and very general descriptor statements.

The referencing exercise placed the Irish NFQ level 6 at EQF level 5. While the exercise did distinguish between further and higher education awards, it placed both at level 5 EQF. It also made the distinction between the Bologna verification process, which positioned qualifications within the Bologna cycles, and the EQF referencing exercise, which was concerned with levels. This effectively leaves the Advanced Certificate outside of the Bologna process (and thus not a HE programme) but at EQF level 5.

In comparing the programme outcomes with the EQF descriptors the group looked at both EQF level 4 and level 5 descriptors. The “best fit” is at EQF level 5. However this does not imply that the entire programme is at EQF level 5. Clearly a four-year programme with a modest entry requirement encompasses a range of levels. However, the ERG concluded that the programme learning outcomes are at EQF level 5. See Table 2.

The exercise required the group to make a judgement of the programme against the EQF without regard to the previous decision in relation to the Irish NFQ referencing process. The three broad indicators of the knowledge, skill and competence at EQF levels 4 and 5 used by the Irish referencing process are listed above and the decisions of the group is indicated. Overall the group felt that the programme corresponded to level 5 on the EQF

³ NQAI, 2009

Table 2: Mapping Programme Learning Outcomes to EQF

	EQF Level 4 Indicators	EQF level 5 indicators	Carpentry and Joinery Apprenticeship Programme Learning Outcomes	Carpentry and Joinery Apprenticeship Programme best fit
Knowledge	<ul style="list-style-type: none"> • Factual and theoretical knowledge in broad contexts within a field of work or study 	<ul style="list-style-type: none"> • Comprehensive, specialised factual and theoretical knowledge within a field of work or study and awareness of the boundaries of that knowledge 	<ul style="list-style-type: none"> • Demonstrate in-depth knowledge of the design, installation, commissioning and maintenance procedures used in the trade of Carpentry and Joinery. • Explain key theoretical concepts used in the design and installation of structural and non—structural components pertinent to domestic and industrial environments in the trade of Carpentry and Joinery 	EQF Level 5
Skill	<ul style="list-style-type: none"> • A range of cognitive and practical skills required to generate solutions to specific problems in a field of work 	<ul style="list-style-type: none"> • A comprehensive range of cognitive and practical skills required to develop creative solutions to abstract problems 	<ul style="list-style-type: none"> • Demonstrate a comprehensive range of specialised Carpentry and Joinery skills using all commonly used Carpentry and Joinery hand and power tools in compliance with health and safety legislation and best practice. • Exercise appropriate judgement in the planning design and delivering of all services, installations and maintenance processes relating to the Carpentry and Joinery trade. 	EQF level 5
Competence	<ul style="list-style-type: none"> • Exercise self – management within the guidelines of work or study contexts that are usually predictable but are subject to change. Supervise the routine work of others, taking some responsibility for the evaluation and improvement of work or study activities 	<ul style="list-style-type: none"> • Exercise management and supervision in contexts of work or study activities where there is unpredictable change. Review and develop the performance of others 	<ul style="list-style-type: none"> • Transfer and apply theoretical understanding and technical know-how to inspect, diagnose faults, maintain components in a wide variety of domestic and industrial contexts in the trade of Carpentry and Joinery • Exercise substantial independence in the workplace, taking responsibility for carpentry and Joinery duties performed by themselves and others, ensuring safe work practices and interacting with a variety of individuals and groups to include customers, colleagues and suppliers. • Take initiative to identify and address self-development and training needs in both an employment and structured training environments • Demonstrate an awareness of the function and role of the carpenter/Joinery in society to include an awareness of energy conservation and other relevant ecological concerns 	EQF level 4

4. Comparability of Award Standards with other countries

Recommendation

3. How does the proposed Craft Award standard compare with the standards of qualifications from a selection of other countries (e.g. from Europe, America, Asia), which fully or partially overlap with it?

Recommendation

- a) Only a broad judgement can be made in this area. The expert opinion available to the group indicated that Irish Carpenters/Joiners matched or were more skilled than their peers in other countries but that they do not match the master craftsman level. Given the length of the programme and the typical entry level of learners a match with the 'advanced craftsman' level available in some countries might be the most appropriate comparison.

Supporting Rationale

This question is a very open question and it is difficult to make direct comparisons. The opinions expressed by the foreign expert group members and those consulted was that the skill level of Irish Carpenter/Joiners was high.

A critical difference between Ireland and many other countries is the fact that Carpentry and Joinery is a single trade in Ireland whereas in many other countries these are two distinct trades. Also in Ireland there is no tradition of specialised sub-trades such as shuttering which is the case in the UK.

The evidence from Alberta in Canada was that the Irish carpentry and joinery craft persons were well respected and easily matched their Albertan peers. The Advanced Certificate NFQ Level 6 is recognised in the workplace as providing a high level of competence.

In some countries in mainland Europe there is a system of two or three cycle vocational training with a master crafts person qualification being additional to the standard qualification. These include Austria, Luxembourg, Germany, France, Poland and Denmark. These master craft persons can have reserved to them certain regulatory, training and employment functions; this is not the case in Ireland. Irish carpenters/Joiners' skills do not match the master craftsman's skills. However, the review suggests that the Irish craftsman's skills do match the standard craftsman in these countries. As mentioned above, the intermediate level or advanced craftsman level may be a better comparator for the Irish craftsman.

The terms of reference for this review suggest that the review group base its decisions on objective evidence. A comparison of the award standards of a number of countries would require a far more detailed exercise than is possible for this group.

5. Comparable framework levels of similar Craft Awards in other countries

Recommendation

4. At what EQF levels are similar Craft Awards in a selection of other countries (e.g. from Europe, America, Asia)

Recommendation

Although it is difficult to directly compare programmes, typically European countries have placed craft vocational education at EFQ levels 3 and 4 with advanced (Master and Technician) craft qualifications placed at levels 4 and 5 with some at 6. Thus the Irish allocation could be seen as an outlier. The extent of this depends on whether the Irish craftsman is compared against the basic craftsman or against the technician level.

Supporting Rationale

Within the scope of the review, the most reliable evidence that was to hand was the results of the various referencing exercises across Europe and relevant information from a background document from the DOES (2013).

These referencing exercises typically compare national frameworks against the EQF. It is a separate exercise to place particular programmes on national frameworks and thus on the EFQ. In some cases this has been done for classes of qualifications. In a small number of cases, particular programmes have been definitively placed on the EQF.

Comparisons between programmes are difficult. A rigorous process would be either a deductive one where programme outcomes and labour market functions were compared as well as career expectations or an inductive one where specific skills and competencies were compared. Either of these approaches is outside the scope of this current review.

Another difficulty is the structure of vocational awards in other countries. Typically vocational training starts immediately after compulsory education. It can involve an introductory or pre-vocational phase that allows learners to enter the labour market with some basic skills. A more specialized phase follows that produces autonomous specialised workers. This phase is closest to the craftsman in Ireland. Some countries offer a Master crafts qualification which indicates a higher level of competency and skill than is available in the Irish system.

Finally the range of vocational programmes elsewhere overlaps with the short cycle technician programmes in Irish Institutes of Technology. This is particularly true in the new technologies and in administrative areas. Thus what is classed as a vocational programme elsewhere might be placed in Higher Education in Ireland.

The list below gives an indication of the levels where comparable vocational programmes are placed on a best-fit basis. Caution should be exercised in making definitive judgments on the basis of this list.

United Kingdom – England, Wales and Northern Ireland

Basic craftsperson

- Two year programme post GCSE leading to ,QCF L2⁴ – EFQ level 4
- One year additional training to ,QCF L3 EFQ level 5

United Kingdom – Scotland

- Four year programme to SVQ L, SCQF 7 EFQ level 5

Netherlands

There are four levels of VET⁵ with duration lasting from 6 months to 4 years. VET level 3 is the closest to Irish craft person and gives access to an advanced VET qualification at VET 4

- VET Level 3 –Independent practitioner EFQ level 3
- VET Level 4 – Middle management EFQ level 4

Luxembourg

There are four different certificates and Diplomas available to learners. The CCP⁶ is designed for those who might struggle in the more advanced DAP programme and is three years in duration. DAP⁷ programmes are typically 3 years in duration but can vary depending on specialty. Progression can be to technician DT⁸ or master craftsman qualification.

- Certificate de *Capacite Professionnelle* EFQ level 2
- Diplome d’Aptitude professionnelle EFQ level 3
- Diplome de *Technicien* EFQ level 4
- Brevet de Technicien Supérieur EFQ level 5
- Master Craftsman Diploma EFQ level 5

Italy

Professional operator certificate (Attestato di qualifica di operatore professionale) is a three-year VET programme. The more advanced professional technician’s diploma (Diploma professionale di tecnico) is a four-year programme.

- Professional Operators Certificate EFQ level 3
- Professional Technician Diploma EFQ level 4

⁴ General Certificate of Secondary Education

⁵ Vocational Education and Training

⁶ Certificate de *capacite professionnelle*

⁷ Diplôme d’Aptitude Professionnelle

⁸ Diplome de *technicien*

Denmark

Vocational training stretches over EQF levels 2 to 5 depending on the length of programme and the specialty. The referencing documentation gives examples of functions of vocational trainees. In this case there is a clear distinction between two types of technician.

Certificate for vocational educational and training

- Industrial assistant EQF level 3
- Industrial technician EQF level 4
- Film and TV production technician EQF level 5

Germany

The German system of dual vocational training and education produces a very large number of apprentice programmes. (See appendix G)

- Skilled Worker, journeyman (2 years post-compulsory) EFQ level 3/4
- (Facharbeiter, geselle) Technician (additional one/two years) EFQ level 4
- Master Craftsman in Industry (*Industriemeister*) EFQ level 6
- Master Craftsman (*Handwerksmeister*) EFQ level 6

Austria

- Apprenticeship Diploma EFQ level 4
- VET College Diploma EFQ level 5
- Master Craftsman's Diploma EFQ level 6

France

- Certificate d'aptitude professionnelle EFQ level 3
- Brevet Technique des Métiers EFQ level 3
- BAC PRO Bachelaurate Professionel EFQ level 3
- Brevet de Technicien Superieur EFQ level 5
- Maitre Artisan EFQ level 5

Poland

- Journeyman craftsperson EFQ level 3
- Master Craftsperson EFQ level 5

6. Prerequisite Learning

Recommendation

5. Is the prerequisite learning for participation in the programme and any other assumptions relating to the programme's target learners specified?

Recommendation

- a) The group agrees that the generic entry requirements for apprenticeship are not suitable for the Carpentry and Joinery Trade. It recommends that the prerequisite learning for the programme should be raised to reflect the achievements of the majority of the entrants to the programme and to allow for the necessary strengthening of the programme.
- b) It recommends that the standard entry requirement be a Leaving Certificate or an equivalent NFQ level 4 or 5 major award.
- c) However, so that this will not restrict entry from others, such as more mature trainees, it recommends that access from Junior Certificate be open to those with substantial work experience and who have completed either a suitable access programme agreed by SOLAS at levels 4 or 5, or an RPL⁹ process.

Supporting Rationale

There are two symmetrical issues with regard to prerequisite learning of programmes within a framework. The first is that the specified prerequisite learning should be adequate to allow learners to be successful on the programme. The second is that the introductory elements of a programme make full use of the prior learning of its actual entrants.

Currently, the entry requirements for all apprenticeship programmes specify an age requirement and a minimum academic achievement. There is no discrimination between different trades that may require differing levels of academic or vocational preparation. The requirements are

- a) Minimum age for the employment of an apprentice is 16 years.
- b) The minimum educational requirements are: Grade D in five subjects in the Junior Certificate Examination (NFQ level 3 EFQ level 2) or the successful completion of a pre-apprenticeship programme of four modules including Math's, Science and Technical Drawing at Junior Certificate level.

Evidence indicates that applicants for apprenticeships normally exceed these requirements. Data supplied by SOLAS indicates that 71% of new entrants in 2013 had Leaving Certificates (NFQ levels 4 and 5- EQF levels 3 and 4) and 28% had Junior Certificates. Only 1% fell into the 'Other' category. These figures were not disaggregated by trade.

⁹ Recognition of Prior Learning

An age analysis of the same cohort shows that only 7% were under 18 years of age, and 40% were over 20 years of age. This suggests that most of those with Junior Certificates did not take up apprenticeships from school but may have had considerable work experience.

The success rate for entrants in the years 2003 to 2007 with **Leaving Certificates was 73%**. The success rate for entrants in the years 2003 to 2007 with **Junior Certificates was 55%**.

Again figures for the carpentry and joinery trade were not separately available. A more detailed analysis would be required to ascertain the reasons for unsuccessful entrants leaving the programmes but broadly it would appear that few entrants arrive with the minimum age and academic requirements. It must be said that there are notable exceptions to this where young apprentices, who have entered with junior Certificate only, have scored well in World Skills Competitions.

The review group is of the opinion that 1) the minimum entry requirements and 2) portions of the curriculum are out of line with the capabilities of the actual entrant groups. The entry requirements should be closer to the achievements of the large majority of the second level school population. Furthermore, ensuring that the standard of the learning points of the initial phases of the programme are aligned with the intellectual capability of the entrants will serve to provide engaging learning experiences.

There are three leaving certificates, the standard, the applied and the vocational. The standard leaving certificate is further divided into ordinary and higher levels. It is unclear which of these or which elements of these are at level 5 NFQ and which at level 4 NFQ. Given recent trends in the School leaving age and government policy in this regard the group suggests that a level 4 or 5 (NFQ) qualification be the basic requirement. This will allow all those with a Leaving Certificate or any type or level to be eligible for a Carpentry and Joinery apprenticeship. In addition the achievement of a level 4 or level 5 major awards through other means such as a PLC programme or through an RPL process will confer eligibility.

The group recognises that the early school leavers with work experience see apprenticeships as a pathway for advancement. This route should remain open but an RPL process should be put in place for such learners; the RPL process should be managed centrally by SOLAS.

7. Achievement of programme learning outcomes

Recommendation

6. Will the programme enable its target learners to attain the minimum intended programme learning outcomes reliably and efficiently (in terms of learner effort)?

Recommendation

- a) This is a critical question that, more properly, should be put following a full validation process. It is particularly important as the claims made for the programme can only be ultimately justified by establishing the effectiveness of the programme in delivering the overall programme learning outcomes
- b) In the light of the recommendation at 8 above and 11 below, there is scope to look at the duration and content of the programme.
- c) In addition, the panel recommends robust evaluation of the 'on-the-job' phase of the apprenticeship programme in terms of monitoring and supervision.

Supporting Rationale

The group is of the opinion that the programme will enable its learners to reach the outcomes specified with one caveat. It suggests that a normal interpretation of the content and outcomes of the modules on communications and team leadership may be beyond a typical apprentice. It is also the case that both of these modules could be modified to reflect less challenging outcomes which are still appropriate to level 6 and to crafts persons.

Learners with good grades in leaving certificate maths, technical drawing and construction studies usually make excellent apprentices.

As indicated earlier the group feels that a four year apprenticeship in carpentry and joinery delivers some higher level outcomes in planning, organisation and diagnosis of problems which are not at present an explicit part of the programme.

The group also feels that with the changes in entry requirements indicated above that the material in the introductory parts of the programme could be strengthened. The group heard that many apprentices were bored by Phase 2 especially those who had technical drawing as a subject to Leaving Certificate.

Those teaching phases 4 and 6 commented strongly on the lack of communication skills amongst the apprentices coming to them. As carpenters/joiners are expected to communicate with others on site and have clear career pathways into middle management this would seem to be an aspect of the curriculum which could be strengthened.

8. Transfer and progression

Recommendation

7. Are the arrangements for transfer between the apprenticeship programme and other programmes, including other apprenticeship programmes, fair on learners (not unduly restrictive)?

Recommendation

- a) That SOLAS allocates either credits to elements of the programme or specifies exit awards at levels 4 or 5 for partial completion of the programme.
- b) That SOLAS considers strengthening the IT elements of the curriculum to facilitate progression on to cognate programmes at NFQ level 7 and to career programmes in the Craft area.
- c) That SOLAS investigate the career needs of craftspeople and facilitate the design of level 7 programmes to address those needs.
- d) That SOLAS monitors the progression of crafts persons following successful completion of their apprenticeship training.

Supporting Rationale

There are at present relatively few higher education programmes that give carpentry and joinery craftspeople exemptions from modules. In the 2010 survey of HEIs FETAC found that there was progression to only four programmes in the IOT sector. Only one of those, The Higher Certificate in Construction in Tralee Institute of Technology offers exemptions, the number depending on the grade of award (FETAC 2010). There is a three-year part time programme in Dublin Institute of Technology leading to a level 7 programme in Site Management. There is also a route to British professional qualifications such as Chartered Construction Manager of the Chartered Institute of Building.

It should be noted that all of these transfers were based on the existing carpentry and joinery programme to existing higher education programmes. In the view of specialist members of the group the new programme should attract exemptions from some building service related NFQ Level 6 and 7 programmes.

The career paths of carpenter/ joiners are unique among the trades. The group heard that most foremen on construction sites in Ireland are carpenters/joiners. One large company, Sisk, targets able apprentices for training as junior foremen. Carpenters/Joiners are the first trade on a construction site and the last trade to leave. They interact with plumbers, electricians, painters and plasterers on site.

C and J craftspersons have defined career paths. These are not evident to school leavers or guidance counsellors. To attract able learners into the craft clear progression routes should be available linked to the NFQ.

In addition, panel craft experts indicated that due to the physical demands of the construction site work, many carpenter/joiners seek an alternative work environment around the age of forty. Thus, the basic qualification may not be seen as providing craft competence that last a lifetime.

However, SOLAS does not as a matter of course track craftspeople throughout their careers. Much attention had been paid in the HE sector to the need for HE institutions to be aware of the career needs of their graduate as a guide to providing skills that persist throughout a lifetime. There is a similar need in the craft area. These areas are affected by rapidly changing technologies, techniques and equipment. They are also affected by structural changes in industries and in crafts.

Traditionally apprenticeship programmes have been relatively disconnected from other elements of the educational system. Craft qualifications are seen as terminal qualifications and little attention has been given to linkages to other elements of the system. For example, in the Irish system at present there is no advanced craft qualification as in other countries and no subsidiary or exit awards are available.

It would seem to the group that the purpose of the NFQ is to provide pathways for learners to achieve skills that are useful to them in their careers and also in daily life. It is evident that currently craft training, while of a high quality in terms of its own functions is deficient in the linkages with other parts of the education and training system.

SOLAS personnel indicated that in their view apprenticeship programmes are of a piece and should not be disaggregated. For this reason credits have not been allocated to phases of the programme and exit awards have not been designed. Those who exit early can access transcripts indicating their achievements.

The group is of the view that the purpose of the NFQ and the EQF is to facilitate free movement of labour within the EU. A large numbers of Irish workers seek work abroad and a very large percentage of apprentices do not complete their programmes. It seems strange then that considerable amounts of learning are not quantified and accredited and intermediate exit points not specified which might allow for the making of an award.

The group heard from craftspeople that they faced increased changes in techniques and in technologies in their work. In parallel, employers indicated that the implementation of new systems and technologies was normally managed by craft persons with middle management roles. The group notes the lack of advanced programmes for craft persons and the recommendation by the Review of Apprenticeship report (DOES 2013) that such programmes should be developed. These programmes could develop those middle management craft skills that are common on master's craftsmen's programmes elsewhere.

To facilitate progression and advancement it would be desirable that the apprentice programme more adequately prepared learners for level 7 studies. This can be achieved by strengthening the theoretical aspects of the programme, by emphasising the aspect of reflection and by fostering learning to learn competence.

Ends

Appendix A: Documents consulted by the panel.

DOES (2013a) Review of Apprenticeship Training in Ireland, December 2013

DOES (2013b) Apprenticeship review – Background briefing issues Paper

European Communities (2008), The European Qualifications Framework for Lifelong Learning (EFQ)

FETAC (2010) Progression from FETAC Advanced Certificate- Craft to Higher Education Courses.

NARC (2009) Assessment in the FÁS Apprenticeship Programme. Dublin: National Apprenticeship Advisory Committee.

National Qualifications Authority of Ireland (2009) Referencing of the Irish National Framework of Qualification (NFQ) to the European Qualifications Framework for Lifelong Learning (EQF). Dublin: NQAI.

NQAI (2008) National Qualifications Authority of Ireland (2008) Background paper on the development, implementation and impact of the National Framework of Qualifications and related policies on access, transfer and progression. Dublin

QQI (2014a) Common Award System, Restatement of Policy and Guidelines 2014 version 4.0

SOLAS (2014a) Awards Standards for Apprenticeship Programmes, Terms of Reference for External Review groups

SOLAS (2014b) Carpentry and Joinery Certificate

SOLAS (2014c) Carpentry and Joinery Curriculum, Activity to Standards Mapping Document

Reports referencing National and Community Frameworks of Qualifications with the European Qualifications Framework from the countries and communities (**Ireland, United Kingdom, France, Germany, Belgium (Flemish community), and Netherlands**), available at: http://ec.europa.eu/eqf/documentation_en.htm

Published by the various national Authorities and submitted to the European Community.

Appendix B Apprenticeship Standards External Review Group Terms of Reference

SOLAS has prepared in agreement with QQI the following set of documents reporting on the revision of the curriculum for apprentice programmes in [name of the craft].

- Standards
- Curriculum
- Sample Assessment
- NARC Report
- Background to Apprenticeship – to include introductory note on apprenticeship review

The information provided by these documents addresses the following topics (among others):

1. The minimum intended apprenticeship programme learning outcomes in the Craft.
2. Evidence that the minimum intended craft apprenticeship programme learning outcomes (i.e. overall outcomes) are to be assessed validly reliably, fairly and consistently for the purpose of ensuring that award candidates meet the required standard.
3. A detailed specification of the craft apprenticeship programme of education and training that explains how it enables the standard in (1) to be achieved by all who successfully complete the programme.
4. The NAAC Review Group's report for the craft, including conclusions and recommendations.
5. The External Review Group may request additional information it considers necessary for the performance of its functions.
6. The NARC Report.

The review panel is required to meet with participating training providers, participating employers, learners who are involved in the current Craft apprenticeship programme, SOLAS and QQI (on qualifications and quality assurance matters).

Considering the documents provided including the NFQ award-type descriptors and other information gathered, the External Review Panel is required to report on the following:

From the Craft perspective, are the minimum intended Craft apprenticeship programme learning outcomes outlined in the documents fit for purpose?

- a) What is the level on the Irish Framework of the minimum apprenticeship programme learning outcomes for the Craft
- b) What is the level on the European Qualifications Framework (EQF) of the minimum apprenticeship programme learning outcomes for the Craft
- c) How does the proposed Craft award standard compare with the standards of qualifications from a selection of other countries (e.g. from Europe, America, Asia), which fully or partially overlap with it?

- d) At what EQF levels are similar Craft Awards in a selection of other countries (e.g. from Europe, America, Asia)

Considering the programme the External Review Panel is requested to provide observations on the following:

- a) Is the prerequisite learning for participation in the programme and any other assumptions relating to the programme's target learners specified?
- b) Will the programme enable its target learners to attain the minimum intended programme learning outcomes reliably and efficiently (in terms of learner effort)?
- c) Are the arrangements for transfer between the apprenticeship programme and other programmes including other apprenticeship programmes fair on learners (not unduly restrictive)?

The members of the External Review Group should base their responses on objective evidence. Members should declare any relevant interests and ensure that their membership of and involvement in the standards Review Group does not give rise to any conflict of interest—if a member is in any doubt about this he or she should consult QQI.

Appendix C Membership of the Carpentry and Joinery External Review Group

Chairman – Qualifications Framework Expert	Dr Anne Walsh, Academic Co-ordinator, Adult Training and Education Studies, Centre for Adult Learning and Professional Development, NUI, Galway
International Qualifications Framework Expert:	Jos Noesen - Pédagogue, Ministère de l'Éducation nationale, de l'Enfance et de la Jeunesse
International Education & Training Specialist	Agata Bader, Deputy Director, Bureau for Academic Recognition and International Exchange (National Coordination Point for the European Qualifications Framework)
Secretary	Stephen McManus, Former Registrar Dundalk Institute of Technology
Technical Experts Ireland	Terence Keogh, Former Head, Dun Laoighaire Further Education Institute
Technical Experts Ireland	Ted Duff, Branch Secretary, UCATT
Technical Experts Overseas	Kent Dietrich Alberta Provincial Apprenticeship Committee, Alberta Canada, Carpenter/Joiner
Employer Representative	Dave Tracey, SISK
Learner Representative	Terry Spillane, Carpenter /Joiner

Appendix D Persons met by the Carpentry and Joinery External Review Group in the course of the review

SOLAS

Martin McMahon Assistant Manager, Apprenticeship Programme

Brian Head Assistant Manager, Curriculum

Finglas Training Centre, Dublin City Education and Training Board

Martin Carroll Assistant Manager

Richie McGuinness Instructor

Industry

John Tender P & G Construction

Dun Laoighaire Further Education Institute

Eoghan Ó Mhurchadha Lecturer in Carpentry and Joinery

Canadian Industry

Kent Dietrich Presiding Officer, Alberta Provincial Apprenticeship
Committee-Carpentry and Joinery

Appendix E Schedule Carpentry and Joinery External Review Group

Day 1

9:00am:	Panel Group discussion gathering feedback on material sent
10:30am:	SOLAS APPRENTICESHIP Q&A
12:30pm:	Lunch Break
1:30pm:	Panel Resumes
2:30pm	Phase 2 Instructor Richie McGuinness, ETB/SOLAS Assistant Manager Martin Carroll & TC Manager Maria Murphy
4:30pm:	Panel Re-group
5:30pm	Day 1 ends

Day 2

9:15am:	Panel meeting
10:30am:	John Tender (P& G Construction)
11.30am:	Eoghan Ó Mhurchadha- <i>Phase 4 & 6 Instructor</i>
12:30pm:	Lunch
1:30pm:	Panel Re-group
3:30pm:	Input from Canadian Expert: Kent Dietrich
4.30pm:	Verbal feedback to SOLAS representatives
5:30pm	Day 2 ends

Appendix F Programme learning outcomes- Carpentry and Joinery Programme

Programme Learning Outcome	Strand	
Demonstrate in-depth knowledge of the design, manufacture, installation and maintenance procedures used in the trade of Carpentry and Joinery.	Knowledge <i>Breadth</i>	K1
Explain key theoretical concepts used in the design and installation of structural and non-structural components pertinent to domestic and industrial environments in the trade of Carpentry and Joinery.	Knowledge <i>Kind</i>	K2
Demonstrate a comprehensive range of specialised Carpentry and Joinery skills using all commonly used Carpentry and Joinery hand and power tools in compliance with all relevant health and safety legislation.	Know How and Skill <i>Range</i>	KS1
Exercise appropriate judgement in planning, designing and delivering all services, installations and maintenance processes relating to the Carpentry and Joinery trade.	Know How and Skill <i>Selectivity</i>	KS2
Transfer and apply theoretical understanding and technical know-how to inspect, identify, repair and maintain components in a wide variety of domestic and industrial contexts in the trade of Carpentry and Joinery	Competence <i>Context</i>	C1
Exercise substantial independence in the workplace, taking responsibility for Carpentry and Joinery duties performed by themselves and others ensuring safe working practices and interacting with a variety of individuals and groups to include customers, colleagues and suppliers.	Competence <i>Role</i>	C2
Take initiative to identify and address self-development and training needs in both an employment and structured training environments	Competence <i>Learning to learn</i>	C3
Demonstrate an awareness of the function and role of the carpenter/joiner in society to include an awareness of energy conservation and other relevant ecological concerns within society.	Competence <i>Insight</i>	C4

Appendix G Extract from DOES Apprenticeship review – Background briefing issues Paper May 2013

8.2 International: Brief outline of the structure of apprenticeship systems in three sample EU countries and Switzerland

This section sets out briefly a number of alternative structures of apprenticeship in Germany, Finland, Norway and Switzerland for comparative purposes. The table below compares the systems in each country (as well as Ireland) across 5 key headings. This information is expanded upon in sections 8.2.1, 8.2.2, 8.2.3 and 8.2.4.

	Germany	Finland	Norway	Switzerland	Ireland
Level of Training	Vocational School	Upper Secondary Level	Upper Secondary Level	Upper Secondary Level	NFQ level 6 (Further Ed./Higher Ed)
Duration of Training	3 years on average	3 years (plus options for further and specialised training.)	4 years	Between 2 and 4 years	4 years
Format of Training	Min. 1/2 day per week education in Vocational School; balance with employer.	70%-80% of time training in workplace; balance in education in vocational institutions.	2 + 2 Model: 2 years in school followed by 2 years in enterprise.	Typically takes place at 3 locations: Vocational School; Enterprise; and Industry Training Centre. Attendance pattern changes.	Phases 1, 3, 5 & 7 are on-the-job training with employer. Phase 2 with FAS. Phases 4 & 6 in Education sector (IOTs or CFEs).
Funding Provision	Govt. funding of schools; Enterprise funding of apprentice ship pay/ cost of trainers/ materials etc.	All training costs funded by Govt.; Enterprise pays apprentice wage.	All training costs funded by Govt.; Enterprise pays apprentice wage.	VET funding is shared between public and private sources. Enterprise pays apprentice wage.	Funding from Exchequer and NTF (Employer levies). Enterprise pays apprentice wage. State pays off-the-job allowance.
Apprentice Payment Rates	Salary which increases each year. On average a third of skilled worker's starting wage.	Salary is approx. 80% of skilled worker's wages in relevant sector.	Salary increases from 30% to 80% of skilled worker's salary during 2 year apprenticeship.	Apprentice wages are set through collective bargaining at company level.	Wages are set through negotiation between unions and employers in industry phases.

8.2.1 Germany

- Apprenticeship in Germany lasts approximately 3 years on average
- An apprentice must spend at least 1/2 day a week training in a vocational school
- German firms recruiting apprentices do not receive direct funding from public funds. Enterprises cover their own training costs (apprenticeship pay cost of trainers, material etc.)
- Government funding of schools
- The apprentice earns a salary which increases every year and is on average one third of the starting wage for a skilled worker
- Public funds are also available to assist groups of small firms to set up and run joint training facilities (Group Training Associations)
- Some government financial support is available for training firms. Companies employing a trainee (beginning between July 2008 and December 2010) who has been searching for a training company for at least one year without success can receive a bonus of up to €6,000 (Hirschner, 2008)

8.2.2 Finland

- Training provided by Upper Secondary Level vocational institutions
- Initial Vocational Qualification: Average duration of Studies 3 years
- Further Vocational Qualification: Average duration of studies 4-12 months
- Specialist Vocational Qualification: Average duration of studies 4-12 months
- Approximately 70-80% of the time is spent in the training workplace under the responsibility of on-the-job instructors
- Training is financed by the state. The annual subsidy paid for one apprentice is calculated from the average costs of vocational training in Finland, and it is 80% of this average cost. The costs of upper secondary VET in 2007 were on average €8,400 per student
- The state is responsible for fully covering funding - 100% of the unit cost confirmed by the Ministry of Education & Culture
- Apprentices on off-the-job training receive a daily allowance, family allowance and transportation and accommodation allowances from the state
- Employer pays apprentice a wage, approx. 80% of skilled workers wages in that particular field. Employer is not obliged to pay wages for time spent in theoretical training
- Vocational Education providers receive statutory government transfer to cover the operating costs on the basis of unit prices determined by the Ministry of Education & Culture. The transfer is calculated to cover 42% of the operating costs on average. The unit prices are scaled per provider

- Some providers also receive performance-based funding based on Effectiveness (transfer to labour market), Processes (Drop Out rate) and Staff Qualifications. The performance based funding does not exceed 3% of the total amount of government transfer
The state grants training compensation for the employers, which is compensation for the training given at the workplace. The amount of training compensation paid to the employer is agreed upon separately for each apprenticeship contract before the contract is approved

8.2.3 Norway

- 2+2 Model - 2 Years education and training in school followed by 2 years apprenticeship in an enterprise
- The apprenticeship training is funded over public budgets and the training enterprises receive a state grant for each apprentice (in 2009: € 11,347 over two years)
- Apprentices in upper secondary IVET are entitled to grants and subsidised loans through the State Education Loan Fund if they come from low income families. They also receive a subsistence grant if they live away from home
- In addition to the basic subsidy, the training company also receives approx. €5,000 per apprentice in traditional crafts for example a trade which may die out due to lack of recruitment or the trade has cultural value
- In 2009, Enterprises who employed apprentices were granted €600 per apprentice. This is in addition to the ordinary grant designed to advance an apprentice with training rights to his or her qualifying examination.

This measure may have contributed to the intake of apprentices only falling marginally. Apprentices are entitled to a salary agreed upon through a centralised system of collective bargaining. The salary corresponds to the productive work conducted. Since the productive work increases throughout the 2 year apprenticeship, the salary increases accordingly. Salary increases from 30% to 80% of a skilled worker's salary during the two years of apprenticeship.

8.2.4 Switzerland

- Training is at upper-secondary level
- Programmes can take between two and four years
- Typically takes place at three different learning/training locations: vocational school; host company; and industry training centre
- Common patterns are one day per week at the vocational school and four days at the host company; or two days at the vocational school and three days at the company; or alternating between some weeks attending classes at the vocational school and some weeks attending an industry training centre

- To overcome an issue with some companies becoming increasingly specialised, training associations have been established whereby several companies share the task of training various apprentices so that they receive a broad enough education
- System is market driven. Students need first to find a place in a company and sign a contract. A place in a vocational school is then automatic
- Match between apprenticeship demand and supply is monitored through the “apprenticeship barometer” based on surveys of businesses and young people
- All vocational teachers (at schools), trainers (at host companies) and instructors (at industry training centres) must meet certain standards
- Funding of VET programmes is shared between public and private sources. In 20-6, about 45% of VET costs were privately funded.
- Apprentice wages are set through collective bargaining at company level following recommendations from the industry associations.