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Secondary School Education

The Schools Council

Future Policy

291

EDUCATION

PE 1: MAY 1979

PE 3: JUNE 1984

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Published Papers

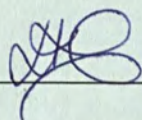
The following published paper(s) enclosed on this file have been removed and destroyed. Copies may be found elsewhere in The National Archives.

Cmnd. 9242 – Parental Influence at School. A new framework for school government in England and Wales.

Presented to Parliament by the Secretary of State for Education and Science, and the Secretary of State for Wales by Command of Her Majesty, May 1984.

Published by HMSO. ISBN 0 10 192420 8

Signed



Date

19/09/2014

PREM Records Team

Charles Powell Esq



CDP
24B

With the compliments of
HER MAJESTY'S AMBASSADOR

with reference to your
letter of 27 January

attached at flap

R O Miles

BRITISH EMBASSY
LUXEMBOURG

GRS 210

UNCLASSIFIED

FM LUXEMBOURG

TO PRIORITY DES

TELNO EJECT 01

OF 180936Z MARCH 86

INFO ROUTINE FCO, UKREP BRUSSELS

MY LETTER OF 16 DECEMBER TO CAPEY AND TELECON MILES/NORBURY OF
26 FEBRUARY: EUROPEAN SCHOOL, LUXEMBOURG

1. I AM CONCERNED THAT I HAVE NOT YET HAD ANY SUBSTANTIVE COMMENT ON THE CRITICISMS OF THE SCHOOL PUT FORWARD IN MY LETTER, SOME OF WHICH ARE FAR-REACHING. THE SCHOOL IS EXPENSIVE TO THE TAXPAYER AND IMPORTANT TO THE BRITISH COMMUNITY HERE.
2. I ACCEPT THAT OUR ABILITY TO TAKE DIRECT ACTION IS LIMITED (NORBURY'S LETTER OF 6 JANUARY). WHAT I THINK WE SHOULD DO IS A) REACH INTERNAL AGREEMENT ON THE POINTS I HAVE RAISED AND WHAT IF ANYTHING SHOULD BE DONE ABOUT THEM, AND B) TACKLE THE OTHER GOVERNMENTS AND AUTHORITIES WHOSE COOPERATION AND AGREEMENT WILL BE NEEDED. THIS COULD BE A LONG PROCESS. INSOFAR AS I UNDERSTAND THE MACHINERY THE BEST PLACE TO START WOULD BE THE SIX-MONTHLY MEETING IN APRIL OF THE EUROPEAN SCHOOLS BOARD OF GOVERNORS, AND IT WOULD PROBABLY BE BEST TO INFORM OTHER MEMBERS IN ADVANCE OF THE MEETING ITSELF. WE NEED TO ENSURE THAT THE MAIN BOARD'S REPRESENTATIVE ON THE LUXEMBOURG SCHOOL BOARD IS GIVEN SUITABLE INSTRUCTIONS.
3. SO THERE IS NOT MUCH TIME IF AN UNSATISFACTORY STATE OF AFFAIRS IS NOT TO BE LEFT TO DRAG ON BY DEFAULT.

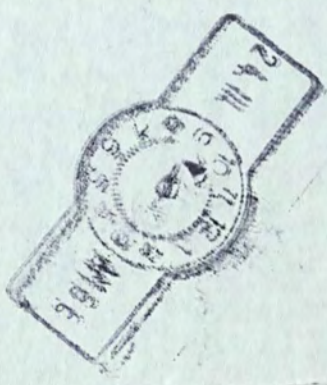
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CCPC



BRITISH EMBASSY,
LUXEMBOURG.

Charles Powell Esq
PS/Prime Minister
10 Downing Street
LONDON S W 1

CDP
10/2

5 February 1986

Dear Charles,

Many thanks for your letter of 27 ^{at 11:00} January about the European School here. Julia and I are of course most grateful for the interest the Prime Minister has taken. I have written at length to the Department of Education and Science and await their comments.

The cry "we have never had any complaints before" is all too familiar isn't it?

Yours ever
Oliver

R O Miles
HM Ambassador

EDUCATION P13

Autism Policy
LUXEMBOURG
OFFICE OF THE
FRENCH EMBASSY





CAJABW
ceDES
✓

10 DOWNING STREET

From the Private Secretary

27 January 1986

Since the Prime Minister stayed with you for the December European Council I have been in touch with the Department of Education and Science about the European School in Luxembourg on which Julia raised several points with the Prime Minister. I have to say that I have not got very far. Apparently there is nothing which is equivalent to the reports which an HMI writes following a formal inspection of a school in this country, although I am told that we are currently trying to secure changes in the arrangements for inspecting European schools. The only general view which I have been able to get out of the Department of Education and Science is that they had not previously been made aware of particular difficulties in the Luxembourg school, to which my reply is they might like to hear Julia's views direct. I gather you are now in fact in touch with them direct and I hope that this will lead to some progress.

CHARLES POWELL

His Excellency Mr. R. O. Miles, C.M.G.

CA



DEPARTMENT OF EDUCATION AND SCIENCE
ELIZABETH HOUSE YORK ROAD LONDON SE1 7PH
TELEPHONE 01-934 9000

FROM THE SECRETARY OF STATE

27 January 1986

Dear Charles

Thank you for your further letter, of 30 December, about the European School in Luxembourg. *at Nap.*

As Ian Hughes explained in his letter of 24 December, there is nothing which is equivalent to the reports which HMI write following a formal inspection of a school; under the present arrangements (to which, as Ian also explained, we are trying to secure some changes) the Inspectors visit largely to check on the performance of individual English Language Section teachers at the school. Until there are new arrangements (which will not be easy to secure) by which the Inspectors work, there are no means by which an assessment of the provision in the school as a whole can be made; certainly it cannot be made by two single Inspectors with access only to the teaching in the English Language Section. There are, therefore, no reports that I can show you.

This is not to say that the Inspectors, and the responsible Branch here, do not attempt to form a general view of each school, or to pursue particular points as they arise. In the case of the Luxembourg School, however, that view is as explained in Ian's letter, and not as the Prime Minister has been given to understand. Nor have we previously been made aware of particular difficulties, notwithstanding the fora which exist for the representation and discussion of such difficulties, and in which they would surely have emerged if dissatisfaction was widespread.

Perhaps you would let me know if I can be of further help. Meantime, HM Ambassador in Luxembourg has written to the Department making certain observations, and we shall be pursuing these with him. HM Inspectors will also be asked to take account of this correspondence when next visiting the school.

Yours sincerely
Stacey Trundle

MRS S TRUNDLE
Private Secretary

C O Powell Esq
Private Secretary
10 Downing Street
LONDON SW1

EDUCATION
Future Pamy PCB





10 DOWNING STREET

From the Private Secretary

30 December 1985

Thank you for your letter of 24 December about the European School in Luxembourg. It would be helpful to know rather more about the conclusions reached by the two H.M. Inspectors even though their report is not formally published. I should be grateful if you could let me have some details.

(Charles Powell)

I.M. Hughes, Esq.,
Department of Education and Science.



CPC

DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE YORK ROAD LONDON SE1 7PH

TELEPHONE 01-934 9000

FROM THE SECRETARY OF STATE

Charles Powell Esq
Private Secretary
10 Downing Street
London SW1

24 December 1985

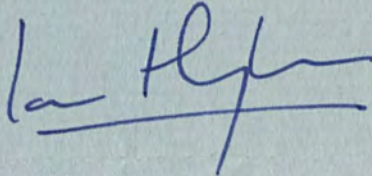
Dear Charles,

My Secretary of State has seen your letter to ^{Rob Smith} me of 4 December recording representations about the European School in Luxembourg which were made to the Prime Minister when she was in the Grand Duchy recently.

Responsibility for the fabric of each of the European Schools rests with the host Government; our understanding is that the accommodation at the school in Luxembourg is quite good, but the site for the primary section (all language classes) is split and the Luxembourg Government is presently undertaking some improvements, which are due to be completed by the end of next year, to the buildings on both sites. Responsibility for the provision of equipment within the school - including the provision of books - is that of the Board of Governors of the European Schools (on which the United Kingdom is, of course, represented), making use of Community funds; priorities are for the head teacher to determine. We have not previously been made aware of particular difficulties at this school, although it is probably the case, as with most schools, that parents, teachers and pupils would like more, both in terms of quality and quantity, than funding allows.

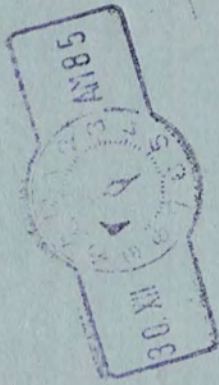
You referred in your letter to a DES inspection of the school. Every language section of each school is visited by national inspectors (in our case by two HMI, one primary and one secondary, who have responsibilities for the European Schools among their other duties) but there is nothing which is equivalent to the reports which HMI write following a formal inspection of a school and which are subsequently published so that parents and other interested people can learn their assessments of the school's strengths and weaknesses; this is a serious gap in the European School system which we have for some time been trying to persuade our partners to remedy.

Perhaps those who made representations to the Prime Minister could be advised to put their points to the head teacher, or to make use of the forum of the Parents' Association. If there are any general points, they could, of course, be put to the Department although in that case I suggest that it should be made clear that the Department's immediate responsibilities are limited as explained above.

Yours sincerely,


I M HUGHES
Private Secretary

EDUCATION PT3
FUTURE POLICY





10 DOWNING STREET

From the Private Secretary

4 December 1985

Xref

When the Prime Minister was in Luxembourg for the European Council this week she received representations on the state of the British section of the European School affecting particularly the primary classes. She was given to understand that the physical facilities were inadequate and the provision of basic equipment including books well below standard. She was told that the school had been inspected by DES but that no follow up recommendations or action had been forthcoming.

I recount these observations as retailed to the Prime Minister and without any independent knowledge whether they are justified or not.

The Prime Minister would be grateful to learn the Department's views and to know whether, so far as the DES has responsibility, action is intended or in hand to remedy any deficiencies at the school.

(Charles Powell)

R.L. Smith, Esq.,
Department of Education and Science.

SRW

17 April 1985

④ Agree X be pursued with Sir Keith?

AT
18/4

PRIME MINISTER

The CPS has recently brought out a good study of selection and technical skills in the USA, USSR and West Germany.

They show how the common school - our comprehensive - failed both in the USSR and in the USA. It led in the USA to the establishment of a vigorous and growing private sector, and in its turn to the magnet school in the public sector.

In the USSR, it led to the establishment of a few highly competitive mathematics and physics boarding schools, the foreign language schools, and the mass schools with a special profile.

In West Germany, they retained a more traditional style of selective education, with the Gymnasium (grammar school) the Realschule (technical school) and the Hauptschule (secondary modern).

The author is particularly enthusiastic about the success of the stable German system. He argues that German pupils in the lower half of their ability range achieve standards in mathematics equal to those of the average of pupils of all abilities in England. The system provides realistic goals for all pupils by recognising their different capabilities

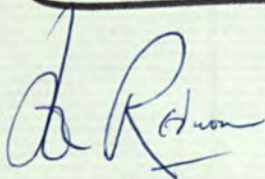
and the likelihood that they will enter employment at different ages and different levels. It possesses flexibility by allowing transfer between the different types of school at a variety of ages. Such transfers occur for many pupils. The author also cites evidence to show that the level of attainment in British technical schools before they were demolished by the comprehensive movement was high, given the ability of the pupils going to them.

There is some dissatisfaction in the UK with the typical neighbourhood comprehensive school. This is based on the discipline and standards problems that many of these schools enjoy, upon the lack of parental choice, and the inherent difficulty for a headmaster and a senior teaching staff of running some of the larger organisations. The evidence points towards the need for smaller secondary schools, with more unity of outlook and aim amongst the staff and parents, more choice for the parents, and more competition between the schools in terms of standards and achievements.

Keith is only looking at direct grant primary schools.

X /

Shouldn't we reopen the question of direct grant technical schools with him?



JOHN REDWOOD

Yes not

MJ2ADI



be Mr Lewin

10 DOWNING STREET

From the Private Secretary

14 February 1985

ECONOMIC AWARENESS

The Prime Minister has seen your Secretary of State's minute of 12 February. She is content with his revised proposals for injecting some teaching of economic awareness into the curriculum.

I am copying this letter to Rachel Lomax (HM Treasury), Callum McCarthy (Department of Trade and Industry), Leigh Lewis (Office of the Minister without Portfolio) and Peter Gregson (Cabinet Office).

Andrew Turnbull

Miss Elizabeth Hodkinson
Department of Education and Science.

LOT

Prime Minister ^①
 Agree to Sir Keble's
 revised proposals?

cc [initials]
 [initials] BI

PRIME MINISTER

AF
 13/2

Yes not

ECONOMIC AWARENESS

1. I have allowed myself so far to be persuaded by you that I should not openly seek to establish in the curriculum, with the agreement of the local authority associations, some limited teaching of economic awareness. You fear that teachers would exploit any such ingredient for collectivist purposes. The Chancellor agrees with you.

2. This dangerous possibility exists - sometimes it materialises even now. But it will not, I believe, materialise throughout the schools. Moreover the existing situation, throughout the schools, is more dangerous still. Pupils are being left in a state of ignorance about economic reality, and naive acceptance of "statism" and "the bottomless purse" pervades.

3. Moreover those many teachers who are not economically aware have no knowledge with which to counter the widespread fallacies that their pupils and their colleagues take for granted.

4. The profound ignorance and lack of public understanding about economic reality - which the schools are doing little or nothing to correct - is reinforced by the media which endlessly peddle panaceas for every real or perceived problem by way of extra public spending as if we lived in a costless world.

5. Unless we provide pupils with some awareness of where Government spending comes from: of the desperate need for profitable competitiveness in trade: and the respectability of serving the customer within the law and subject to competition, we shall continue to lose the case by default.

6. So I remain convinced of the urgent need to use the curriculum, the examination system and teacher training to give those who leave school some basic awareness of economic facts. To reduce

/over...

the danger of subversion I now propose to define economic awareness more simply and neutrally than in my letter of 14 November to the Chancellor: ie the operation of supply and demand, price, quality, profit and loss, competition and monopoly; such aspects of the creation of the nation's private and public wealth as customer satisfaction, enterprise, management and productivity; and taxation. I propose also to follow Geoffrey Pattie's advice in his response of 29 November and put still more emphasis on my policies on school/business links.

7. As regards examinations I have inserted into the national criteria for economics and social studies syllabuses for the new GCSE a significant reference to those aspects of economic awareness which I believe to be important - and this insertion has been agreed by the local authority Associations and Examining Boards. I also intend to promote in-service training of teachers to support my initiative in the curriculum.

8. I plan as you know a White Paper on schools to be issued before Easter. I do not want to miss the opportunity to make in it a very short reference to economic awareness and want now in preparation to go out to consultation on the basis of this pared down - and less contentious and exploitable - list of topics.

9. Do please read the enclosed short article printed - all credit to the editor - in last week's Times Educational Supplement. You and the Chancellor are against me. Other colleagues - David Young with particular strength - are with me. If you still want to argue against me please do give me the chance of a talk and let perhaps Norman Tebbit and David Young be invited also.

10. I am copying this minute to Nigel Lawson, Norman Tebbit and David Young.

KJ.

12 February 1985.

'I'd rather she sold hamburgers'

An Oxbridge graduate explains why she's glad her daughter did not go on to the sixth form

A lot of push and shove shot me out of the London backstreet into Oxbridge. Later, I married into a family with that fierce, Welsh passion for further education, and later still occasionally gratified them by taking on exam-coaching. So when my daughter chose to snub the local sixth-form college and stay on working at McDonald's, my approval rather shook her admissions tutor.

But then, the whole situation was an odd one. Last year's local comprehensive sixth-forms had been jam-packed with unlikely entrants, lurking out of the reach of unemployment; militant, in a shambling fashion, for the right to smoke in the corridors and wear a sort of jogging uniform composed of holes held together by slogans. The inevitable result, a fifth-form right-wing backlash, had labelled staying on at school as naff and unthinkable. By February, every place that autumn in local colleges of further education had been heavily oversubscribed.

By early September it appeared that the sixth-form college had few spare places, and was trying to select, among a number of school-leavers, all with equally dismal results, the lucky second-chancers to fill them. The voice on the phone, while hastily declining to put it just like that, admitted that the pass levels had been well down on expectations. My child had achieved the three hardest O levels, her school report seemed favourable, would she be interested in some sort

of modified course?

I said that, on the whole, I thought I would actually prefer her to continue in her fast-food-outlet career. I realize that the quick recap of a holiday job leading to five gold stars, three pay rises, promotion from C-for-Crew to A-for-Admin and a promise of intensive training, must have sounded like Mother singing up the Twelve Days of Junk Food. But the tutor's reactions raise wider questions about where education is supposed to be going, and how it got to where it is.

My casual remark that many of McDonald's managers are in fact graduates, provoked a rather sniffy, "So you need a degree to sell hamburgers, now?" Well, of course, companies in the United States do encourage graduates in the service industries.

Americans are constantly amazed at the English attitude to further education that renders people on the one hand superior to most known forms of human employment, and, on the other, totally inadequate for them. It isn't entirely by chance that the countries where education is supposed to lead on to grubby-handed expertise are also the ones milking off the best of our designers and engineers; pulled by the money, of course, but pushed out by the snob factor.

Which is what, I suppose, had been inhibiting me into apologetic babble, until my caller, surprising me in turn, suddenly asked, "What is McDonald's secret?" He had observed, it

appeared, that while most young shop-assistant school-leavers droop and glower over their counters, unable or unwilling to serve him, McDonald's attendants seem welcoming, competent and even to be enjoying themselves.

I was glad to be able to tell somebody in the educational field about McDonald's secret. I hope he runs around telling it to everyone else, though of course it may seem unacceptably transatlantic and old fashioned.

First, they tell employees what to do. Exactly what to do, and how to do it, and even why it has to be done. Then they provide recognizable gradations of supervisors, whose job it is to notice if it gets done.

To make this easier for everyone, there is a grading-sheet. Here, under a page-long list of headings, marks are given for everything - exactly, in fact, as in the American school system. You get your ratings, and your average, at the end of the month or whenever, and if you score high you get rewarded, and if you're low enough you could get fired, and you never, ever, feel that you don't know where you stand.

Moreover, as you progress, you win your stars, for a mixture of increasing specialist skills and general aptitude - little metal stars, worn for all to see on a plastic badge that makes a present of your name to the paying customers.

Isn't it simple? Isn't it well-childish? But then aren't our children - well - children. Under

the pom-pom haircuts, the battle-fatigues and bunched-up boiler-suits, most of my daughter's generation seem to be trying to swagger through a world that terrifies them, and for which they know they have been rottenly-prepared.

I have watched one dismal drooping gloomer turn into a lively young adult. In place of scarcely-marked homework, she wears a badge that says she is good at what she is learning; in place of totally untutored note-taking, she has a well-designed form listing her strengths and weaknesses, a point of reference to turn to when she wants to improve; in place of teachers who muddle with chumminess and shatter with random negligence, she has a clear and motivated chain of command to support her.

Oh, I'm not saying it's the millenium. The people she works with and for are using her in their own interests - to get their promotions, to up their turnover, to keep company profits rolling in. But that is going to be true of every job, whether our children start off working in Woolworth's or end up writing *Economist* editorials - or chairing a government inquiry into education.

Surely the difference I am complaining about, the divergence the admissions tutor had noticed, is that whereas most of our educational methods seem, more and more, to produce a glumish-proletariat, here is a system that makes people happy to TRY.

Bridget Rees



~~CENO~~

DEPARTMENT OF EDUCATION AND SCIENCE
ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH
TELEPHONE 01-928 9222
FROM THE SECRETARY OF STATE

W

18/12

Rt Hon Patrick Jenkin MP
Secretary of State for the Environment
House of Commons
London SW1A 0AA

18 December 1984

Mr Patrick .

X-ref

1983 SURVEY OF SHARED AND EXTENDED USE OF SCHOOLS

Further to our correspondence on this subject last Summer, I now enclose for your information the text of the Statistical Bulletin which has been prepared here on the full results of this survey. We intend to publish it shortly. Meanwhile it is being shown to the local authority associations.

In view of their previous interest in this subject, I am copying this letter and its enclosure to the Prime Minister and the Chief Secretary.

*Encl .
Ken*

FINAL DRAFT

SURVEY OF SHARED AND EXTENDED USE OF SCHOOLS IN 1983

1. This bulletin summarises the main findings of the 1983 survey on shared and extended use of schools in England and compares them with those of the previous survey for the academic year 1978-79 (Statistical Bulletin 1/82). Shared use was defined as the use of school facilities by members of the public, while extended use was the use of the school by pupils and/or staff of the school outside the formal school day. The Department wishes to thank the staffs of the maintained primary, middle and secondary schools and local education authorities who co-operated in providing the information.

BACKGROUND TO THE SURVEY

2. The survey was carried out between September and November 1983. It was designed to collect details of the shared and extended use of schools during the summer holidays and autumn term of 1983. It covered much the same ground as the Shared Use Survey of 1978-79, although the earlier survey monitored use of school premises over a full academic year. The previous survey had not revealed any great differences in patterns of use throughout the school year and it was decided to limit the present survey to one term and holiday period only. In order to compare the two surveys, the 1983 survey used broadly the same questions, format and definitions as the earlier questionnaire. Seven facilities in schools were considered:- teaching spaces, specialist sports spaces, halls, libraries, catering facilities, school playgrounds and school playing fields. Frequency of use was also defined in the survey as before - with regular use defined as 'at least once a week' and occasional as 'less frequently'.

3. The 1983 survey sought additionally to obtain new information on the use of school facilities. Schools were asked to indicate which facilities were most used at weekends during term time; who was responsible for authorising the letting of premises and for determining the hiring charges; and to indicate the types of organisations, groups or individuals using the school. Schools were also asked which in their view were the main factors which limited the greater shared use of school premises.

Commentary on main findings

4. This survey showed that substantial use continued to be made of school premises outside school hours. The salient points which emerged from the survey were as follows:-

i. There was a significant overall increase in the regular use made of both primary and secondary schools during term time and summer holidays. 79% of all schools were regularly used during term time and 23% during the holiday compared with 71% and 21% respectively in 1978-79.

ii. There was a particularly marked increase in the regular use of primary schools during term time - 75% in 1983 compared with 65% in 1978-79.

iii. The level of regular use of schools during the holidays also increased very slightly to 19% of primary schools and 40% of secondary schools (previous figures were 17% and 39% respectively).

iv. During term time, the most regular users of both primary and secondary schools were the school members themselves in extended use of the schools. They were likewise the major users of primary schools during the holidays whereas for secondary schools the most common users during the holidays were organised groups and societies.

v. The facility most commonly used in primary schools during term time was the school hall; in secondary schools it was specialist sports spaces. During the holidays, specialist sports spaces were the most commonly used facility in both primary and secondary schools.

vi. In line with this, the survey indicated that sports users were the group most likely to make regular (ie at least once a week) use of primary and secondary school premises. Parent/teacher groups were most likely to make occasional use of premises.

vii. Most schools reported no serious limiting factors on greater school use. Of the 11% of primary schools in the sample which reported a limiting factor, the most frequent was inadequate storage space; 'grassed playing fields already used to full capacity' was the most common limiting factor reported by the 32% of secondary schools which responded to this question.

Levels of use

5. Table 1 shows that there has been an overall percentage increase between 1978-79 and 1983 in the shared or extended use of both primary and secondary schools during term time and the holidays. The increase was most marked in the use of primary schools in term time.

TABLE 1

SCHOOLS REGULARLY USED AT LEAST ONCE A WEEK
IN ENGLAND

SHARED AND/OR EXTENDED USE

	TERM TIME		HOLIDAYS	
	Number*	%	Number*	%
Primary	15190(13730)	75(65)	3920(3670)	19(17)
Secondary	4500(4540)	99(98)	1830(1820)	40(39)
Total schools regularly used	19690(18270)	79(71)	5750(5490)	23(21)

previous survey results (1978-79) are shown in brackets

* The numbers of schools are grossed up estimates derived from applying the sample percentage to the numbers of schools in England (see Table 1 of Annex)

6. Table 1 also shows that there was a marked difference in levels of usage between primary and secondary schools. During term time, 75 per cent of primary schools were in regular use compared to 99 per cent of secondary schools, while during the holidays the numbers of primary and secondary schools in regular use were 19 per cent and 40 per cent respectively.

TABLE 2

Level of use by size of school

	PRIMARY SCHOOLS						percentages
	Size of school (number of pupils)						
	Under 51	51-100	101-200	201-300	301 and over	TOTAL	
TERM TIME							
Regular use - 3 or more days per week	9(7)	22(12)	34(23)	51(37)	60(53)	37(31)	
- 1 or 2 days per week	36(24)	41(40)	39(35)	36(35)	32(33)	38(34)	
Occasional use	39(44)	26(33)	18(26)	11(20)	6(12)	18(24)	
Not used	16(24)	12(15)	9(15)	3(8)	2(3)	8(11)	
HOLIDAYS							
Regular - 3 or more days per week	10(4)	11(7)	11(9)	12(12)	10(16)	11(10)	
- 1 or 2 days per week	4(3)	10(16)	6(15)	10(11)	10(6)	8(7)	
Occasional	16(18)	18(14)	14(15)	14(11)	22(23)	16(16)	
Not used	70(75)	60(74)	69(71)	63(66)	58(56)	65(67)	
Number of schools	1910	2900	7760	5420	2390	20390	
	SECONDARY SCHOOLS						percentages
	Size of school (number of pupils)						
	Under 401	401- 600	601- 800	801- 1000	1001- 1200	1201 & over	
TERM TIME							
Regular use - 3 or more days per week	72(72)	80(81)	93(87)	94(93)	95(95)	99(97)	90(88)
- 1 or 2 days per week	22(22)	16(15)	7(12)	6(7)	5(3)	1(3)	9(10)
Occasional use	4(5)	3(3)	-(1)	-(1)	-(1)	-(-)	1(2)
Not used	2(2)	1(1)	- -	- -	-(1)	- -	-(1)
HOLIDAYS							
Regular - 3 or more days per week	16(15)	14(16)	26(21)	34(22)	28(31)	46(38)	28(24)
- 1 or 2 days per week	9(10)	11(15)	15(15)	12(15)	15(19)	9(19)	12(15)
Occasional	19(24)	23(24)	18(26)	16(28)	28(18)	14(21)	19(24)
Not used	56(51)	52(45)	81(39)	37(35)	30(32)	31(22)	40(37)
Number of schools	1570	1840	1880	1900	1650	1700	14550

previous survey results (1978-79) are shown in brackets

7. Table 2 shows that the size of the primary school strongly influences the degree to which it is regularly used. Only 45% of the smallest primary schools (under 51 pupils) were in regular use during term time compared with 92% of the largest primary schools and an average 75% for all primary schools.

There was no significant difference in the very high levels of regular use during term time between the smallest and largest secondary schools. However during the holidays, the smallest secondary schools were used less regularly than the largest.

8. The degree of use also varied according to the type of school as outlined in Table 3 below.

TABLE 3
Level of use by school type

	percentages							
	TERM TIME				HOLIDAYS			
	Infant and first	Junior with infants	Junior and middle	Secon- dary	Infant and first	Junior with infants	Junior and middle	Secon- dary
Regular	58(47)	80(69)	89(88)	99(98)	14(12)	22(17)	20(26)	40(39)
Occasional	27(35)	15(22)	9(9)	1(2)	11(12)	17(16)	19(19)	19(24)
Not used	15(18)	5(9)	3(3)	-(1)	75(76)	61(66)	61(54)	40(37)
Number of schools	6270	9790	4330	4550	6270	9790	4330	4550

previous survey results (1978-79) are shown in brackets

9. Tables 1, 2 and 3 taken together suggest that there were 3 strands of variation in the results:

- i. Secondary schools were more likely to be regularly used than primary schools.
- ii. Proportionately more schools with older pupils were regularly used than schools with younger pupils.

iii. Only 19% of primary schools were regularly used in the holidays compared to 40% of secondary schools; the corresponding term time figures were 75% of primary schools and 99% of secondary schools.

Detailed results: analysis of facilities offered

Secondary schools have more facilities than primary schools

10. Table 4 gives an indication of the range of facilities offered in primary and secondary schools. It shows that the most common facility available in primary schools was the school playground (98 per cent) followed by the school hall (89 per cent). Not surprisingly, only 11 per cent of primary schools had specialist sports spaces, although this percentage has doubled between 1979 and 1983. Most secondary schools have all of the facilities identified in the survey.

TABLE 4

PERCENTAGE OF SCHOOLS WITH EACH FACILITY, 1983

	Specialist Sports spaces	Halls	Library	Catering	Playground	School playing fields
Primary	11(5)	89(85)	65(51)	80(82)	98(99)	68(60)
Secondary	89(87)	98(99)	98(98)	96(97)	95(96)	95(91)

previous survey results (1978-79) are shown in brackets

11. Table 5 shows the percentage of schools according to the number of facilities available (excluding teaching spaces). In general, primary schools have fewer facilities than secondary schools; for example, it can be seen that 73 per cent of primary schools have four or more facilities compared with 99 per cent of secondary schools. The lower usage of primary schools may in part be due to the smaller number of facilities offered. The growth in usage may similarly reflect the increase in the average numbers of facilities available between 1979 and 1983.

TABLE 5
PERCENTAGE OF SCHOOLS WITH DIFFERENT NUMBERS OF FACILITIES

	percentages							Numbers of schools
	Number of facilities (other than teaching spaces)							
	0	1	2	3	4	5	6	
PRIMARY	-(-)	2(3)	7(10)	17(21)	31(34)	35(29)	7(2)	20390
SECONDARY	-(-)	-(-)	-(-)	1(1)	4(4)	18(20)	77(74)	4550

previous survey results (1978-79) are shown in brackets

The number of facilities available in primary schools tended to be related to the size of school

12. Table 6 shows that 43 per cent of the very small primary schools have more than four facilities compared with 90 per cent of the largest primary schools. It seems likely that this is a factor affecting levels of use, which are shown in Table 2 above to be much lower for the smaller primary schools. This factor may help to explain why larger primary schools tended to be more regularly used than smaller schools as shown in Table 2.

TABLE 6
PERCENTAGE OF SCHOOLS WITH FOUR OR MORE FACILITIES, 1983

	PRIMARY - SIZE OF SCHOOL					TOTAL	SECONDARY SCHOOLS
	Under 51	51- 100	101- 200	201- 300	301 & over		
percentage of schools with 4+ facilities	43	64	74	82	90	74	99

Categories of user

The most frequent user groups were school members, organised groups and societies and the Youth Service

13. The difference in levels of use between term time and the holidays cannot be readily explained by the number of facilities available. Additional questions asked in 1983 on the nature of the user groups and on the factors which might limit greater use of schools shed some light on the reasons for the differences. Table 7 below gives a breakdown of regular use of schools by each user group.

TABLE 7
REGULAR USAGE BY CATEGORY OF USER

	percentages			
	PRIMARY		SECONDARY	
	TERM TIME	HOLIDAYS	TERM TIME	HOLIDAYS
Extended use by school	52(40)	10(8)	92(89)	17(17)
Adults and further education	19(19)	1(1)	69(68)	8(9)
Youth Service	29(22)	6(4)	55(46)	18(13)
Organised groups and societies	35(30)	6(7)	71(64)	22(22)
Single lettings and individuals	6(4)	2(1)	21(17)	9(8)
Any user group	75(65)	19(17)	99(98)	40(39)

previous survey results (1978-79) are shown in brackets

*This table is non-additive vertically. Schools are counted once for each group that regularly used the premises of a school, and the sum in each column is, therefore, greater than the net total of schools regularly used.

14. During term time, for both primary and secondary schools, the most frequent user group was school members in extended use of the school, followed by

organised groups and societies. The levels of use were much lower in the holidays than in term time, with the greatest difference in levels found in adult and further education groups and school members in extended use of the school. The activities of these groups tend in general to be held during term time.

Table 8 shows that most of the schools regularly used during term time had both extended use by pupils and shared use of their facilities. Extended use went down heavily during the holidays - results already demonstrated in Table 7.

TABLE 8
REGULAR USE: EXTENDED OR SHARED

	PRIMARY		SECONDARY	
	TERM TIME	HOLIDAYS	TERM TIME	HOLIDAYS
	% of schools		% of schools	
Extended				
Use only	16(14)	8(2)	6(8)	6(7)
Shared				
Use only	22(25)	9(6)	7(8)	23(22)
Extended				
<u>and</u> shared	37(27)	2(9)	86(81)	11(10)
TOTAL	75(65)	19(17)	99(98)	40(39)

previous survey results (1978-79) are shown in brackets

Status of school

Regular use of secondary schools during the holidays is more common in county schools

15. There were also small variations in regular use between schools of different status. Table 9 shows that regular use is much more likely to take place in county than voluntary secondary schools during the holidays; during term time and for primary schools generally, county and voluntary schools have very similar patterns of use.

TABLE 9

STATUS OF SCHOOL AND REGULAR USE

	PRIMARY			% of total	SECONDARY			% of total
	TERM	HOLIDAYS	with 4+ facilities		TERM	HOLIDAYS	with 4+ facilities	
	TIME				TIME			
COUNTY	75(67)	18(19)	76	99(99)	44(43)	100		
VOLUNTARY	73(62)	20(16)	69	97(94)	23(26)	97		
TOTAL	75(65)	19(17)	74	99(98)	40(39)	99		

previous survey results (1978-79) are shown in brackets.

TABLE 10

TYPE OF AREA AND REGULAR USE

	PRIMARY			% of total	SECONDARY			% of total
	TERM	HOLIDAYS	with 4+ facilities		TERM	HOLIDAYS	with 4+ facilities	
	TIME				TIME			
Greater London	86(77)	28(26)	84	100(97)	39(35)	98		
Met districts	79(63)	16(19)	75	96(97)	38(35)	98		
Non met counties	71(64)	19(16)	72	100(99)	42(41)	99		
TOTAL	75(65)	19(17)	74	99(98)	40(39)	99		

16. Some variation in level of use was also found in schools in different areas although in general the level of use of secondary schools was very high overall during term time and the differences, for them, between areas very small. The differences among primary schools and between primary and secondary schools in different areas could be linked to the pattern of the number of facilities available.

Facilities in most extensive use

The most regularly used facilities in schools were sports facilities

17. Table 11 shows the number of schools with each of the seven facilities identified by the surveys (including teaching spaces) and the proportion of these in regular use.

TABLE 11
Use of individual facilities, 1983

	Teaching Space	Specia- list sports	Halls	Library	Catering facili- ties	Play- ground	School Playing fields
Number and percentage of schools with facility	%	%	%	%	%	%	%
PRIMARY	20390 100	2280 11	18140 89	13160 65	16290 80	19940 98	13850 68
SECONDARY	4550 100	4040 89	4470 98	4440 98	4380 96	4320 95	4340 95
TOTAL	24940	6320	22610	17600	20670	24260	18190
% of schools whose facility was regularly used during:							
TERM TIME							
PRIMARY	44(35)	42(50)	66(62)	10(8)	8(7)	34(26)	49(41)
SECONDARY	83(83)	96(95)	87(87)	31(27)	28(32)	52(46)	88(81)
TOTAL	58(44)	86(85)	74(67)	20(13)	16(12)	40(29)	66(51)
HOLIDAYS							
PRIMARY	8(7)	17(18)	10(10)	2(1)	2(2)	8(7)	14(13)
SECONDARY	16(14)	30(27)	14(13)	3(3)	9(6)	17(11)	24(23)
TOTAL	11(8)	28(25)	12(10)	2(1)	5(3)	11(8)	19(16)

previous survey results (1978-79) are shown in brackets.

The table shows that on weekdays and weekends during term time, most regular use was made of the school hall in primary schools and of specialist sports spaces in secondary schools. Specialist sports spaces and playing fields were most

regularly used by both primary and secondary schools during the holidays although it should be remembered that only 11 per cent of primary schools had specialist sports spaces compared to 89% of secondary schools. In general, the facilities most used are those which have been specifically provided for schools sports or which could be used for sports and physical recreation.

ADDITIONAL ANALYSES

18. The 1983 survey contained additional questions which enabled further analyses to be carried out.

Use of Schools at Weekends

19. The number of schools in which available facilities were regularly used at weekends was much lower than for total use during term time; the pattern of use of the school facilities used at weekends was very similar to that of weekday evenings and weekends taken together, with most regular use being focussed on sports facilities and the school hall. Occasional use at weekends, both extended and shared, also tended to be based on the hall and sports facilities with catering facilities also fairly widely used. Table 12 below sets out some of the results.

TABLE 12

FACILITIES USED IN SCHOOLS AT WEEKENDS

EXTENDED	Teaching Space	Specialist sports	Halls	Library	Catering facilities	Play-ground	School Playing field
Primary							
REGULAR	3	3	4	1	-	3	9
OCCASIONAL	10	6	16	2	8	8	17
Secondary							
REGULAR	7	27	10	1	3	11	52
OCCASIONAL	15	24	34	8	20	16	20
SHARED							
Primary							
REGULAR	6	7	10	1	1	3	7
OCCASIONAL	8	2	19	2	14	8	13
Secondary							
REGULAR	13	35	16	1	6	9	27
OCCASIONAL	18	15	38	6	27	14	23

Figures in the table are the number school facilities recorded as being used at weekends expressed as a percentage of the number of schools with that facility.

Identification of user groups

20. In the 1978-79 and 1983 surveys 'shared use' is divided into four categories: adult and further education, youth service, organised groups and societies and single lettings. An additional question in the 1983 survey enabled identification of particular user groups within the organised groups and single lettings categories. The most frequent regular users of both primary and secondary schools in these two categories were sports users with parent teacher groups the most frequent occasional users. Musical and other cultural groups are also common regular users of schools. They contribute to the widespread use of school halls previously identified. Table 13 gives some details.

TABLE 13
ANALYSIS OF USER TYPE IN ORGANISED GROUPS AND SINGLE LETTINGS

Type of organisation group or individual	PRIMARY		SECONDARY	
	Regular %	Occasional %	Regular %	Occasional %
Groups for the elderly	4	2	6	3
Groups for handicapped	1	1	5	3
Under fives/mother and toddler groups	13	1	7	1
Religious groups	12	7	4	7
Sports users	20	4	44	6
Music, art, drama, literary and other cultural	15	4	15	12
Discos and general entertainment	2	10	3	16
Local interest groups eg Housing, Community	3	8	3	10
Parent/teacher groups	13	51	6	37
Other	<u>16</u>	<u>11</u>	<u>7</u>	<u>4</u>
	100	100	100	100

IDENTIFICATION OF SPORTS USERS

21. Many of the previous analyses have shown that it is the sports facilities in schools which are most regularly used.

Table 14 gives a breakdown of regular use of school playing fields and specialist sports spaces by user group.

TABLE 14
USE OF SPORTS FACILITIES BY USER GROUP

	Percentages							
	SPECIALIST SPORTS SPACES				SCHOOL PLAYING FIELDS			
	PRIMARY		SECONDARY		PRIMARY		SECONDARY	
	Term	Holidays	Term	Holidays	Term	Holidays	Term	Holidays
Extended use by school	31	9	83	11	43	8	83	11
Adults and further education	11	2	58	5	1	-	12	4
Youth Service	17	6	46	14	9	3	20	9
Organised groups and societies	13	4	56	14	6	3	27	12
Single lettings and individuals	3	1	15	6	1	1	6	4
Any user group	42	17	96	30	49	14	88	24

*This table is non-additive vertically. Schools are counted once for each group that regularly used the premises of a school, and the sum in each column is, therefore, greater than the net total of schools regularly used.

22. During term time the most regular users of specialist sports spaces and school playing fields were school members themselves. For primary schools the next most common user for both types of sports facility was the Youth Service; for secondary schools, adult and further education groups and organised groups and societies were the second highest users of specialist sports spaces and school playing fields respectively.

23. During the summer holidays, the most common users of primary school sports facilities were the school members themselves, again followed by the Youth Service. The relatively restricted use made by adults of these sports facilities during term and holiday periods suggests that the type and range of sports facilities available in primary schools may often not be suitable for

adult use. In secondary schools during the summer holidays most frequent use of specialist sports spaces was by organised groups and societies and the Youth Service; and the greatest use of school playing fields in the same period was by organised groups and school members themselves.

AUTHORISING LETTINGS AND DETERMINING CHARGES

24. It was found that LEAs were responsible for determining charges in the great majority of both primary and secondary county schools and for authorising lettings in the largest group of each. However in county secondary schools lettings were authorised by the headteacher in nearly as many cases. LEAs were still responsible for determining charges in the majority of voluntary schools while school governors were more often responsible for authorising lettings.

The results are set out in Table 16 below:

TABLE 16
Authorising Lettings
% of Schools

	Primary County Vol.		Secondary County Vol.	
School Govenors	16	51	12	51
Head	30	28	39	31
Adult Education Principal	-	-	4	-
LEA	53	20	41	18
Other	1	1	4	-

Determining Charges
% of Schools

	Primary County Vol.		Secondary County Vol.	
School Governors	1	24	1	26
Head	2	4	2	7
Adult Education Principal	-	-	1	-
LEA	96	71	93	67
Other	-	1	3	-

LIMITING FACTORS ON GREATER SCHOOL USE

25. Schools were asked to identify from a given list those factors which they believed limited greater use of their facilities. Only 11 per cent of sampled primary and 32 per cent of secondary schools actually answered this question, but the responses may still provide some useful information. The most frequently mentioned factor on greater use of primary schools were 'inadequate storage space' (11 per cent) followed by 'unsuitable furniture' (10 per cent) and 'adequate alternative facilities available nearby' (10 per cent). For secondary schools the most frequently mentioned limiting factor was 'grassed playing fields already used to capacity' (12 per cent) followed by 'inadequate storage space' (9 per cent).

Full details are set out in Table 15 below.

TABLE 15

Primary Second
-dary

	Primary	Second -dary
Grassed playing fields already used to full capacity	2	12
Schools Premises closed for repairs during summer holidays	2	4
Recreation areas/playing fields out of use for maintenance work in summer holidays	1	2
Unsuitable furniture (eg too small)	10	1
Inadequate facilities for refreshments	5	4
Lack of separate access to specialist facilities	3	5
Inadequate storage space	11	9
Difficulties of arranging for locking/unlocking of buildings	5	5
Difficulties of cleaning rooms before the start of the next school day	7	7
Lack of suitable changing rooms	9	4
Lack of car parking space on site/nearby	5	4
Public transport unsatisfactory	3	5
Adequate alternative facilities nearby in another school/college	10	7
Adequate alternative facilities nearby (other than school/college)	8	5
Difficulty of securing adequate supervision/care of users	6	7
Charges to users too high	4	7
Cost to school or LEA too high	1	2
Difficulties of arranging insurance	1	1
Statutory or local regulations, fire, safety requirements etc	2	2
Lack of publicity given to availability of school	2	3
Other -	3	5

The 'other' category consisted mainly of - 'open plan building'.

THE SAMPLE

1.1 The sample used for the survey represented about 10% of primary schools and about 20% of secondary schools. The results given in the bulletin are based on returns provided by 1754 primary schools and 950 secondary schools. On behalf of the Welsh Office additional samples of schools in Wales were also included in the survey, although the results for these schools are not included in this bulletin. Table 16 gives, for England, information about the size of sample used and the grossed up numbers of the sample on which the analyses given are based.

TABLE 16 Sample used
England
Actual and grossed-up number
of schools

	Primary			Secondary		
	County	Voluntary	Total	County	Voluntary	Total
Actual number in sample						
Greater London	140	41	181	75	26	101
Metropolitan districts	269	133	402	190	58	248
Non-metropolitan counties	728	443	1171	502	99	601
Total	1137	617	1754	767	183	950
Grossed-up number of sample						
Greater London	1660	520	2180	390	140	540
Metropolitan districts	3150	1490	4640	930	280	1200
Non-metropolitan counties	8480	5090	13570	2320	490	2810
Total	13280	7100	20390	3640	910	4550

2. Explanatory notes for terms used in the bulletin.

2.1 Extended use by school: use by pupils and/or staff of the school after the formal school day has finished and at weekends and in the holidays, including holiday play schemes.

- 2.2 Adult and further education: all adult education provided by the local education authority (including groups and societies affiliated to adult education centres, institutes, etc), WEA, universities or other bodies, and any other further education.
- 2.3 Youth service: all leisure and recreational activities for young people provided by the LEA youth service and voluntary youth organisations.
- 2.4 Organised groups and societies: any organised body of people which used the school for purposes other than those specified in paragraphs 1 to 3 above, including PTA use.
- 2.5 Single lettings and individual use: all authorised use by individuals in their own right, including use of the library by members of the public, and excluding use in elections as a polling station.
- 2.6 Specialist sports spaces: any indoor space other than an assembly hall or drama studio specially built or equipped for physical education, including sports halls, gymnasias, indoor swimming pools and squash courts.
- 2.7 Library: any room or area where books and other learning resources are systematically shelved and are available for consultation or loan.
- 2.8 Catering facilities: including kitchens and refreshment bars. Schools were requested to record use of catering facilities if any refreshments were served to users, not just for full meals.
- 2.9 Playground: any outdoor space suitable for play forming part of the school site and not part of the playing fields.
- 2.10 School playing fields: including outdoor swimming pools, tennis courts and hard porous pitches. Excluding facilities to which the school had access but of which even in school hours it is not the principal user.
- 2.11 Frequency of use: in those cases where the frequency of use varied considerably from week to week, schools were requested to complete the form so

as to be as representative as possible of the pattern of activity in the term as a whole.

Educator: Schools / Policy

PRIME MINISTER

14 December 1984

MORE EFFICIENT SCHOOLING

The Audit Commission have recently published a report on costs in secondary schools. The report suggests ways in which hundreds of millions of pounds could be saved.

1. Tailoring capacity to demand

As everyone knows, the costs of secondary education can be reduced by taking surplus accommodation out of use as pupil-numbers fall. The Audit Commission puts figures on this saving: it suggests that almost £50 million could be saved in the first year, rising to over £200 million in the fifth year.

The report lists five different ways in which such savings can be made, ranging from the closure of whole premises to the removal of temporary accommodation. It also puts forward a four-stage procedure for implementing the necessary changes. And it promises to use the next audit round as a means of ensuring that an appropriate action programme is adopted by every local education authority. The Commission warns, however, that this process will depend on the Secretary of State being willing to approve tough recommendations.

2. Non-teaching costs

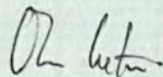
The report lists several ways in which LEAs could obtain better value for money on their maintenance work. It also concludes that cleaning costs could be reduced by up to £50 million if LEAs install clearer lines of responsibility, better methods for preventing damage, improved information systems, more inspection of finished jobs and more competition.

Most important of all, the report suggests that economy, efficiency and effectiveness could be improved if more spending decisions were devolved to individual schools. In particular, the Commission believe that decisions about telephones, heating and lighting, cleaning and maintenance, and the level of teacher support staff could all be delegated to the schools.

3. Conclusion

We recommend that you should write to Keith Joseph, emphasising the importance of the Audit Commission's report, and asking him to consider means of reflecting its findings in the forthcoming White Paper on Schools, and of stressing value of devolving financial decisions to individual schools. You may also wish to make a reference to the report in one of your speeches: this is an invaluable peg on which to hang many of the Government's messages about efficiency in local Government.

Why does PM need to lecture me & her Senior Secretaries & Staff in this way.



OLIVER LETWIN

Audit Commission

REVIEW

The Audit Commission
for Local Authorities
in England and Wales

December 1984

Tailoring Secondary School Capacity to Likely Demand

A study of non-teaching costs in secondary schools was undertaken by the Commission during the period November 1983 to April 1984. These amount to over £1 billion a year, or some £285 per pupil. It resulted in the report *Obtaining Better Value in Education: Aspects of Non-Teaching Costs in Secondary Schools*. The report is based on an analysis and evaluation of information from twelve authorities (three outer London boroughs, four metropolitan district councils and five non-metropolitan county councils) and a sample of 140 schools distributed amongst them.

The first section of the report, **Tailoring Secondary School Capacity to Likely Demand**, deals with the problems caused by falling school rolls, and suggests how these can best be managed.

There are currently 500,000 surplus places in secondary schools as a result of the fall in the birth rate in the mid seventies. The forecast decline in secondary school pupil numbers is dramatic, from a total in England and Wales of just over 4 million at the beginning of the 1980s to less than 3 million in the early 1990s. On average, secondary school pupil numbers are expected to fall by 25 to 30 per cent over the next ten years. There is considerable variation around the average, with pockets of more modest decline counter-balanced by expected decline of more than 40 per cent in some areas. The problem is most acute in inner-city areas and those where economic prospects are poorer. The potential costs savings of removing two out of every five surplus places amount to between £100 million and £150 million per annum in non-teaching costs. More important, rationalisation of education capacity should result in a broader curriculum being available to pupils.

The most important conclusion of the study is that changes in approach to the problem of falling school rolls are required.

The Commission believes that action to tailor places available more closely to demand should be a priority for each Local Education Authority (LEA).

Unless authorities are able to tailor education capacity more closely to demand, total costs per secondary school pupil are likely to rise and the quality of secondary education will be lower than it could or should be. Secondary school reorganisation proposals are stiffly opposed at local level. But the costs of doing nothing can be unacceptably high;

- The cost of education suffers since it becomes impossible to provide a wide curriculum within the resources available.
- Costs borne by the ratepayer are higher than necessary.
- Money is wasted since authorities are forced to spend resources that could be better employed elsewhere on

cleaning, heating and maintaining surplus buildings.

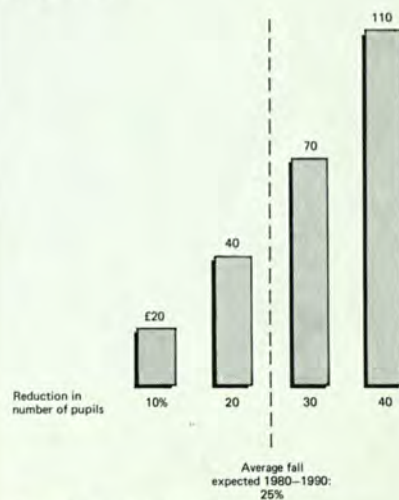
There are other consequences of failure to take action that may not be so apparent. The grant-related expenditure formula for education is based largely on school rolls with a 21 month time lag. So whether or not the LEA acts to bring capacity into line with demand, the present block grant system assumes that it has, and the grant is reduced accordingly. Thus the costs of failure to act in time will be carried by the local rate payers and by those services where there is an increasing demand for the local authority's support.

There need to be detailed plans for implementation, which will have taken into account all the options open to the authority with costs and educational consequences attributable to each. The criteria for achieving the necessary reductions in places should be agreed in advance and procedures should be clearly defined to enable the communities involved to know the facts and consequences of implementing or failing to implement the plans. The report suggests that each authority should deal with its problems in a comprehensive rather than a piecemeal manner.

FINANCIAL IMPLICATIONS OF TAKING SURPLUS ACCOMMODATION OUT OF USE

England and Wales		
Assumed Numbers of School Closures (over 5 years)	Annual Average	Annual Savings £m
Total		
220	44	43
440	88	85
660	132	128
880	176	170
1,100	220	213

Unless action is taken soon, non-teaching cost per pupil will rise by £50-60 a year as rolls fall
INCREASE IN NON-TEACHING COSTS PER PUPIL
£/year, at 1983 prices



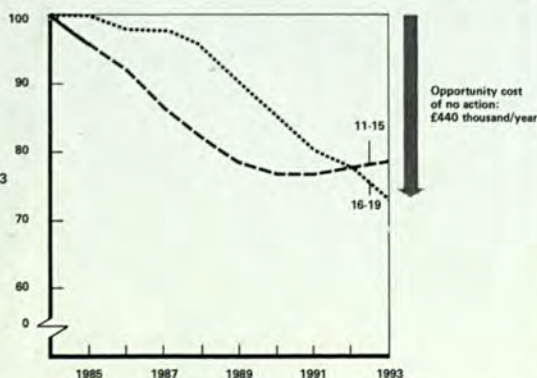
Source: Analysis of school accounts

SHIRE COUNTY EXAMPLE

PROJECTED SECONDARY SCHOOL ROLLS: 1984-1993
Index 1984 (September) = 100*

* Assumes current participation rates

Source: Lincolnshire County Council



Action by Local Education Authorities

The Commission recommends in its report that all LEAs undertake a comprehensive review of secondary school capacity to determine whether changes are needed.

This review would comprise the following four main stages:

Stage One: Measuring needs and places

Compare present building capacity with likely future capacity requirements based on the LEA's projection of pupil numbers over the next decade.

Important considerations to take into account include:

- The needs of pupils aged 16 and over
- The requirement for single sex provision
- The impact of neighbouring LEAs on both demand and supply
- The quality of existing buildings
- A minimum desirable size of school
- The impact of provision in and policies of voluntary schools

Stage Two: Generating and evaluating options

LEAs facing a serious shortfall between capacity and demand will have to consider closing schools completely or partially. The LEAs surveyed in the report believed that school closures would generate significant financial saving and educational advantages. However, there was considerable reluctance to go down this route since school closures almost invariably provoke vociferous local opposition from parents, governors and staff, as well as local MPs.

The following steps should form the basis of any review of options:

- Determine the nature and extent of the potential problem for the authority as a whole, making a range of assumptions about key demand variables such as new local housing development, staying-on rates and so forth. These will need to be shown on a division by division or town by town basis.
- Determine the cost of doing nothing in financial and educational terms, *before* any options are considered.
- Agree in advance the main decision criteria. These will almost certainly need to be a mixture of educational and logistics, e.g. maximum and minimum sizes for particular classes, acceptable maximum travelling distances and times.
- Identify and cost the main options. In addition to all the normal teaching and non-teaching costs, the evaluation should take account of the opportunity cost of continuing to occupy the building and grounds.
- Evaluate the options both in educational and financial terms, taking into account the possible risks, and the timing of changes, calculating the net present value or revenue profiles of the various choices.

Stage Three: Implementation of the chosen option

The Education Act of 1980 sets out the statutory steps necessary to undertake a reorganisation of the schools and reduction of intakes in respect of the closure or amalgamation of schools. Public notice needs to

be given where admissions are expected to be reduced by one fifth or more. Thorough consultation regarding proposed school closures is required with governors, parents, teachers and the local community.

The experience of LEAs who have faced the problem of school closures indicates that there are five key requirements for success:

- Sound staffwork on likely capacity/demand imbalances. It is the general experience that protestors almost invariably begin by denying that the problem exists. All the numbers and critical assumptions will be challenged. Mistakes are expensive; and it pays to err on the side of optimism. It also pays to be very explicit about the critical assumptions made, so that these can be discussed openly and rationally.
- A comprehensive rather than piecemeal approach, so that the support of potential beneficiaries of changes can be enlisted to counter-balance the inevitable protests and to provide those concerned with a broad perspective.
- An open, staged approach. Rumours are almost always more damaging than reality. The following steps will help to combat opposition:
 - releasing a discussion paper outlining the problem and the costs of doing nothing.
 - holding a series of local meetings at which those interviewed are invited to put forward options for dealing with the situation.
 - publishing the decision criteria *before* any detailed options are developed.
 - publishing the full range of options with the cost and educational implications spelled out for discussion *before* the LEA has decided what course to adopt.
- Incentives to encourage the acceptance of the changes. In about one half of the sample LEAs, at least a share of the capital receipts from the disposal of surplus buildings is given back to the education committee, and in the other LEAs, capital receipts go into a central "pool" and are lost to the education committee.
- Diversion to alternative uses of the whole or large parts of schools is fairly common, e.g. use by further education, day centres for the elderly, magistrates court accommodation. But the associated costs have to be quantified (including the opportunity costs) so that members are aware of the costs of their decisions.

Stage Four: Follow-up and review

LEAs must make sure that the intended cost and benefits did accrue. Consideration of the effects of past decisions can improve future appraisals as well as current management performance.

Action by Central Government

After the local authority has completed its part of the process, the decision to close a school must be referred to the Secretary of State for approval before it can be implemented.

The Commission points to the implications for the local authority of a rejection of proposals for secondary school reorganisation and underlines the need for effective central support for difficult local decisions.

FINANCIAL IMPLICATIONS OF METHODS OF REMOVING SURPLUS PLACES

METHOD OF REMOVING SURPLUS PLACES	POTENTIAL SAVINGS	POTENTIAL COSTS
Premises closure/disposals through school closures or amalgamations	All premises costs eliminated Some savings in teaching and support staff costs – by avoiding the diseconomies of small schools Capital receipts generated if schools can be sold	Administrative burden eg. publications of notices, public meetings etc Home-to-school transport costs will increase to some extent Possible redundancy costs
Alternative use of schools	All premises costs are transferred to new user – provided that full costs are identified and an economic charge is levied	
Mothballing whole schools	All premises costs – except for basic maintenance and rates	Mothballing costs
Piecemeal mothballing of schools	Savings mostly from:– (i) Fuel and light – if heating systems are zoned so as not to heat certain areas (£175 per room per annum) (ii) Cleaning assistance (£250 per room per annum) Small savings from decorating and maintenance costs (£75 per room per annum)	
Removal of temporary accommodation	Fuel and light – temporary units usually have high energy consumption costs, typically five times that of permanent accommodation Repairs and maintenance Cleaning assistance Income (if the temporary units can be sold)	Removal costs

AT

Audit Commission

REVIEW

The Audit Commission
for Local Authorities
in England and Wales

December 1984

ACHIEVING BETTER VALUE FOR MONEY Non-Teaching Costs In Secondary Schools

The Audit Commission's report on non-teaching costs in secondary schools concludes that considerable savings can be made and standards of work raised by improving systems for cleaning and maintaining school premises and giving more control over budgets to head teachers.

This is true irrespective of action taken to reduce the surplus capacity of schools created by falling rolls (also covered by the report: see separate review).

In the three areas of special study the report concludes:

● **Maintenance:** Financial constraints have been met by Local Education Authorities (LEAs) cutting back on routine structural maintenance, even though this will increase long-term costs.

Day-to-day maintenance, accounting for around 50% of total, remains costly and inefficient, with quality of work and response times being particularly criticised by school staff.

The report recommends a move towards a two to one split in favour of routine maintenance and immediate improvements in day-to-day services.

Better supervision, the use of mobile teams and caretaker/handypersons and competitive tendering are suggested as ways of achieving immediate but lasting improvements in day-to-day work.

Investment in routine maintenance would lead to an eventual drop in emergency call-outs. Initially however an increase in expenditure of perhaps 30-50% is likely to be necessary in many cases to bring the conditions of school buildings up to satisfactory standards.

● **Cleaning:** The report suggests that costs could be reduced by as much as 25% nationwide by a mixture of improved productivity and investment in modern equipment. Existing agreements negotiated at regional level are often out-of-date and less effective than productivity schemes originating with individual authorities. Nationally, savings of up to £50 million are achievable.

A target of 33 metre² cleaned per person per hour is realistic within the existing agreements. Productivity of this kind would mean an increase in wages but a greater increase in output.

In both the cleaning and maintenance fields authorities are hampered by a lack

of information. Many do not have details of the size of schools (sq ft) or of the types of building to be maintained. Some do not know how maintenance expenditure is being spent. Many employing Direct Labour Organisations (DLOs) cannot quote rates for particular jobs to compare with prices available from private firms. Few keep up-to-date information on the nature and area of surfaces which have to be cleaned.

● **Delegation:** The 5% of non-teaching budgets currently in the control of head teachers and governing bodies should be increased. New areas which would come within the ambit of individual schools include telephone charges, heating and lighting, cleaning and day-to-day maintenance, in-service teacher training and technical and administrative staff. Eventually perhaps 25% of school costs could be under local control, within the overall school budget.

Some head teachers will lack the managerial skills to cope with increased budgets and others may resent being

allotted additional non-teaching areas of work. A gradual approach using pilot schemes is recommended. Careful consultation, accurate information and training will be essential if delegation is to be a success.

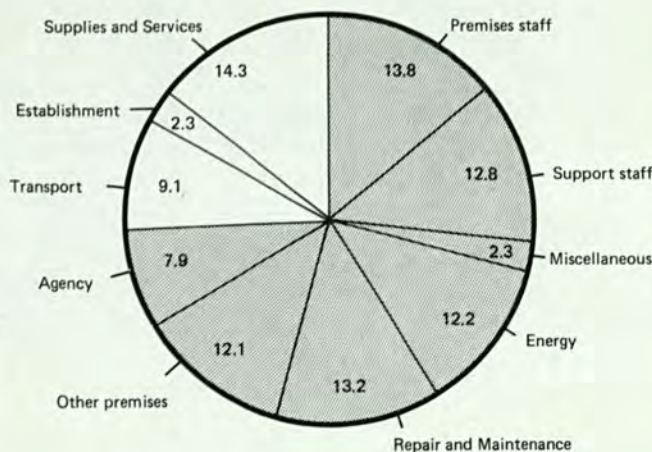
The report

At around £12 billion a year, at present, education in England and Wales accounts for around half of all local authority expenditure.

Non-teaching costs in secondary schools cost £1.35 billion or £285 per pupil. The Audit Commission has looked at areas which account for three quarters of this sum to suggest ways of obtaining better value.

The report's conclusions are derived from a representative survey of 140 secondary schools in 12 authorities carried out over the five months to April 1984. The authorities surveyed comprised three outer London boroughs, four metropolitan district councils and five non-metropolitan county councils.

Study has covered almost three-quarters of relevant costs
**BREAKDOWN OF NON-TEACHING COSTS IN
SECONDARY SCHOOLS**
1983-4 Estimates



Source: CIPFA

Maintenance: spend more now, to save later

Three principal criticisms are levelled at the current maintenance performance in secondary schools:

- That too little is being spent on routine jobs like repainting and rewiring.
- That day-to-day (emergency or response) maintenance absorbs too large a percentage of total costs.
- That performance on day-to-day maintenance in particular is unsatisfactory both in terms of cost and of quality.

Increasing maintenance budgets

LEAs in England and Wales spend £180 million on secondary school maintenance, of which perhaps half is on day-to-day maintenance. The average of £46 per pupil disguises a range from £39 per pupil in the case of metropolitan districts to £78 for ILEA (adjusted for London Weighting).

Despite a real increase in the amount spent over the past five years the Society of Chief Architects of Local Authorities (SCALA) estimates that an increase in expenditure on maintenance of 44% is necessary to achieve adequate standards. This figure is supported by evidence from Her Majesty's Inspectors and the Royal Institute of Chartered Surveyors.

Many LEAs are not, therefore, maintaining school buildings in a satisfactory condition. But basic information is often lacking. What evidence there is suggests routine maintenance is a particularly neglected area. A survey by SCALA for the Audit Commission showed authorities were more often than not failing to achieve their own targets in areas like roof repairs, repainting and resurfacing.

Redecoration in particular has been neglected. Many authorities have not redecorated schools internally for 10 years. In one authority current practice means schools would wait 50 years for redecoration.

Redressing the maintenance balance

The surveyed LEAs spent 60-70% on day-to-day maintenance, and only 30-40% on longer-term maintenance.

To bring this into line with the 35%: 65% short- to long-term recommendation of the Department of Education and Science Architects and Building Group would require an immediate increase of around 50% in total expenditure.

This investment should lead to long-term savings and a better service as the increase in routine work reduces the number of emergency call-outs.

Improving performance

Education departments and head teachers were dissatisfied with the performance of DLOs in particular, citing poor work, slow response and lack of accountability as major criticisms.

The report suggests five ways to improve the day-to-day service:

1. Clear lines of responsibility: Either the education or the technical department should take full and final responsibility, with individual officers dealing with indi-

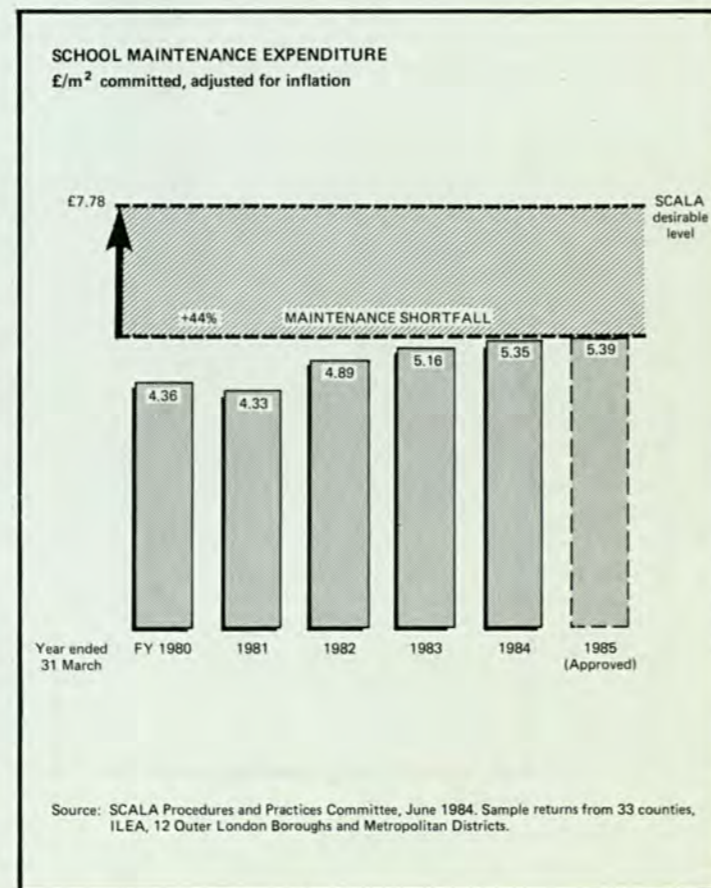
vidual or groups of schools. Surveyors would thus be directly accountable to head teachers and any duplication of duty or paperwork avoided.

2. Minimising requirements: Firstly, by trying to prevent deliberate damage. Vandalism costs an average school £1,800 p.a. and some as much as £5,000. Security measures can reduce this cost and lower insurance premiums. Secondly, by tackling minor jobs using the school's own resources: a caretaker/handyman on site does not have the administration and travelling time costs of a maintenance team.

3. Improving response: Several LEAs have computer-based systems to ensure that most urgent repairs receive priority attention. Within some education departments, mobile 'instant response' teams have been set up to deal with emergencies.

4. More inspection of finished jobs: As few as 10% of maintenance jobs carried out by DLOs are inspected independently on completion in some authorities; the report suggests that in LEAs where complaints about quality of work are commonplace, 30-50% of jobs should be inspected.

5. More competition: The Commission believes that a well-run DLO can compete with private contractors on cost and quality. But competition must be open and on a basis fair to both sides. Some LEAs offer contracts in a form which makes them difficult for private firms to tender e.g. offering all the authority's day-to-day maintenance as one contract. Restrictive practices of this type can increase costs and reduce maintenance effectiveness.



Cleaning: improvements worth up to £50 million a year

The report concentrates on identifying ways to reduce the £190 million annual cleaning bill for secondary schools, without lowering standards.

The disparity between typical high and low spending authorities shows considerable potential for economy, ranging between £56 and £31 per pupil in 1983-84 for non-metropolitan county councils and between £105 and £38 for London boroughs.

Using the criterion of cost per square metre cleaned, the results from the 140 schools surveyed show a difference of 25% between the best 35 and the worst 35. If all schools in the survey matched the best 35 and if these results were mirrored nationally, the potential yearly saving would be about £50 million.

To obtain these improvements four proposals are suggested:

Updating provincial agreements

Conditions of service for caretakers and cleaners are negotiated at national, regional and local levels. Provincial councils negotiate the substance of many agreements, but the terms of these vary greatly: by as much as 92% on the cleaning hours allowance allocated

to an average school. In addition they are often badly out of date and do not take account of new cleaning technology, for example.

Productivity schemes

Though modifications to provincial agreements can produce improvements, local productivity schemes have proved more effective.

Incentive bonus schemes, whereby individuals or groups are rewarded on daily or weekly performance, are a possibility but they require extensive supervision and monitoring. Productivity schemes which determine the level of work necessary and allot a set payment for its completion are more popular with LEAs. They have the effect of regulating staffing.

At the lower end of the scale, productivity schemes are on average 8% more effective than provincial schemes. For the best 25% they are 15% better. Already around one third of school cleaners are on some form of productivity scheme.

It is important that bonus schemes are regularly reviewed and that information on the areas being cleaned is updated.

A 1974 scheme based on a cleaning rate of 33 metre² per hour (twice that of comparable provincial agreements) was found to be the most effective in use among the authorities surveyed.

Better use of caretakers

A caretaker is twice as expensive to employ as a cleaner but many undertake cleaning duties. Caretakers have a range of statutory duties and their job descriptions are well-defined, but free time which they have would be more efficiently spent on day-to-day and minor maintenance jobs. Tasks like replacing tap washers, boarding broken windows and repairing desks fall into this category.

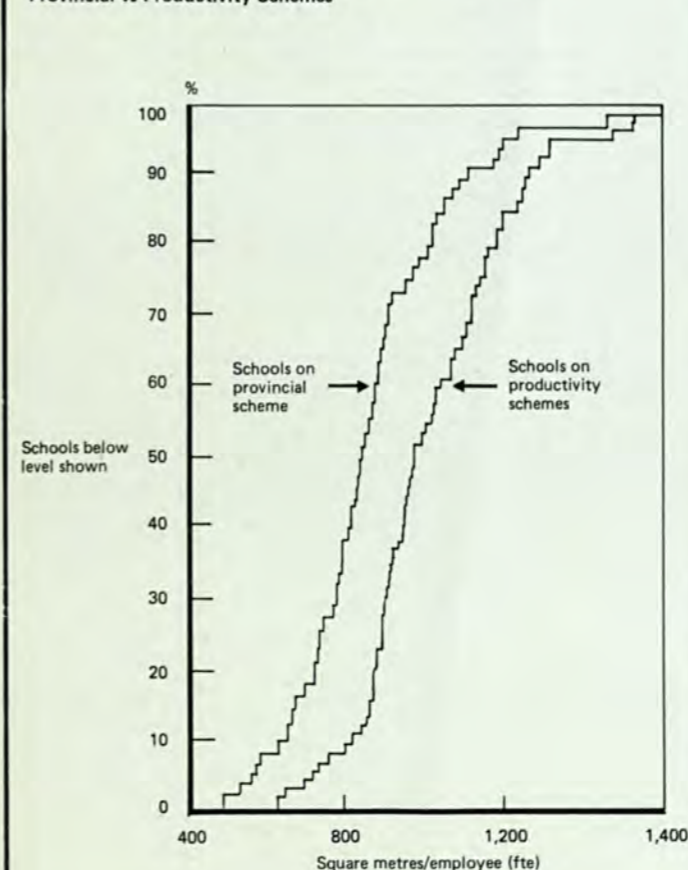
The job of assistant caretakers, found in larger schools, is less well-defined and these spend a greater proportion of their time on cleaning duties. One of the London boroughs surveyed has reacted to this by phasing out some assistant caretaker posts.

More modern equipment

Savings achievable in cleaning equipment costs are small. Local authorities should, however, look at increasing mechanisation. Many authorities do not have vacuuming and polishing equipment necessary for basic requirements; nor do they monitor changes in surfaces which have to be cleaned and consider such changes when purchasing.

On the other hand one authority is saving £180,000 a year over previous spending through investment in modern equipment. When new spending on training, supervision and maintenance is deducted the net saving is still £120,000 p.a.

COMPARISON OF CLEANER PRODUCTIVITY - 1984
Provincial vs Productivity Schemes



Delegation: local people usually know best

The Audit Commission takes the view of both Central Government and the 1944 Education Act in wishing to see more delegation of financial responsibility from LEAs to schools, as a way of improving economy, efficiency and effectiveness.

Currently schools control directly a capitation allowance often amounting to less than £25 per pupil in an average school, or 5% of total budget. This is principally for the purchase of books and other supplies and equipment. Local control of expenditure within the overall budget could be increased to 25% by devolving responsibility for the following:

Telephone charges

An authority which has implemented this is finding all schools reducing their bills by 20-30%. The saving is retained by the schools for spending in other areas of their choice.

Heating and Lighting

Insulation and energy saving programmes can save 10% on an average annual bill of £30,000. Training for staff, pupils and caretakers in energy saving and the appointment of an energy officer are other suggestions of the Energy Efficiency Office in the Department of Energy. To achieve energy saving it is important to set targets each year and to do this fairly, technical surveys of schools are needed.

Cleaning and maintenance

Specifically much day-to-day maintenance can be assigned to the caretaker/handyperson. Cleaning can probably be dealt with efficiently at authority level by means of productivity schemes.

Teacher support staff

i.e. administrative, clerical, technical and educational support staff. The needs of individual schools for library, laboratory and other support staff vary widely. This is one reason why head teachers may be in the best position to assess their school's needs – although the LEA is, of course, responsible for staff terms and conditions of service.

Achieving delegation

Delegation on the scale suggested cannot take place immediately. A phased approach is proposed to ensure success. Specifically:

- **Strategy:** careful pre-planning is essential. Delegation should be gradual to allow changes to occur smoothly, otherwise staffing and paperwork may increase rather than reduce. Pilot schemes should be promoted in schools sympathetic to the scheme;

and the results should be monitored carefully.

- **Structure:** to avoid duplication of effort the LEA management organisation structure and staffing must change as head teachers take over their new responsibilities.

- **Systems:** schools must have sufficient, timely and accurate information on spending to enable them to handle their new responsibilities. The ground rules, e.g. on virement (transfers between budget heads) or on carrying forward savings, must be clear and agreed in advance.

- **Staff training:** head teachers, teachers, governors and others taking on new responsibilities will need support in the form of training and information monitoring.

A Sample Budget

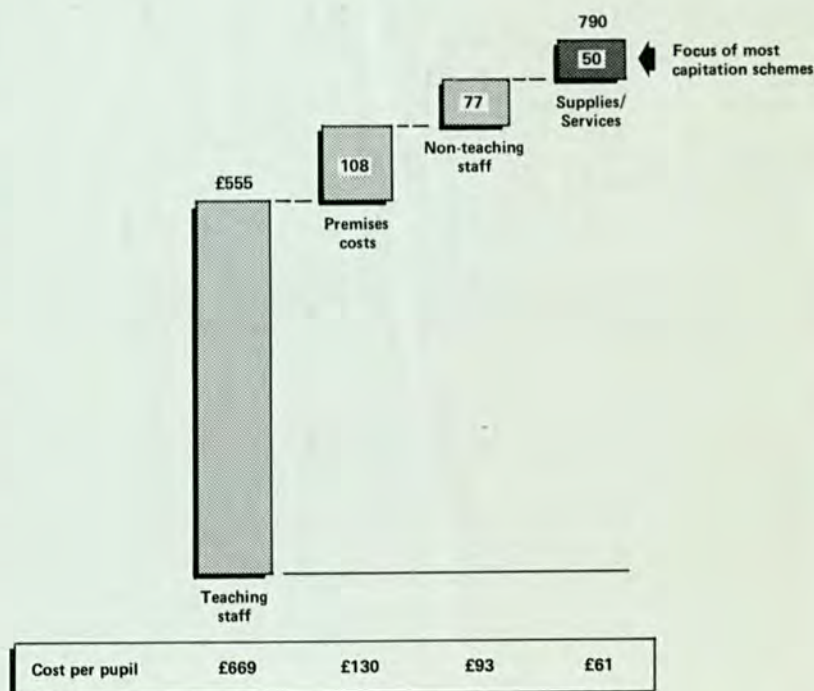
An appendix to the report gives an example of how delegation could work in practice. For a school of 1050 pupils and 60 teachers with a floor area of 7875 square metres the budget might look like this:

Illustrative delegated budget (£'000s)

Telephone costs	3.0
In service training of teachers	7.8
Examination fees	11.3
Books	13.9
Material and supplies	17.2
Heating and lighting	43.0
Cleaning materials and maintenance	6.3
Teaching support staff	23.5
Income (net) from lettings	0
	<hr/>
	126.0

Scope for most capitation schemes is limited
ANNUAL REVENUE EXPENDITURE – 1983
£'000

TYPICAL SECONDARY SCHOOL



Source: Accounts of a secondary school of 830 pupils

If you want to know more:

A complimentary copy of the full report
Obtaining Better Value in Education: Aspects of Non-Teaching Costs in Secondary Schools
has been sent to each authority. Further copies can be obtained, price £4.20 (to cover printing and distribution costs only), from HMSO.

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Rt Hon Sir Keith Joseph MP
Secretary of State
for Education and Science
Elizabeth House
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4 December 1984

Don Keith

EDUCATION FOR ECONOMIC AWARENESS

Thank you for the copy of your letter to Nigel Lawson of 14 November.

I have looked at the draft consultation letter, and of course I absolutely agree with your general objectives. The only point that I would wish to raise is whether you feel that the controversy that some may choose to make of this may not in fact be counter-productive to the progress which you wish to achieve. Obviously this is a point that you will be considering and I am very willing to leave it to your judgement.

I am sending copies of this letter to the Prime Minister, the Lord President, the Secretaries of State for Trade and Industry, Scotland, Wales and Northern Ireland, the Minister without Portfolio and the Chancellor of the Exchequer.

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SCHOOL STANDARDS AND SPENDING: STATISTICAL ANALYSIS

A FURTHER APPRECIATION

Introduction and Summary

1. Statistical Bulletin 16/83 (School Standards and Spending: Statistical analysis) considered the associations between measures of the socio-economic background of pupils in LEA maintained schools and their average levels of attainment in public examinations. It described how the analysis indicated that between two-thirds and three-quarters of the variation between authorities in their pupils' examination achievements was statistically associated with variations in the values of the background measures. **The Bulletin also described that once allowance had been made for socio-economic background, variations in examination attainment were related only to a very small degree with variations in the level of secondary school expenditure.** This Bulletin presents the results of further work undertaken to refine and review the statistical investigation.

2. The additional analysis broadly confirms the findings of the earlier study. More timely data on the background measures — which are now available from the 1981 Census — combined with the inclusion, for the first time in these analyses, of school-based factors that might be considered to have influence on pupil examination success increased the proportion of the variation in LEA pupil examination achievements accounted for by the set of explanatory variables to between three-quarters and eighty-six per cent. The previous Bulletin explained that the statistical associations between social background and examination results do not imply the existence of causal relationships between them. It also described a number of difficulties regarding the interpretation of the statistical results; these difficulties remain equally relevant to the new analyses.

Factors considered in the analysis

3. The earlier analyses reported in Statistical Bulletin 16/83 considered the statistical association between examination attainment and measures of social background. Other factors that might be expected to affect school-based examination success — such as the level of parental support and the quality of teaching and organisation in the school — were recognised as relevant. Data are available for some factors on a consistent basis, and have been incorporated in the new analyses described below. Most refer to structural aspects of schooling and are aggregated to local authority level. However data on many other factors that could be influential are not available, for example parental support, the quality and breadth of the school curriculum and teacher organisation and commitment.

4. The new analyses like the previous ones have been conducted at local authority level; this is because appropriate data are not generally available below this level of aggregation. Clearly the interpretations of the analyses can only provide insights into comparisons between LEAs. This work has not explored the variations in examination results either within or between individual schools, or

factors which may bear upon such variations. Analyses at the school or the pupil level would enable the statistical significance of both school and local authority effects to be judged. Nevertheless, magnitude and consistency of the statistical associations revealed by the analyses at LEA level do underline the likely importance of socio-economic factors or their surrogates for any alternative experimental design.

Measure of pupil performance

5. Success in public examinations is by no means the sole criterion of performance by which schools, parents or pupils themselves set store. It is at best one measure of the outcome of school activity. Also the examination results at age 16 or 18 are not direct measures of the value of academic education received; to estimate this it would be necessary to adjust attainments on leaving school by pupil ability and attainment at the time they entered the school. Consistent data on attainment of pupils on entry to secondary schools are not available.

6. Six measures of pupil examination success were tested in the analyses. Between them they represent a wide range of examination performance achieved by the majority of school leavers in GCE/CSE examinations. The analyses are based on achievements gained by school pupils (including where appropriate those students who studied at tertiary college instead of at school) but does not include the examinations passed by students at other further education establishments. This may understate performance within authorities who encourage study in further education establishments for the 16-19 age group.

7. The six measures are defined as the percentage of maintained school leavers in each LEA achieving:

- 1 at least 1 A level pass
- 2 at least 5 higher grade¹ passes at O level/CSE
- 3 at least 1 higher grade¹ pass at O level/CSE
- 4 no graded result at O level/CSE
- 5 2 or less graded results² at O level/CSE
- 6 6 or more graded results² at O level/CSE.

8. The six measures are compiled from the results of the Department's School Leavers Survey. Limitations of the measures for the purpose of this exercise are:

- i. the measures of examination success are not mutually exclusive or exhaustive. Double or triple counting of individual leavers occurs, for example, where leavers with at least one A level pass also obtained higher grade passes at O level/CSE. The addition of the fifth and sixth measures improves the coverage of different levels of attainment;
- ii. The proportion of school leavers with 1 or more A levels and, to a lesser extent, the other categories will have been affected in those instances where local authorities operate tertiary colleges as alternatives to school sixth forms. An adjustment to the A level measure (but not to the others) was made for the 11 LEAs with tertiary colleges;
- iii. the School Leavers Survey currently collects information on academic attainment at CSE/O level and A level. Technical and vocational examinations data are not included in the examination measures described in paragraph 7 above;
- iv. data on examination achievements of young people in FE establishments (other than those achieved at tertiary colleges at A level) have not been included in the analysis. This is partly due to the lack of appropriate data and partly due to the necessary extension to the list of explanatory factors and their data requirements that would result. By restricting the analyses to school pupils the present analysis avoids any confounding of school and post school effects;
- v. There may be significant year-to-year changes in the values of the examination results due to changing proportions of school leavers in different age groups. This is because the age of school leavers is in general correlated with their level of examination attainment;

1 O level grades A-C, CSE grade 1.
2 O level grades A-E, CSE grades 1-5

vi. the qualifications data collected by the School Leavers Survey are based on a 10 per cent sample of school leavers and are therefore subject to sampling error. In order to reduce the year-to-year variations in the examination measures due to sampling and other causes, the results of the latest three years have been averaged; these are for academic years 1980-81, 1981-82 and 1982-83.

9. The six examination measures discussed above were investigated in separate analyses. This approach, adopted in part by the lack of any satisfactory method of obtaining an aggregate of the six measures, enabled some comparisons to be made between factors which appeared to have a stronger statistical association at one level of academic attainment than at another. It also provided general impressions about the robustness of the explanatory power of the variables for each of the attainment measures.

Explanatory variables

10. The earlier analyses reported in Statistical Bulletin 16/83 investigated the relationships of certain socio-economic background factor and the expenditure per pupil in secondary schools with respect to examination attainments at school. Data for the six socio-economic background indicators were drawn from the 1981 Census. The set of six indicators were those used in the Grant Related Expenditure calculations. The six indicators are:

- i. children born outside the UK, Ireland, USA and the Old Commonwealth or in households whose head was born outside the UK, Ireland, USA and the Old Commonwealth;
- ii. children living in households whose head is a semi-skilled or unskilled manual worker, personal service or farm worker described subsequently as the low socio-economic group;
- iii. children living in households lacking the exclusive use of one or more of the standard amenities or living in a household at a density of occupation greater than 1.5 persons per room;
- iv. children in one parent families;
- v. children in families with 4 or more children;
- vi. children living in households receiving supplementary benefit.

The present analyses use the six variables defined above except that the second one differs in one respect from that used in the previous analysis, by including children living in households whose head is a personal service worker. This change has been incorporated in the light of comment received following the publication of Statistical Bulletin 16/83.

11. Six other socio-economic variables were used in the analysis. Data for all except the infant mortality variable are provided by the 1981 Census:

- a. children living in households whose head is a non-manual worker (though with the exceptions noted below). This variable continues to be referred to as the high socio-economic group variable but unlike the earlier analyses it now relates to the proportion of children in these households rather than the proportion of heads of households in these social groups. It also excludes those groups labelled as the junior non-manual and non-manual supervisory groups and is thus more narrowly defined than in the previous analyses. These changes have also been made as a consequence of comments received following the earlier analyses;
- b. the 16-18 population density (16-18 year old persons per hectare);
- c. the population density (persons per hectare);
- d. the rate of unemployment (16-18 age group) — the percentage not at work of those at work, seeking work or temporarily sick;
- e. the rate of unemployment (all age groups);
- f. the infant mortality rate (the number of deaths under 1 year per 1000 live births, derived from local authority vital statistics data for 1981).

12. The earlier analyses included a single educational resources variable, namely the secondary school expenditure per pupil for each LEA expressed on a common price base and averaged over the four years 1977-78 to 1980-81. The present analyses have introduced two changes.

First, two expenditure variables are included. These are the secondary school teaching expenditure per pupil and the secondary school non-teaching expenditure per pupil.

Second, both variables are expressed at November 1982 prices and are taken as the average of three years expenditure — 1980–81, 1981–82 and 1982–83. As before, the London weighting element of teaching expenditure has been removed. No comparable adjustment has been made, however, to the non-teaching expenditure measure.

13. Additionally eight variables representing different aspects of aggregate LEA schooling structure are included. These are:

- i. teacher turnover, defined as the proportion of teachers in each LEA who had joined their school in the previous year. The proportions are averaged over three years — 1979–80, 1980–81 and 1981–82;
- ii. age weighted pupil/teacher ratio (PTR) for 11–16 age group in 1983;
- iii. PTR for 16–18 age group in 1983;
- iv. age weighted PTR for 11–18 age group in 1983;
- v. percentage change in the numbers of 11–15 year old pupils on LEA roll between 1977–78 and 1982–83 inclusive;
- vi. average school fifth-form year size;
- vii. the percentage of maintained school leavers in 1980–81, 1981–82 and 1982–83 who attended grammar schools at age 12;
- viii. the percentage of pupil-years attended in grammar schools for all maintained school pupils leaving during 1980–81, 1981–82 and 1982–83.

14. These measures were selected as indicators of certain financial and non-financial aspects of a local authority's secondary school system. They have been designed to record differences between authorities in the movements from school to school of the teaching force, the relationships between pupil and teacher numbers and the rate of change in the numbers of secondary school pupils. The two variables on grammar school pupils are indicative of one aspect of school organisation. The first of them has been chosen to reflect the assumption that pupils who begin their secondary education at grammar schools continue to receive this form of education even when the school has changed during the pupil's secondary years. The second measure has been designed according to the hypothesis that equal weighting can be given to the periods of attendance at grammar and non-grammar schools alike.

Methodology and analysis

15. The statistical association between examination results for each LEA and the social background and other measures were investigated by stepwise multiple regression, the same method employed in the earlier analyses described in the Statistical Bulletin 16/83. This technique yields a numeric measure of the extent to which the variation in LEA examination results are associated with chosen combinations of the explanatory variables. A major benefit arising from the use of the stepwise multiple regression is that the method systematises the procedures involved in the selection from the different possible sets of the explanatory variables. It allows not only an efficient selection of a linear combination of the variables which accounts for most of the variation of the examination measures but also enables comparisons with other, possibly related, groups of variables.

16. Each analysis provides a multiple correlation coefficient (R) indicating the degree of statistical association between the examination measure included and the background variables. The square of the correlation coefficient, R^2 , measures the amount of variation in the examinations data that can be accounted for by variations in the set of explanatory variables used; this statistic is referred to in the text and tables. The value of R^2 can vary from 0 to 1 where a value of 1 indicates perfect association and a value of 0 an absence of association.

17. The statistical method must be interpreted with care. The existence of a non zero value of R^2 does not imply that there is a causal relationship between the explanatory variables and the examination outcomes. Statistical significance does not imply educational significance (and vice versa) and this has a bearing both on the interpretation of the findings and on their implications. The present analyses

have set the statistical significance level for individual variables at 10 per cent; this means that the addition of a new variable to the set of those already included in a regression is permitted only if the increment in R^2 that it provides would be expected to have occurred by chance at most ten times in a hundred.

18. The set of variables selected by the stepwise regressions cannot with certainty be said to generate statistical relationships which are 'best' solutions. Means exist to explore the form of relationship to provide the evidence on whether the relationships selected should be accepted. The main tests applied are described below:

- a. many of the variables express attributes as a percentage of the population under consideration. The form of the equations calculated by the stepwise multiple regressions are linear and it may be that at the extremes of the percentage scale non-linearities may occur. Examination of the residuals (observed values minus fitted values) reveals whether there is any systematic under or over prediction by the equations. Within the constraints of this analysis no such evidence was found which might lead to a rejection of the equations selected;
- b. errors in the measurement of variables and the omission of relevant factors may lead to equations that are not optimal. The use of different attainment measures and the testing of their relationships with separate combinations of the background and resource variables assisted in providing evidence on which to base interpretations;
- c. analyses were undertaken on sub-sets or clusters of authorities which appeared to be homogeneous in certain patterns of their social characteristics. The results of these and the other sensitivity analyses are discussed later. All of the results, and particularly those for the cluster sub-sets, are based on the relationships observed amongst a relatively small number of data points, one for each of the 96 English LEAs. Higher degrees of association need to be demonstrated by these regressions than would be required if a larger data set were available. Several of the explanatory social background variables are highly correlated with one another and this also limits the additional contribution that combinations of these variables can make compared with the contribution of each variable taken separately.

Results

19. Table A shows the correlations between the examination measures and the social background and educational and resources variables taken individually. The socio-economic groups variables are very strongly associated with pupils' examination attainments. Indeed these variables account for most of the variation explained throughout the analyses. Taken individually, there has been an increase in the present analyses in the association between the socio-economic variables and the attainment measures compared with the correlations recorded in the earlier analyses described in Statistical Bulletin 16/83. Most of this increase may be due to the use of the 1981 Census results, which correspond in time much more closely with the attainment measures than did the 1971 data used in the earlier analyses. The educational and resources variables, including the overall expenditure measures, have generally much lower levels of correlation with the academic attainment variables. This finding is consistent with the earlier analyses.

20. Tables B-G record the outcomes of the stepwise regressions when all explanatory variables were included in the procedure. The tables indicate which variables were found to be statistically significant in the regressions, the order in which they were introduced by the stepwise procedure and the incremental amount of variation each added; the form of the final regression equation is also specified.

21. The equations confirm the conclusion in the previous bulletin that any comparison of the examination achievements between authorities would be seriously misleading if the socio-economic backgrounds of pupils were not taken into account. The high socio-economic group variable has the greatest individual correlation of any variable with respect to the 1 or more and 5 or more higher grade O level/CSE pass categories and also the 1 + A level category; this is reflected in the results of the regressions for these categories in tables B-D respectively. It has a lower correlation with the other categories (tables E-G), where the correlations for the high socio-economic group variable are below some of the measures of social disadvantage.

22. Examination of the tables reveals that the socio-economic variables account for nearly all of the variation explained by all variables that were judged to be statistically significant. For the attainment categories defined by the achievement of higher grade O level/CSE passes or A level passes the high socio-economic groups variable was by far the most important. For the lower achievement categories — the two any grades results and the no grades results — the variables expressing aspects of social disadvantage, poor housing and one parent families, assumed the greatest importance.

23. None of the other variables played much part in the overall associations calculated by the regressions. Teaching and non-teaching expenditure entered most of the equations but added only a small, though statistically significant contribution. A slightly greater contribution was made by the teaching expenditure variable in the equation for the 1+ A level category, which may partly reflect the higher expenditure per pupil in sixth forms and tertiary colleges. Teaching expenditure also featured in the equations of the five or more and the one or more higher grades examination attainment categories, where in each case higher attainment was positively associated with teaching expenditure. Also higher attainment was linked with lower non-teaching expenditure for these two categories. Higher non-teaching expenditure was associated with the proportion of pupils achieving no graded results but since non-teaching expenditures are markedly higher in the metropolitan (especially inner London) authorities, this variable may be acting as a proxy for other social background factors. The PTR variables only enter one equation (for no graded results), and then with little impact. As low PTRs are closely related to high teaching expenditure the selection of both variables is unlikely, and the selection of one implies the significance of the other.

24. Two variables relating to grammar school attendance were included in the regressions. The first variable corresponded to the percentage of maintained school leavers who attended grammar schools at age 12, as explained in paragraph 13(vii) above. This variable was found to be of statistical significance and to contribute to a small degree to the overall association discovered in the 5+ and 1+ higher grade O level/CSE categories. The second variable measuring the proportion of pupil-years of maintained pupils in each LEA who attended grammar schools added a small but statistically significant contribution to the overall association in the no graded results category. In all three cases the incidence of grammar school attendance was positively associated with examination attainment but the impact of the associations accounted for only 1 or 2 per cent of the overall R^2 .

25. Both of the unemployment variables tested were found to be directly associated with social disadvantage and inversely associated with examination attainment. The unemployment variable relating to all ages in the population entered the equations for all but the highest and lowest of the attainment categories and was positively associated in each case with examination achievement. This might suggest that poor employment prospects may have encouraged pupils to stay-on at school to attempt to obtain better examination results. However this conclusion is not supported by the behaviour of the other unemployment variable relating specifically to the 16-18 age group, which entered only once, in the equation for the 1+ higher grades category where it was inversely associated with attainment. Table A shows the extent to which the percentage of children of New Commonwealth origin was inversely correlated with examination performance. This variable entered only one of the equations where it would seem that, once other background factors had been taken into account, higher proportions of children of New Commonwealth origin were positively associated with levels of attainment though the effect was small. The teacher turnover measure was also tested and was found to be marginally associated with poor attainment. It featured in three equations where the size of the effect was statistically significant but small; greater levels of turnover were associated with lower levels of attainment.

26. The results from the earlier analyses given in Statistical Bulletin 16/83 and from the present exercise can be broadly compared. Apart from the 1+ A level category, where the degree of variation explained was approximately the same, the new results show that the complete set of explanatory factors accounted for an additional 10 per cent of the variation in academic attainment. This increase appears to be mainly due to the increased association between examination achievement and the socio-economic groups variables. Some of the additional variables in the present analyses add a much smaller but statistically significant amount to the explained variation.

27. Table I shows the actual percentage of leavers in each LEA achieving each examination attainment category and the corresponding percentages predicted by the equations given in tables B-G. It permits comparison between the results achieved and those that might be expected taking

into account the variables shown to be of statistical significance in the predicted national analyses. The difference between the actual and predicted values may be due in part to local factors which have not been taken account of in these analyses.

Sensitivity analysis

28. The statistical relationships put forward by the analyses may, for example, be sensitive to the geographical coverage of the data employed. Factors which are not of statistical significance for all English LEAs taken together may be of greater importance for some of them. The stepwise regression technique allows a variety of different analysis using alternative groupings of explanatory factors. This approach may be of particular benefit where these variables are cross-correlated — a feature observed in this exercise — where variables may be measuring substantially similar or complementary social or other aspects. An inspection of the residuals that is the difference between the actual and predicted values may provide an indication of the strength of the relationships between the explanatory variables and the examination attainment categories.

29. Different combinations of explanatory variables were tested for the purposes described below:

a. the high and low socio-economic groups (SEG) variables are negatively correlated, and they may serve complementary functions in the regressions. The set of all explanatory variables excluding the high SEG variable was regressed on the attainment data. For the no graded results category, the same overall amount of variation was explained but the low SEG variable did not enter the equation, possibly because the other measures of social disadvantage acted as substitutes for this variable. For the other categories of attainment, the low SEG variable replaced high SEG as the overall most powerful explanatory variable but with a lower degree of overall correlation. The variable measuring grammar school attendance at age 12 entered the equation for the 1+ and 5+ higher grades criteria accounting in both instances for approximately 4 per cent of the overall R^2 , twice the amount when the SEG variable was included in the regressions. This may suggest that the absence of the high SEG variable could have been partly substituted in the equation by the grammar school variable.

b. the educational and financial resource variables relate to maintained secondary schools within LEAs, while the social background variables corresponds to all young people resident in an authority regardless of the type of school attended. Two analyses were conducted to test the effects, if any, of these coverage differences; the first adjusted the school achievement data to cover all schools located in each authority area and regressions were run against the full set of explanatory variables together with a variable which measures the proportion of all school leavers from independent schools. Data for the numbers of independent school leavers and their attainment results are available only by the local authority of location of the school, not the local authority of residence of the pupils. The second analysis used all the explanatory variables including the independent school variable but regressed these against the maintained school attainment data. In respect of the first analysis, the regression for the no graded, 2 or less graded and 6 or more graded results showed almost no change in the overall R^2 and the order of introduction of the variables into the equations was hardly altered. The analyses for the higher grades and 1+ A level categories had increases in R^2 of between 3 and 6 percentage points. This very largely reflected increased amounts of explanation offered by the high SEG variable and, in the case of the 1+ A level category, the introduction of the independent schools variable. No differences in the overall R^2 were noted for any of the attainment categories for the second analysis although the independent school leavers variable did enter the equations for no graded results and 1 or more higher grades;

c. the regressions were also run against all variables other than the expenditure variables. Their omission did not affect the overall amount of variation explained, though the overall PTR variable entered the equation for the 1+ A category, possibly as a substitute for the teaching expenditure variable which had been present in the original regression;

d. paragraphs 10 and 11 outlined the differences between the definitions used for the low and high SEG variables in the present analyses compared with those presented in Statistical Bulletin 16/83. A further analysis was conducted using the former definitions for the two socio-economic groups variables but using the latest data from the 1981 Census. It was found that these versions of the variables were slightly less associated with academic attainment than were

the variables constructed according to the revised definitions. This feature was more marked in the equations for the lower levels of attainment.

Cluster analyses

30. Statistical Bulletin 16/83 described a sensitivity analysis in which stepwise regressions were performed on sub-sets of the English LEAs. The two sub-sets of 80 and 16 were obtained by cluster analysis using the LEA values of the educational needs (AEN) variables. The method was repeated in the present exercise using the AEN values for authorities obtained from the 1981 Census. (There were also slight differences in the present analyses for the definitions of the AEN variables compared with those originally described in Statistical Bulletin 8/82).

31. The revised clustering process yielded 3 groups of LEAs numbering 52, 28 and 16 respectively. The authorities which had been previously partitioned into the smaller sub-set were similarly classified, categorised by above average educational needs. The two larger groups were of authorities with below average (52) and average (28) levels.

32. The regression analyses were conducted separately on the three clusters. The socio-economic background variables accounted for similar degrees of variation within the clusters as in the main analyses for all authorities. The smaller sizes of the clusters may be expected to reduce the stability of the regression equations, and the analyses did indicate some differences compared with the overall analyses. For the cluster of authorities with above average needs, higher degrees of association were recorded with the low SEG variable particularly in the equation for the no graded results and the one or more grades categories; similarly the high SEG variable scored more highly with the higher grade O level/CSE passes and A level achievement groups. With the exception of the one parent family variable (particularly for the lower achievement categories) and the grammar school attendance and infant mortality variables — the latter possibly acting as a surrogate for the socio-economic variables — no other explanatory variables entered the regressions for the above average cluster.

33. The regressions for the other two groupings of LEAs (below average and average educational needs) were broadly similar to those obtained for the national data. In respect of the cluster of authorities with average AEN values (28 LEAs) non-teaching expenditure entered the equations more prominently in the lowest three attainment categories, and the expenditure variable was inversely correlated with attainment. For the cluster with lower than average educational needs (52 LEAs) markedly lower levels of the overall R^2 were observed in the equations for all of the attainment categories other than the 1 + A level. The variables for 16-18 unemployment and teacher turnover took much more significant places in the regressions for the no graded results and 2 or less graded results categories, where higher levels of these variables were positively associated with lack of examination success.

34. An alternative method of "clustering" LEAs was also tested. This partitioned authorities into three equal groups according to the high SEG variable. The variation in attainment within each group was much less than for all 96 authorities, as may be expected because the attainment measures were strongly correlated with high SEG, the variable used to partition authorities into the three groups. The proportions of the variations in the attainment measures in the lowest high SEG group that were accounted for by the equations were similar to those for all authorities taken together. The variables also entered the equations in similar ways, though infant mortality was a slightly stronger factor and the expenditure variables were not significant. In the other two groups the proportion of variation accounted for was rather lower than for the main analyses for all authorities.

Conclusions

35. All of the latest analyses have indicated that the social background, and to a much lesser extent the school-based and financial factors, provide a statistically significant explanation of the variation between local authorities in the levels of examination success of school leavers. The use of more up-to-date data for most of the variables in the present analyses as well as the use of measures for certain factors not previously taken into consideration may have been responsible for the increases in the degree of variation accounted for by the explanatory variables.

36. The results show that for the lower levels of examination achievement the social disadvantage factors were the most important influence in the amount of variation explained whilst for higher levels of attainment the high SEG variable came to the forefront. The lowest levels of explanatory power of the equations were associated with the 1 + A levels and 6 or more any grades categories.

37. Several of the school based variables, including the expenditure variables, were found to have statistically significant associations with the attainment measures but of small degree. Included in this set were the variables representing teaching and non teaching expenditure, teacher turnover and pupil grammar school attendance.

38. The supplementary analyses undertaken to test the robustness of the regression relationships seem to indicate that although the exact significance of particular explanatory variables may need to be interpreted with care, the overall pattern of relationships is reasonably stable. The cluster analyses and the three high SEG groupings all suggest that the forms of relationships established for all authorities taken together seem to apply also to the various sub-sets of authorities identified.

Table A Correlation (R^2) between academic attainment and background variables taken individually

	$R^2 \times 100$					
	1 + A levels	5 + higher grade O level/CSE passes ¹	1 + higher grade O level/CSE passes ¹	6 + graded results ²	2 or less graded results ²	No graded results ²
Socio-economic variables						
High socio-economic groups	70(+)	76(+)	72(+)	28(+)	46(-)	52(-)
High SEG (same definition as used in SB16/83)	70(+)	72(+)	70(+)	21(+)	40(-)	46(-)
Low socio-economic groups	56(-)	63(-)	64(-)	29(-)	48(+)	52(+)
Low SEG (same definition as used in SB16/83)	56(-)	60(-)	63(-)	25(-)	43(+)	46(+)
Poor housing	21(-)	38(-)	41(-)	43(-)	55(+)	59(+)
Unemployment	39(-)	41(-)	43(-)	16(-)	33(+)	39(+)
16-18 unemployment	48(-)	51(-)	55(-)	19(-)	37(+)	44(+)
Large families	25(-)	35(-)	43(-)	41(-)	52(+)	49(+)
Supplementary benefit	38(-)	45(-)	48(-)	29(-)	46(+)	51(+)
One parent families	11(-)	28(-)	28(-)	44(-)	49(+)	50(+)
Non-white children	0	3(-)	2(-)	19(-)	14(+)	15(+)
Sum of additional educational needs	22(-)	41(-)	41(-)	49(-)	59(+)	63(+)
16-18 population density	2(-)	9(-)	8(-)	32(-)	28(+)	32(+)
Population density	1(-)	7(-)	6(-)	30(-)	26(+)	29(+)
Infant mortality	17(-)	17(-)	25(-)	9(-)	16(+)	16(+)
Resources variables						
Overall expenditure	2(+)	1(-)	1(-)	20(-)	14(+)	15(+)
Teaching expenditure	0	4(-)	3(-)	21(-)	17(+)	19(+)
Non-teaching expenditure	4(+)	0	0	17(-)	10(+)	10(+)
School-based variables						
Teacher turnover	9(+)	2(+)	4(+)	2(-)	0	0
11-16 PTR	6(+)	20(+)	15(+)	20(+)	24(-)	26(-)
16-18 PTR	8(+)	13(+)	13(+)	2(+)	7(-)	10(-)
11-18 PTR	3(+)	15(+)	12(+)	19(+)	22(-)	26(-)
Change in roll	0	2(+)	2(+)	15(+)	12(-)	14(-)
Average school-year year size	2(-)	3(-)	3(-)	1(+)	0	0
Pupil-years in grammar schools	6(+)	14(+)	13(+)	1(+)	4(-)	8(-)
Pupils in grammar schools at 12	6(+)	15(+)	14(+)	0	3(-)	7(-)

¹ O level grades A-C, CSE grade 1.

² O level grades A-E, CSE grades 1-5.

³ The sign given in brackets indicates whether the association between the academic attainment category and the background variable was direct (+) or inverse (-). With 96 data points (1 for each LEA), a correlation coefficient of 0.2 (ie $R^2 = 4\%$) is significantly different from 0, statistically, at the 5 per cent level.

Table B Stepwise regression for 1 or more A level passes against all background variables

Variables included (in order)	R ² (%)
High socio-economic groups	70
Teaching expenditure	73
One parent families	74

All other variables were found not to be statistically significant at the 10% level.

Regression equation used to calculate fitted values

$$\text{fitted value} = -9.26 + 0.41 \text{ High socio-economic groups} + 0.02 \text{ Teaching expenditure} - 0.20 \text{ One parent families}$$

Note: the relative size of coefficients is *not* indicative of the relative importance of variables.

Table C Stepwise regression for 5 or more higher grades at O level/CSE against all background variables

Variables included (in order)	R ² (%)
High socio-economic groups	76
One parent families	78
Unemployment	81
Pupils in grammar schools at 12	83
Teaching expenditure	84
Non-teaching expenditure	85
Population density	85
Teacher turnover	86
Poor housing	86

All other variables were found not to be statistically significant at the 10% level.

Regression equation used to calculate fitted values

$$\text{fitted value} = 0.48 + 0.56 \text{ High socio-economic groups} - 0.48 \text{ One parent families} + 0.26 \text{ Unemployment} + 0.14 \text{ Pupils in grammar schools at 12} + 0.03 \text{ Teaching expenditure} - 0.02 \text{ Non-teaching expenditure} + 0.06 \text{ Population density} - 0.18 \text{ Teacher turnover} - 0.21 \text{ Poor housing}$$

Note: the relative size of coefficients is *not* indicative of the relative importance of variables.

Table D Stepwise regression for 1 or more higher grades at O level/CSE against all background variables

Variables included (in order)	R ² (%)
High socio-economic groups	72
One parent families	75
Infant mortality	78
Pupils in grammar schools at 12	79
Unemployment	80
Teaching expenditure	82
16-18 Unemployment	83
Poor housing	84
Non-white families	86
Non-teaching expenditure	86

All other variables were found not to be statistically significant at the 10% level.

Regression equation used to calculate fitted values

$$\text{fitted value} = 34.72 + 0.44 \text{ High socio-economic groups} - 0.66 \text{ One parent families} - 0.34 \text{ Infant mortality} + 0.16 \text{ Pupils in grammar schools at 12} + 0.90 \text{ Unemployment} + 0.03 \text{ Teaching expenditure} - 0.49 \text{ 16-18 unemployment} - 1.00 \text{ Poor housing} + 0.20 \text{ Non-white families} - 0.01 \text{ Non-teaching expenditure}$$

Note: the relative size of coefficients is *not* indicative of the relative importance of variables.

Table E Stepwise regression for 6 or more graded results at O level/CSE against all background variables

Variables included (in order)	R ² (%)
One parent families	44
Poor housing	54
High socio-economic groups	56
Unemployment	58
Supplementary benefit	60
Average school year size	61

All other variables were found not to be statistically significant at the 10% level.

Regression equation used to calculate fitted values

$$\text{fitted value} = 57.06 - 0.83 \text{ One parent families} - 0.87 \text{ Poor housing} + 0.37 \text{ High socio-economic groups} + 1.58 \text{ Unemployment} - 0.74 \text{ Supplementary benefit} + 0.02 \text{ Average school year size}$$

Note: the relative size of coefficients is *not* indicative of the relative importance of variables.

Table F Stepwise regression for 2 or less graded results at O level/CSE against all background variables

Variables included (in order)	R ² (%)
Poor housing	55
One parent families	64
High socio-economic groups	71
Teacher turnover	72
Non-white families	73
Unemployment	74
Supplementary benefit	76

All other variables were found not to be statistically significant at the 10% level.

Regression equation used to calculate fitted values

$$\text{fitted value} = 12.23 + 1.22 \text{ Poor housing} + 0.59 \text{ One parent families} - 0.23 \text{ High socio-economic groups} + 0.30 \text{ Teacher turnover} - 0.18 \text{ Non-white families} - 0.95 \text{ Unemployment} + 0.48 \text{ Supplementary benefit}$$

Note: the relative size of coefficients is *not* indicative of the relative importance of variables.

Table G Stepwise regression for no graded results at O level/CSE against all background variables

Variables included (in order)	R ² (%)
Poor housing	59
High socio-economic groups	69
One parent families	76
Teacher turnover	77
Infant mortality	78
Non-white families	79
Grammar schools	80
Non-teaching expenditure	81
11-16 PTR	81

All other variables were found not to be statistically significant at the 10% level.

Regression equation used to calculate fitted values

$$\text{fitted value} = -8.76 + 0.74 \text{ Poor housing} - 0.16 \text{ High socio-economic groups} + 0.39 \text{ One parent families} + 0.25 \text{ Teacher turnover} + 0.20 \text{ Infant mortality} - 0.10 \text{ Non-white families} - 0.08 \text{ Pupil years in grammar schools} + 0.01 \text{ Non-teaching expenditure} + 0.48 \text{ 11-16 PTR}$$

Note: the relative size of coefficients is *not* indicative of the relative importance of variables.

Table H LEAs whose residual values of academic attainment (based on the appropriate regression equation) fall outside 1.96 standard deviations of the mean residual

LEA	Standardised Actual Expected ¹					
	No graded results	2 or less graded results	6 or more graded results	1 or more higher grades ²	5 or more higher grades ²	1 or more A levels
Solihull	-2.21	-2.15				
Barnsley	+2.08					
North Tyneside		-2.05	+2.46			
Knowsley		+2.13	-2.18			
Barking		+2.33	-3.18			
Redbridge			-2.27			
Norfolk			-2.12		-2.24	
Bromley				-2.27	-2.07	
Berkshire				-2.18		
West Sussex				+2.00		
Northumberland				+2.03		
Cleveland					+2.26	
Harrow					+3.23	
Barnet						+2.39
Sutton						+2.44
Wigan						+3.33
Richmond						+3.84

1 Note, for the no graded results category, and for 2 or less graded results a negative residual implies that the LEA performance was better than that which was expected on the basis of the regression equations; a positive residual indicates the contrary. A negative residual for the 4 other attainment categories, however, indicates that performance was worse than that which was predicted by the regression equation and vice versa.

2 O level grades A-C, CSE Grade 1.

3 Theoretically about five LEAs should lie outside the 1.96 standard deviations boundary in each column. They should be roughly equally divided between positive and negative deviations. All except the 1 or more A levels category are acceptable from this viewpoint. In that category there may be some bias, possibly partially stemming from the adjustment made to Wigan's and Richmond's figures for passes at tertiary colleges.

Table 1 Regression analysis results for individual local education authorities¹

Actual and fitted values² — as given by the regression equations — for each academic category

Local Education Authority	Percentage of maintained school leavers achieving											
	No graded results ³		2 or less graded results ³		6 or more graded results ³		1 or more higher graded passes ⁴ at O level/CSE		5 or more higher graded passes ⁴ at O level/CSE		1 or more passes at A level	
	Actual	Fitted	Actual	Fitted	Actual	Fitted	Actual	Fitted	Actual	Fitted	Actual	Fitted
Barking	18.6	15.5	29.6	23.5	41.8	57.5	37.7	41.9	13.4	14.6	9.6	9.1
Barnet	8.8	6.0	15.4	10.3	65.5	68.3	64.4	64.0	35.8	33.3	27.9	22.7
Bexley	7.6	8.0	11.1	15.7	70.4	65.3	53.1	54.6	25.3	25.2	15.3	15.7
Brent	15.0	17.3	23.5	24.0	54.3	51.4	49.5	48.5	17.8	17.4	13.4	15.0
Bromley	9.0	7.3	15.0	12.9	64.3	70.4	55.7	60.9	28.8	32.8	19.3	23.2
Croydon	10.3	10.9	15.8	17.2	62.9	61.0	53.5	53.2	25.3	24.3	16.1	17.7
Ealing	13.9	14.7	22.1	20.9	56.1	56.4	49.1	49.8	19.3	19.8	13.1	14.9
Enfield	11.1	8.9	18.0	15.8	62.3	63.8	55.9	56.4	22.9	24.3	16.3	15.9
Haringey	20.0	17.2	26.6	25.2	51.3	47.5	44.9	48.0	14.8	17.2	11.4	14.1
Harrow	6.3	7.3	9.8	11.3	67.2	69.9	67.4	63.0	37.2	31.0	25.9	23.2
Havering	7.0	10.3	14.7	16.0	62.1	66.4	57.3	53.7	25.2	24.0	17.0	16.7
Hillingdon	10.9	10.9	14.9	16.1	64.6	64.5	53.9	52.7	21.4	23.8	15.2	16.7
Hounslow	12.9	12.9	19.4	20.8	60.4	59.1	56.0	51.9	22.2	19.7	17.1	14.2
Kingston-upon-Thames	9.4	6.4	15.3	13.0	63.6	69.1	60.7	63.0	31.3	32.3	21.6	21.3
Merton	12.7	10.5	16.3	16.6	65.1	63.4	52.8	52.4	24.5	24.0	15.8	15.9
Newham	25.1	22.0	33.3	32.0	45.3	45.7	36.9	36.5	11.3	11.4	7.4	8.3
Redbridge	9.3	9.1	19.3	14.4	55.7	66.9	57.6	57.6	25.7	27.3	18.1	18.1
Richmond-upon-Thames	11.8	11.3	18.4	15.8	66.8	68.4	58.2	58.7	27.6	28.8	32.4 ⁵	24.0
Sutton	6.6	7.8	12.7	14.6	70.6	66.3	60.2	57.7	33.5	30.3	24.1	18.8
Waltham Forest	15.3	16.4	25.9	24.7	51.4	51.6	42.9	45.9	16.2	18.3	11.2	13.8
ILEA	21.0	22.7	29.3	32.5	46.6	42.0	41.8	39.8	14.4	14.2	10.5	13.4
Birmingham	14.4	16.6	21.7	25.9	59.3	52.2	45.8	44.5	18.8	17.9	11.7	9.9
Coventry	11.6	14.4	16.3	18.4	66.0	64.1	49.1	47.8	21.7	18.5	12.6	10.6
Dudley	11.8	9.5	15.2	16.0	71.8	67.1	54.2	52.8	24.7	24.1	13.4 ⁵	13.8
Sandwell	17.7	17.7	24.2	24.9	54.6	56.7	38.2	40.9	13.1	15.7	7.6	8.7
Solihull	4.5	8.4	8.5	14.2	77.1	68.1	56.4	54.6	26.3	27.9	16.3	17.7
Walsall	14.4	13.0	20.5	20.5	62.2	62.4	47.8	49.0	19.7	21.2	12.8	12.5
Wolverhampton	14.9	17.7	23.1	26.3	61.4	55.3	44.3	43.7	16.6	17.5	9.6	10.1
Knowsley	21.1	18.8	31.4	25.7	44.9	55.6	37.9	42.0	12.5	14.8	7.6	8.1
Liverpool	19.4	18.5	30.7	26.5	48.1	53.7	43.3	41.9	18.3	16.8	12.0	8.7
St Helens	13.5	13.1	20.4	17.5	62.8	65.8	49.7	46.4	22.6	20.8	14.1	12.9
Sefton	10.7	8.2	17.7	13.1	61.3	70.5	55.9	55.7	28.0	26.9	17.8	15.8
Wirral	8.4	9.8	15.6	16.1	66.8	66.5	55.8	54.1	25.8	26.1	16.4	14.6
Bolton	11.7	13.0	20.3	22.7	58.5	62.1	51.3	50.9	23.2	23.9	13.7	13.9
Bury	11.4	13.0	18.9	19.4	64.0	65.5	52.8	53.2	26.4	23.7	14.2	16.2
Manchester	21.1	20.2	32.8	32.1	42.2	46.3	41.0	39.8	15.8	13.5	9.9	9.3
Oldham	17.9	16.1	26.1	23.7	52.7	57.6	43.9	42.0	12.8	15.7	7.1	10.0
Rochdale	17.4	16.0	24.4	24.0	54.6	58.0	43.7	45.7	18.0	19.3	12.9	13.2
Salford	14.4	14.4	24.3	22.7	51.3	57.2	46.3	44.0	17.0	18.1	11.5	10.6
Stockport	9.3	7.7	16.6	13.1	64.9	70.6	57.6	56.1	26.9	29.6	17.4	19.0
Tameside	13.2	13.0	22.6	22.6	55.6	58.5	47.6	48.4	19.2	19.5	8.7	8.7
Trafford	8.2	8.0	14.8	15.3	64.1	64.2	57.8	56.1	26.3	27.4	14.6	14.6
Wigan	11.0	10.3	18.2	16.6	64.5	67.0	53.6	50.8	22.9	21.8	20.6 ⁵	13.4
Barnsley	16.0	12.4	22.0	18.3	58.8	63.8	41.7	43.4	15.8	15.6	9.1	9.2
Doncaster	11.0	13.2	18.4	19.6	63.8	64.6	47.2	45.3	17.6	17.2	11.6	10.7
Rotherham	10.3	12.6	16.5	18.8	69.4	63.1	46.6	43.7	18.2	17.6	10.0	9.9
Sheffield	9.7	12.3	15.8	19.0	68.9	63.2	48.2	47.8	20.4	20.1	13.2	13.0
Bradford	17.6	15.7	27.7	25.7	51.3	55.8	41.8	43.4	18.6	16.7	13.0	10.5
Calderdale	11.7	12.1	20.2	22.1	60.9	58.0	52.6	50.5	23.2	21.8	15.4	14.4
Kirklees	11.2	13.1	18.9	20.8	64.1	60.7	51.0	46.7	23.9	20.2	15.1	14.4
Leeds	11.4	11.1	20.5	19.4	63.0	60.9	48.1	48.9	22.6	20.8	15.0	12.4
Wakefield	14.6	11.8	22.2	18.1	62.1	63.8	43.5	43.8	16.8	18.7	9.0 ⁵	10.4
Gateshead	14.6	13.9	19.4	18.2	64.3	65.2	41.9	46.1	17.5	19.0	10.2	11.0
Newcastle-upon-Tyne	13.2	11.5	18.0	19.9	66.4	62.0	47.5	49.9	20.4	22.2	14.1	14.2
North Tyneside	8.2	9.2	11.6	17.0	77.4	65.3	55.1	53.2	23.1	22.7	13.1	13.7
South Tyneside	10.4	13.1	13.5	18.4	74.1	65.3	48.0	50.1	18.6	19.0	9.6	10.7
Sunderland	10.0	12.4	14.4	18.7	71.5	64.1	51.1	49.0	18.8	19.3	9.3	10.1
Avon	8.0	8.9	14.2	14.4	67.1	67.7	52.2	53.5	22.9	24.8	13.9	16.4
Bedfordshire	6.8	9.4	16.1	16.0	63.8	65.9	50.9	52.2	21.2	22.3	12.5	15.7
Berkshire	6.0	7.5	11.2	13.9	72.0	68.5	53.3	58.3	25.4	28.4	16.8	19.4
Buckinghamshire	5.0	5.9	9.4	12.7	72.5	70.3	63.8	63.3	33.2	32.3	21.0	21.4
Cambridgeshire	7.9	8.6	15.2	14.5	66.1	67.2	54.8	53.8	25.8	24.1	14.3	16.4
Cheshire	10.0	9.0	17.3	13.7	66.3	70.0	56.1	55.7	25.1	26.8	18.0 ⁵	16.9
Cleveland	12.1	13.8	17.1	18.4	69.4	64.6	50.3	47.6	22.7	18.4	13.4	10.5
Cornwall	10.3	10.5	15.3	15.6	65.8	69.4	55.7	53.5	25.3	23.1	14.0	14.2
Cumbria	10.0	11.5	14.8	17.0	68.9	66.3	51.9	50.4	23.9	21.0	14.5	13.8
Derbyshire	9.0	10.7	14.4	17.1	69.6	64.3	50.0	48.9	21.5	20.8	14.2 ⁵	13.3
Devon	8.5	9.3	16.0	16.0	63.3	65.2	55.9	52.9	22.3	23.3	16.0 ⁵	14.2
Dorset	7.0	8.1	10.3	14.3	72.5	68.5	55.3	55.2	26.8	25.5	16.3	16.0
Durham	13.1	11.8	18.8	16.9	65.3	66.5	47.5	49.6	19.1	19.6	11.5	11.3
East Sussex	9.2	10.6	15.1	16.8	65.5	66.6	55.0	54.1	27.6	25.2	17.1	17.2
Essex	9.8	8.2	18.1	14.1	60.9	69.0	53.5	55.7	23.7	25.7	14.3	17.0
Gloucestershire	8.0	7.4	14.8	14.0	67.1	67.0	54.4	55.4	27.4	27.0	16.7	16.6
Hampshire	7.3	9.1	12.8	14.5	70.5	67.1	54.1	52.4	24.9	24.0	16.0 ⁵	16.0
Hereford & Worcester	11.5	8.7	15.5	15.1	71.8	68.1	52.5	53.8	23.5	25.5	13.7	16.3
Hertfordshire	6.8	6.4	13.1	11.5	68.5	70.6	60.9	60.1	30.6	31.0	19.9	21.7
Humberside	13.8	12.6	20.6	19.1	62.3	64.1	46.5	46.7	20.6	19.6	12.6	12.3
Isle of Wight	9.8	10.4	15.0	15.0	71.1	71.9	49.5	50.7	20.1	21.8	14.3	13.9
Kent	8.5	8.8	13.8	15.5	69.3	66.0	51.1	53.5	25.6	25.3	16.8	16.0
Lancashire	12.4	11.5	21.3	19.0	58.2	62.2	51.2	50.2	21.9	22.0	16.5 ⁵	14.0
Leicestershire	11.4	11.1	18.4	17.6	65.0	63.0	49.2	50.7	22.7	21.4	16.4	14.4
Lincolnshire	6.7	7.9	11.5	14.2	71.0	65.8	52.2	55.1	23.5	25.1	13.3	15.0
Norfolk	11.0	10.2	21.0	17.1	55.7	66.1	50.3	53.6	19.3	23.6	10.9	14.8
North Yorkshire	7.9	7.5	13.9	11.9	71.3	69.4	56.3	55.0	28.5	26.7	17.9	17.3
Northamptonshire	9.1	10.7	13.6	16.3	70.4	66.2	47.3	51.6	18.8	21.3	11.9	14.0
Northumberland	7.4	8.5	10.9	13.7	78.1	70.9	57.1	52.4	25.6	23.2	15.6	14.5
Nottinghamshire	11.7	12.3	17.7	20.3	66.9	60.7	43.8	47.4	19.0	19.2	12.0	12.8
Oxfordshire	7.9	8.3	12.2	12.9	73.8	70.3	55.4	56.1	26.6	25.0	17.5	17.7
Shropshire	11.8	8.5	17.1	15.4	67.9	66.8	51.7	55.9	23.5	25.2	13.8 ⁵	15.5
Somerset	10.6	9.6	17.5	14.9	65.0	67.5	50.7	52.1	20.5	22.2	16.5 ⁵	14.7
Staffordshire	13.9	11.0	18.1	17.0	67.1	67.1	49.6	50.3	20.6	22.1	12.2	14.3
Suffolk	10.0	8.8	19.7	15.6	57.5	67.2	48.9	51.3	21.0	21.8	12.0	13.9
Surrey	5.8	5.8	10.4	9.6	74.4	74.2	60.6	61.9	33.0	34.4	22.0	24.4
Warwickshire	8.1	7.9	11.2	13.3	75.0	68.5	55.9	56.5	25.1	26.0	15.2	16.2
West Sussex	5.9	7.0	9.4	12.5	76.0	71.8	62.0	57.4	31.2	28.3	19.5	19.3
Wiltshire	7.5	8.7	13.2	14.1	68.4	66.7	54.9	52.6	24.1	22.1	13.0	14.2
England (excluding Isles of Scilly)	11.1	11.1	17.7	17.7	64.1	64.1	51.2	51.2	22.7	22.7	14.6	14.6

¹ The percentage of maintained school leavers in each category was derived from the school leaver sample surveys averaged over the years 1980-81, 1981-82, 1982-83.

² The fitted values correspond to the percentage of school leavers in each academic category which individual LEAs might expect to obtain on the basis of the relationships as calculated by the regression analyses reported in tables B to G between academic attainment and the background variables.

³ Graded results = O level grade A-E or CSE grade 1-5.

⁴ Higher grade pass = O level grade A-C or CSE grade 1.

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AT 30/4
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From the Minister of State
for Industry and Information Technology

29 November 1984

Rt Hon Sir Keith Joseph Bt MP
Secretary of State for Education
and Science
Department of Education and Science
Elizabeth House
York Road
London SE1 7PH

EDUCATION FOR ECONOMIC AWARENESS

Thank you for copying to Norman Tebbit your letter of 14 November to Nigel Lawson. I have seen also the Prime Minister's comments as recorded in her Private Secretary's letter of 18 November.

I fully appreciate the Prime Minister's concerns. The promotion of economic awareness in schools could well provide an opportunity for those with political motivations to promote particular lines of economic thinking. When taught within a recognised examination syllabus, economics has of course a long tradition within the curriculum but the current proposal would not necessarily have such an examination constraint to avoid misuse. The analogy with "peace studies" is obvious.

Nevertheless, I sympathise with your view that too few children leave school with any understanding, of even a simple kind, of how industry and business works and how the community depends upon those involved in wealth-creation. At this level, we are talking far less about comparative theories and more about basic skills such as understanding profit and loss accounts and explaining the way in which markets act and commerce relies upon consumers, the importance of price, good design and quality and technological innovation and of management. I am quite sure that industry would appreciate the efforts of the education service far more if school children had these basic skills and some understanding of how wealth-creation can take place.

I would not want to make drafting amendments at this stage. But if we were to concentrate on these kinds of business and industrial literacy rather than economic awareness and change the wording and

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content to reflect that, I think there may well be a way forward. Certainly, I would welcome the opportunity to support further developments along these lines.

I am copying this letter to the Prime Minister, Willie Whitelaw, George Younger, Nick Edwards, Tom King, Douglas Hurd, David Young and to Sir Robert Armstrong.

GEOFFREY PATTIE

30 NOV 1984

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9 8 7 6 5 4 3 2 1

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Secretary of State

NBM
AT 29/11
CC
Northern Ireland Office
Stormont Castle
Belfast BT4 3ST

Rt Hon Sir Keith Joseph MP
Secretary of State for Education and
Science
Department of Education and Science
Elizabeth House
York Road
LONDON SE1 7PH

28 November 1984

Dear Secretary of State,

EDUCATION FOR ECONOMIC AWARENESS

Thank you for sending me a copy of your letter of 14 November to Nigel Lawson about Education for Economic Awareness. I have no doubt that it is important for pupils to be given the opportunity to come to terms with economic realities and concerns as part of any basic educational package within the period of compulsory education, and I support your attempt to raise such consciousness.

I agree that there are problems in how to promote action without appearing to be too prescriptive. There is always the danger, in giving too detailed a list of objectives, that schools and teachers will see this as unreasonable interference in what they provide within the curriculum. I have no doubt that it is wise to use the School Curriculum Development Committee as a filter between your Department and the school.

Although in Northern Ireland we have no direct involvement in the day to day activities of the School Curriculum Development Committee, we are in touch with its work and will await with interest the outcomes of this particular initiative.

I am copying this letter to the Prime Minister, the Lord President, the Secretaries of State for Trade and Industry, for Employment, for Scotland and for Wales, and the Minister without Portfolio.

Yours sincerely
Peter Cleasby

for DOUGLAS HURD
(Approved by the Secretary of State
and signed in his absence)

cc as last para

hcc:
PS/SOS (B&L)
PS/Mr Scott (B&L)
PS/Sir Ewart Bell
Mr Parkes
Dr Quigley
Mr Cowling
Mr Bickham

Educator A3

future policy

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10 DOWNING STREET

26 November 1984

From the Private Secretary

PARENTAL INFLUENCE AND SCHOOL GOVERNING BODIES

The Prime Minister was grateful for your Secretary of State's minute of 21 November, to which he attached a draft paper for H Committee on Parental Influence and School Governing Bodies.

The Prime Minister agrees that your Secretary of State should now circulate his proposals to H Committee. Subject to their views, she is content with them.

I am sending copies of this letter to Colin Jones (Welsh Office) and Richard Hatfield (Cabinet Office).

(David Barclay)

Miss Elizabeth Hodkinson,
Department of Education and Science

MR. BARCLAY

(4)
Prime Minister: Parents will not now
have a majority - but neither will
anyone else.

Yes to H Committee?
Agree circulation of these proposals
Parental influence and school governing bodies

Sub
22/11

Keith Joseph's original proposals on governing bodies were theoretically sound. In principle, it is good to give parents a majority control over schools, because they have the closest interest in the result of the education provided by those schools.

But consultation has shown that, in practice, it will be very difficult to find a sufficient number of sensible parents to act as governors.

Under these circumstances, Keith's proposed revision seems the best option. Since governors will retain the enhanced powers proposed in the original Green Paper, and since the LEA will not have a majority, the governing body will still represent an effective school-based check on the "global" policies of reckless or inefficient LEAs.

The episode shows that there is no real substitute for increasing parental choice. If we strengthen the hand of parents as consumers, we do not give the politicians of the far Left the same opportunities for exploitation.

Luckily, there is now a distinct possibility that Keith Joseph will bring forward a proposal for direct-grant primary schools. This would be a real step towards increasing parental choice, and providing a middle way between the maintained and private systems. We are working within DES to speed the project on its way.

In the meanwhile, we recommend that the Prime Minister should accept Keith's revised proposals and approve their circulation to H Committee.

Richard

21 November, 1984.

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CCOL.

PRIME MINISTER

PARENTAL INFLUENCE AND SCHOOL GOVERNING BODIES

Before I give final approval for its circulation to H Committee, I think that I should show you the attached paper explaining Nicholas Edwards' and my proposals for the way forward in the light of the response to our Green Paper (Command 9242) "Parental Influence at School".

On functions we propose that we should pursue with only minor adjustment the proposals set out in the Green Paper; Annex B to the H Paper sets out how we think we should proceed and why.

On composition we are in some difficulty given the almost unanimous objection - particularly from our own supporters - to our proposal for a parental majority on school governing bodies. Although a large part of this opposition is clearly self-interested, and much of it is not intellectually respectable, Nicholas and I believe that we must take account of it not least because were we to ignore such widespread opposition to a proposal on which the Green Paper sought views we would, by giving grounds for the accusation that the consultation was a sham, damage the climate we need for the success of our education policies as a whole. We should, as envisaged, remove the present LEA majority, but we propose to provide that no interest - neither the LEA nominated governors, nor those elected by the parents, nor those from the teaching profession - would predominate.

We propose also to broaden representation by adding a fourth group - selected mainly through co-option - which would among other things reflect the wider community interest and allow for the addition of industrial, financial and administrative expertise. The detail of what we propose is set out in Annex A to the Paper. In addition we are proceeding with our proposal of an annual meeting of parents to consider a report by the governing body; this should complement and reinforce the influence wielded by parent governors.

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Nicholas and I believe that the above proposals (together with the complementary proposals explained in the Paper) will give us a coherent and positive way forward; and that in respect of composition they will go a long way to eliminating the major criticisms in response to the Green Paper without affecting our intention to strengthen the powers of governing bodies and the influence of parents.

I am sending copies of this minute to Nicholas Edwards and to Sir Robert Armstrong.

KJ

Department of Education and Science

KJ

21 November 1984

DRAFT H PAPER

PARENTAL INFLUENCE AND SCHOOL GOVERNMENT BODIES

1. In April this year, H Committee approved our proposals (in H(84)15) to round off our policies for making schools better by:
- (1) changing the composition of the governing bodies of county, controlled, and maintained special schools in England and Wales to enable parents elected by their fellow parents to form the majority of governors;
 - (2) entrenching the powers of these governing bodies so that they could make an effective contribution to the life of the school, without impairing either the ability of the local education authority (LEA) to discharge its responsibilities as the provider and manager of resources or the ability of the headteacher and his staff to perform their professional tasks.

Subsequently, the Committee approved the draft of a Green Paper which was published in May ("Parental Influence at School", Cmnd 9242 - copy attached). The consultation period ended on 1 October.

RESULTS OF THE CONSULTATION

2. The responses to the consultation were hostile as regards the proposals on composition and enigmatic as regards those on powers. On composition, almost everyone objected to a parental majority, though there was wide support for giving broadly similar representation to parents, teachers, the LEA and "the community interest", with no interest predominating. On powers

there was wide support for a clearer definition of the relative responsibilities of the LEA, the governing body and the head-teacher, but no agreement on detail: each interest group tended to favour greater power for itself than our proposals envisaged.

The Way Ahead

3. The consultations have not shaken our view that, on both composition and powers, the present situation must be changed. It is not acceptable that governing bodies should continue to be dominated by the nominees of the LEA, nor that the powers of many governing bodies should be subject to a general override by the LEA. The case for a more precise distribution of powers, which gives the governing body a real job to do in its own right, has stood the test of consultation, as has the case for ending the LEA-nominee majority on the governing body. What has been most strongly criticised is the proposed parental majority, which has been condemned not only by those with an existing vested interest, whose opposition was expected, but also by many of those who purport to speak for parents - though there is at present probably no satisfactory way of coming at the informed view of parents as a whole.

4. The critics have not offered arguments that could convince anyone who believes that parents are not only capable of taking a broad, constructive and independent view of good education, but would actually bring that view effectively to bear on the affairs of the school through the control of the governing body. The critics have focused on the uncertainty that sufficient parents of the desired calibre and vision would find their way onto governing bodies and on the dangers that those parents who did achieve control would lack these qualities. The last fear is particularly strong among Government supporters in local government. We cannot be sure that these uncertainties and fears may not prove justified, at least in part; we are reluctant to attempt to force through a change which, to secure its objectives, requires the cooperation of those who dislike it; and there is an obvious difficulty in ignoring such widespread opposition to a proposal on which views were sought - the conclusion that the consultation was a sham would damage

C O N F I D E N T I A L

the climate we need for the success of our education policies as a whole.

COMPOSITION

5. We therefore propose to amend our proposals on composition so that neither the LEA-nominated governors, nor those elected by the parents, nor those from the teaching profession, would predominate; and further to broaden representation by adding a fourth group, selected mainly through cooption by the other governors, which would inter alia reflect the wider community interest and add industrial, financial and administrative expertise. Annex A sets out the details. The main features, compared with the position that will be reached when the Education Act 1980 is fully implemented in September 1985, are:

- (1) a specified minority (and, hence, much reduced) role for LEA-appointed governors;
- (2) some increased representation for elected parent governors;
- (3) some representation of the wider "community" interest;
- (4) representation of teachers (including the head-teacher) at the same level as under the 1980 Act;
- (5) the precise balance of membership to be specified in legislation in the interest of maintaining the desired balance and keeping down the size of the governing body (which would be linked to the size of the school).

6. We would retain the widely welcomed proposal of an annual report by the governing body to the parents and an annual meeting at which parents could make known their views through resolutions requiring consideration and report back by the LEA, the governing body or the headteacher as appropriate. This arrangement would complement and reinforce the influence wielded by parent governors.

7. To help meet criticism that the Green Paper proposals could lead to a too rapid turnover of governors, and consequent loss of experience, we propose, first, that the standard term of office should be four instead of three years (both periods are commonly found now); second, that parents should not have to relinquish their governorships when their children leave the school but should be able to complete their full term.

POWERS

8. Given the largely conflicting response to our proposals on powers, we propose to leave these essentially unchanged, with only a few minor modifications. Our revised proposals are summarised in Annex B. They are likely to be opposed, for different reasons, by the local authority and teacher associations, but we believe that they amount to a sensible balance of power between the LEA, the governing body and the headteacher which enable each interest to play its proper part. In a conflict between the LEA and the governing body, the LEA would be able ultimately to get its way, but the governing body would have good scope for exerting its influence and pressing its views.

VOLUNTARY SCHOOLS

9. The Green Paper proposed no changes in the composition of the governing bodies of aided and special agreement schools. But it proposed for such schools increased control over the curriculum, suggested some changes in powers analogous to those proposed for other schools, and proposed to make it possible for controlled schools to become aided schools in certain rare cases. Consultation has shown that all these proposals are welcome to the churches and in part acceptable, though in part unwelcome, to other interests. We propose to go ahead with all of them. Details are at Annex C.

FINANCE AND MANPOWER

10. The Green Paper acknowledged that its proposals would give rise to some extra cost, but said that these ought to

C O N F I D E N T I A L

be absorbed within planned provision because the proposals would improve educational quality. H(84)15 noted that this approach would need further consideration in the light of the consultations. The approach has been strongly and widely criticised. The local authorities have argued that the extra cost would be substantial. We believe that the extra cost (part of which could be reflected in a small increase in manpower) can be kept to £8-12m a year on the basis set out in Annex D and that this estimate could be publicly defended. The build-up of extra costs could be staggered by gradual implementation of the new arrangements over several years. Since our revised proposals will still be partly unwelcome to the local authorities, who attach much lower priority than we do to this aspect of educational policy, we would urge strongly that we should claim that within the agreed total for local authority current expenditure for future years our plans provide for an addition (based on our own estimates) to reflect the extra cost of the new arrangements. Given the amounts involved, the issue is essentially presentational.

TIMING

11. We would like to announce the Government's response to the consultations on the Green Paper in the White Paper on Schools now in preparation which we hope to publish early in 1985. Thereafter we would need to discuss with the local authorities, the churches, and others most directly concerned the detailed application of our (revised) proposals on powers. We envisage the necessary legislation in the 1985/6 Session with implementation phased over a period of years after enactment in 1986.

CONCLUSION

12. We invite our colleagues to agree that:

- (1) the Government's response to the Green Paper consultations should be on the lines set out in paragraphs 5 - 10 above;
- (2) subject to the decisions to be taken on the future legislative programme, we should plan the announcement

C O N F I D E N T I A L

and subsequent work with a view to legislation in the 1985/6 Session on the basis of paragraph 11.

THE COMPOSITION OF GOVERNING BODIES FOR COUNTY, CONTROLLED AND MAINTAINED SPECIAL SCHOOLS

1. The Green Paper proposals on composition are summarised in Appendix I. These provided for the overall majority to be held by elected parents (or, in the case of controlled schools, by parents and "foundation governors" combined); for the LEA to lose its majority; and for the 1980 Act's minimum representation of minor authorities, heads and other teachers (and, in the case of controlled schools, the foundation) to continue. Appropriate additional representation was proposed for maintained special schools. In order to secure adequate representation of the various interests and to keep new governing bodies to a reasonable size, a formula approach was adopted which was based on the size of individual schools. The need to ensure that parents (or parents and foundation combined) were in the overall majority left no room for any co-opted governors, or for providing for the specific representation of other interests eg non-teaching staff, pupils, or industry and commerce.

2. It is now proposed that no one group should have a majority.

Parental representation would be greater than under the 1980 Act (in the case of the smallest schools, in terms of proportion only). To ensure that individual governing bodies can encompass a suitably broad range of interests, there would be a new category of "other" governors. Generally, such governors would be co-opted by the elected and appointed governors acting as a body under stringent quorum arrangements.

Such co-options, which would be compulsory, might be expected to include "community" interests and would be the subject of advice and guidance in a Circular following legislation.

The presence of these "other" governors makes unnecessary the Green Paper's emphasis on the ability of governing bodies to tap additional expertise by inviting observers to meetings and by creating advisory committees.

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3. The scope for co-option would be reduced (and, very occasionally, eliminated) in certain cases by the need to secure proper representation of the foundation in voluntary controlled schools, of the minor authority in the case of most primary schools and of certain other interests in the case of maintained special schools. On any particular governing body, the parent and LEA entitlements would, unlike the Green Paper proposal, be the same.

4. The various constraints continue to require a formula approach based on the size of school. As in the Green Paper, only four sizes of governing body would be permitted; but it is now proposed to allow a degree of flexibility in the case of schools with 600 or more pupils. In such cases, the LEA would be able to choose whether to adopt either the 16-member or 19-member governing body composed as described below. The larger would probably be most appropriate for a large secondary school.

5. The combination of all these factors produces the following composition formulae. (These are summarised in Appendix 2 with a further breakdown of "other" governors by type and size of school in Appendix 3).

a. for a school with fewer than 100 pupils, a total of 9 governors composed of:

- 2 governors elected by and from parents of registered pupils at the school;
- 2 governors appointed by the maintaining LEA;
- 1 governor elected by and from the teachers at the school;
- the headteacher (unless he or she decides not to be a governor);

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- 3 "other" governors, to include:

- in the case of primary schools in shire counties and inner London, one governor appointed by the minor authority or authorities (in the latter case acting jointly);
- in the case of controlled schools, 2 governors appointed by the foundation;
- the balance to be co-opted by the rest of the governing body.

b. for a school of 100-299 pupils, a total of 12 governors composed of:

- 3 parent governors;
- 3 LEA governors;
- 1 teacher governor;
- the headteacher;
- 4 "other" governors to include, as appropriate:
 - 1 minor authority governor;
 - 3 foundation governors;
- the balance to be co-opted.

c. for a school of 300-599 pupils, a total of 16 governors composed of:

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- 4 parent governors;
 - 4 LEA governors;
 - 2 teacher governors;
 - the headteacher;
 - 5 "other" governors, to include as appropriate:
 - 1 minor authority governor;
 - 4 foundation governors;
 - the balance to be co-opted.
- d. for a school of 600 pupils or more either total of 16 governors composed as in c. above or a total of 19 governors composed of:
- 5 parent governors;
 - 5 LEA governors;
 - 2 teacher governors;
 - the headteacher;
 - 6 "other" governors, to include as appropriate:
 - 1 minor authority governor;
 - 4 foundation governors;
 - the balance to be co-opted.

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6. The various ancillary matters connected with composition (such as arrangements for secret ballots in the case of contested elections, the filling of vacant seats and various technical matters on eligibility for office and attendance at meetings to be covered, as now, in Regulations) proposed in the Green Paper require no amendment except as indicated in paragraph 7 of the main paper. Those changes are in the interests of greater continuity. They would provide a standard 4 year rather than 3 year term of office and for a parent governor to complete his term of office even if his child leaves the school in the meantime. This change would particularly increase continuity of service in the case of infant schools and sixth form colleges.

7. The proposals in the Green Paper (on which the little comment made was generally favourable) slightly to reduce LEAs' discretion to group two primary schools under a single governing body, and to fill a current legislative vacuum by providing for the establishment of shadow governing bodies to discharge certain necessary functions before new schools open their doors, would also stand. In both cases, the composition would reflect the modified composition outlined above.

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APPENDIX I

THE GREEN PAPER PROPOSALS FOR THE COMPOSITION OF GOVERNING BODIES

size of school:	Parents ⁽¹⁾ or, for voluntary controlled schools:		Local Education Authority ⁽²⁾ or, for primary schools in shire counties & inner London:		Headteacher ⁽³⁾	Teachers	Total
	Parents ⁽¹⁾	Foundation	LEA	minor authority			
fewer than 100 pupils	5		2		1	1	9
100 - 299 pupils	3	2	1	1	1	1	11
300 - 599 pupils	6	3	2	1	1	2	15
600 pupils or more	8	3	3	1	1	2	19
	10		6				
	6	4	5	1			

NOTES:

- Should insufficient parents stand for election (or, in any case, for "residential" schools where at least 50% of the pupils are boarders) the LEA would be required to make up the numbers of parent governors by appointment. In appointing such "parent proxies", an LEA would be required to have regard to the desirability of appointing persons who have children attending the school in question or who have children of compulsory school age. LEAs would not be permitted to appoint, though, persons who were elected members or employees of the authority or who were coopted members of its Education Committee.
- For maintained special schools (where minor authority representation does not apply), one LEA governor would be replaced by:-
 - in the case of a hospital school, a representative of the District Health Authority; or
 - in any other case, by a representative of the appropriate voluntary body.
- The headteacher would continue to have the right not to be a governor.

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APPENDIX 2

A REVISED COMPOSITION FOR GOVERNING BODIES

Size of School (pupils)	Elected Parents ⁽¹⁾	LEA Appointed	Head ⁽²⁾	Elected Teachers	"Other" ⁽³⁾ (coopted etc)	Total
Fewer than 100	2	2	1	1	3	9
100-299	3	3	1	1	4	12
300 or more (4)	4	4	1	2	5	16
600 or more	5	5	1	2	6	19

NOTES:

1. These would be "parent proxies" appointed by the LEA in the circumstances mentioned in note 1 of Appendix 1.
2. The head teacher would continue to have the right to choose not to be a governor.
3. "Other" governors would normally be co-opted by the first four categories of governors under stringent quorum arrangements. The quota for co-option would, however, be reduced by certain appointments (who would then participate in any co-options) as indicated in Appendix 3.
4. LEAs would be free to choose between 16 and 19-member governing bodies for schools with 600 or more pupils.

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APPENDIX 3

BREAKDOWN OF "OTHER" GOVERNORS BY TYPE AND SIZE OF SCHOOL

	COUNTY SCHOOLS				CONTROLLED SCHOOLS				MAINTAINED SPECIAL SCHOOLS															
	Primary in inner London or shire county		All Other		Primary in inner London or shire county		All Other		Hospital School		All Other													
	3	4	5	6	3	4	5	6	3	4	5	6	3	4	5	6								
Number of "other" governors (by reference to school size) of which:-																								
Coopted by governors	2	3	4	5	3	4	5	6			1		1	1	1	2	2	3	4	5	2	3	4	5
Appointed by foundation ⁽¹⁾									2	3	4	4	2	3	4	4								
Appointed by Minor Authority ⁽¹⁾	1	1	1	1					1	1	1	1												
Appointed by District Health Authority ⁽²⁾																	1	1	1	1				
Appointed from relevant voluntary organisation ⁽²⁾																					1	1	1	1

NOTES:

1. As in the Green Paper, the minimum entitlements of the foundation and minor authorities under the 1980 Act would be retained.

2. The Green Paper proposals for representation in the case of a maintained special school of either the District Health Authority or a relevant voluntary organisation are retained.

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ALLOCATION OF FUNCTIONS

1. The Green Paper proposals for the allocation of functions between the LEA, the governing body and the headteacher are summarised below together with the minor modifications now proposed.

FINANCE

2. The Green Paper proposed that the LEA should have a duty annually to provide the governing body with an itemised statement of its recurrent expenditure on the school and that the LEA should be required annually to allot a sum for each school covering at least some of the expenditure on books, equipment and stationery, and for control of this sum to be vested in the governing body subject to financial rules drawn up by the LEA. No change is now proposed. Control by the governing body is compatible with delegation of details to the head teacher.

APPOINTMENT AND DISMISSAL OF STAFF

a. Appointment of headteachers

3. Under the Green Paper proposals, the LEA would advertise the vacancy and the selection process would be managed by a panel comprising at least four members - two from the governing body and two appointed by the LEA (though the LEA would be free to allow additional governor members).

The panel would be required to select one candidate to be recommended to the LEA for appointment. The LEA would make the appointment unless, in its capacity as employer, it declined to do so; in such cases the panel would be obliged to select another candidate. Exceptionally, the LEA could appoint a headteacher displaced by the statutory reorganisation of schools to a vacancy arising from that reorganisation.

The only change proposed is to increase the minimum numbers on the selection panel to three each from the governing body and the LEA. This would facilitate representation among the LEA appointees of the minority party on the Council where this is LEA policy.

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b. Appointment of Assistant Teachers

4. The Green Paper proposed that the LEA would have the right to determine whether any vacant post remained on the complement of the school and, if so, whether it should be filled by open advertisement, from a recruitment or redeployment pool or by the redeployment of a teacher from another school. If the post was to be advertised, the governing body, delegating to the head if appropriate, would be responsible for selecting a candidate for appointment by the LEA. The LEA would have the right to participate and, as employer, could decline to appoint the candidate recommended. If the post were not to be advertised, the governing body would have the right to draw up a specification for the post, which the LEA would be required to take into account in offering candidates for consideration. If the governing body was unwilling to accept any of the candidates offered, a resolution of the Education Committee would be required to overrule their objections.

5. The procedure outlined in the Green Paper did not secure a role for the headteacher in a case where he has decided not to be a governor and where the governing body does not delegate the selection of a candidate to him. It is therefore proposed to include a provision that the governing body should consult the headteacher in selecting a candidate or in drawing up a specification for the post.

6. The proposal that a resolution of the Education Committee should be required to overrule the governing body's objections to redeployed candidates for a vacant post has been strongly criticised as very cumbersome and expensive in time and resources and also as contrary to our policies for encouraging LEAs to manage the deployment of teachers in the best interest of all the schools they maintain. We therefore propose that the power to overrule a governing body in such cases should rest with the LEA and that it should be required to report on each exercise of that power to the next meeting of the Education Committee.

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c. Appointment of deputy headteachers

7. It was proposed in the Green Paper that the LEA should be free to specify that the appointment procedure either for headteachers or for assistant teachers should apply to a deputy headteacher vacancy. Our proposal in paragraph 5 above would ensure a role for the headteacher if the assistant teacher procedure is adopted; we propose similarly to require the panel to consult the headteacher where the appointment of a deputy is to be made according to the procedure for the appointment of a headteacher.

d. Dismissal of Teaching Staff

8. The Green Paper proposed that the LEA should consult the governing body before dismissing any teacher and that it should be obliged to take account of any recommendation from a governing body that a teacher should be dismissed. No change is proposed.

e. Other teacher management issues

9. The Green Paper proposed that the LEA should consult the governing body on any proposals for the premature retirement redundancy or redeployment of a teacher, and on the outcome of a new teacher's probation. No change is proposed.

f. "Shared" staff

10. The appointment and dismissal of any staff not employed exclusively at one school, should, according to the Green Paper, be a matter for the LEA alone. No change is proposed.

g. Non-teaching staff

11. The Green Paper proposed that, for the appointment on non-teaching staff, the LEA would determine the complement of such staff and the governing body would select candidates

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for appointment, after consulting the LEA and the headteacher. The LEA would make the appointment unless, as employer, it declined to do so. Dismissal of non-teaching staff would be the responsibility of the LEA after consultation with the governing body and the headteacher; the LEA would be required to take account of any recommendation from a governing body that a member of the non-teaching staff be dismissed. No change is proposed.

PREMISES

13. The Green Paper proposed that the governing body should determine the use of school premises out of school hours, subject to any direction from the LEA. No change is proposed.

Admissions

14. A new framework for admissions was set in the Education Acts 1980 and 1981. While it was not proposed generally to disturb this, the Green Paper did propose one addition: that the LEA should consult the governing bodies of county and voluntary controlled schools before finalising the admissions arrangements which it is obliged to publish annually. No change is proposed.

CURRICULUM, ORGANISATION, CONDUCT AND DISCIPLINE

a. Curriculum and internal organisation

15. The Green Paper proposed that:

i. The LEA would be responsible for formulating the curricular policy for its area;

ii. the governing body would have a duty to determine a statement of the school's curricular aims and objections and to review it from time to time. In so doing, it would be required to seek the advice of the headteacher and to consult the LEA;

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iii. the headteacher would be responsible for the organisation and delivery of the curriculum, including detailed syllabuses, having regard to the statement of aims and objectives determined by the governing body.

No change is proposed.

b. Discipline

16. It was proposed in the Green Paper that:

i. the headteacher would have the duty of encouraging and securing acceptable standards of behaviour and positive attitudes from pupils and to formulate and promulgate rules and other necessary means to that end, having regard to such principles and guidance as the governing body might offer;

ii. the governing body and the headteacher would be under a duty to consult the LEA on any disciplinary issue which might involve additional public expenditure or affect the LEA's responsibilities as employer.

iii. if the headteacher was to debar a pupil from school for more than 3 days in any form, or if a debarment would prevent a pupil from taking any public examination, the headteacher would immediately have to inform the governing body and the LEA, either of whom would have power to direct the headteacher to terminate the debarment; any direction by the LEA would be binding;

iv. the LEA, if it were satisfied that order in a school had broken down or was about to do so, would have the power to take whatever steps it saw fit to restore order.

No change is proposed. It may, however, be helpful to clarify that the term "debarment" embraces both "suspension" and "exclusion" and that (as in other contexts) the Chairman of the governing body can act for the full body in cases of urgency.

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c. Conduct

17. It was proposed that responsibility for the conduct of a school be allocated to the governing body, subject to the statutory responsibilities of others. No change is proposed.

GOVERNING BODY'S REPORT AND ANNUAL MEETING

18. The Green Paper proposed that the governing body should issue, free of charge (and having regard to the desirability of providing this in a language other than English or, where appropriate, Welsh), an annual report to parents on the discharge of its functions. The only change proposed is to clarify that only a brief report is envisaged and to prescribe the minimum coverage required.

19. The Green Paper proposed also that, except for residential schools, there should be an annual meeting of parents to discuss the governing body's report and to pass formal resolutions which the governing body, LEA or headteacher as appropriate would be obliged to consider and report back. To avoid possible abuse, it is now proposed that a quorum of, say, 10% of all parents eligible to attend would be required before any resolution passed had formal force.

INCREASING GOVERNORS' EFFECTIVENESS

20. The Green Paper proposed that:

- i. the LEA should be required to supply to every governor on taking office a copy of the school's instrument and articles of government and such further explanatory material as it considered requisite;

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ii. the LEA should be under a duty to provide such training for governors as it considers requisite;

iii. the minimum number of governing body meetings should be increased from one per term to four per year.

No change is proposed in respect of i. above. On ii, it would be unnecessary and probably undesirable to require LEAs to "provide" all the training themselves; it is proposed instead that they be required to "secure the provision" of training. The proposal in iii. for an additional meeting has been greeted with alarm by LEAs on cost grounds, despite the evidence that many governing bodies already meet more than the current minimum three times a year and the likelihood that this need would continue and grow. Against this background there seems no need to press the point and we now propose to drop it, while explaining that governing bodies must feel free to hold as many meetings as they need to fulfil their responsibilities.

THE MAKING OF INSTRUMENTS AND ARTICLES OF GOVERNMENT

21. It was proposed in the Green Paper that responsibility for making or amending instruments and articles of government (which, within the framework of statute, prescribe governing bodies' detailed composition and powers respectively) for all schools should pass to the LEA, subject to a right of appeal to the Secretary of State by voluntary school governing bodies, in the event of disagreement. No change is proposed.

ALLOWANCES FOR GOVERNORS

22. For completeness, the Green Paper indicated that the intended legislation would be the appropriate vehicle (awaited since 1981) for the Government's new and more equitable framework for the discretionary (and hence neutral as to cost) payment of travelling and subsistence allowances for school and college governors.

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ANNEX C

PROPOSALS AFFECTING VOLUNTARY SCHOOLS

1. As noted in paragraph 9 of the main paper, the Green Paper suggested that certain of the powers and duties proposed in respect of county, maintained special and voluntary controlled schools should apply also to voluntary aided and special agreement schools. The proposals in question were those on finance (see Annex B, paragraph 2), discipline (paragraph 16), the governing body's annual report and parents meeting (paragraphs 18-19) and increasing governors' effectiveness (paragraph 20). In addition, the proposals concerning the appointment and dismissal of staff (paragraphs 3-12) were to apply also to special agreement schools where, contrary to the position in aided schools, the LEA and not the governors employ the staff.

2. In the light of consultations, it is proposed now to confirm the intention that the legislation should include provision for these proposals to apply to voluntary aided and special agreement schools. Some minor modifications of the detail of the proposals will be needed, for example, to reflect the status of an aided school governing body as the employer and, generally, the greater stake of the governing body in the general direction of aided and special agreement schools. The special provisions of the 1944 Act concerning the appointment and dismissal of "reserved teachers" for religious education in voluntary schools would need also to be continued.

3. The Green Paper also proposed some changes affecting voluntary schools only. We propose to proceed with these in the light of consultations on the basis set out below.

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Control of the secular curriculum

4. Under section 23 of the Education Act 1944, the control of the secular curriculum in voluntary aided secondary schools is, subject to the articles of government, vested in the governing body. The Green Paper proposed that the provisions of this section should be extended to voluntary aided primary and all special agreement schools. No change is proposed.

Admissions

5. To complement the proposal that the LEA should consult the governors of county, controlled and maintained special schools before publishing the admissions information for parents required under the 1980 Act, the Green Paper proposed that the governing bodies of aided and special agreement schools (which publish their own information) should similarly consult the maintaining LEA before publication. No change is proposed.

Making of instruments and articles of government

6. Under the current legislation, responsibility for making instruments and articles of government is split between the LEA and the Secretary of State. As far as voluntary schools are concerned, the LEA makes the articles (allocating functions) for all primary schools, whereas the Secretary of State makes instruments of government (specifying composition) for all voluntary schools and articles of government for secondary schools.

7. In view of the much greater statutory prescription proposed, the Green Paper proposed that responsibility for making the instruments and articles of government for all schools could, with advantage, be delegated to the LEA. The LEA would be under a new obligation to consult the governing body before making or amending instruments and articles and, in the case of voluntary schools,

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to have regard to the way in which the school had previously been conducted and to agree any proposal for change with the governing body or, in the case of a new school, its "shadow". In the absence of agreement, the matter would be referred to the Secretary of State for resolution.

8. The Churches have expressed some doubts about this proposal but we believe that their fears are groundless, given the safeguards built in for voluntary schools. We therefore intend to retain the proposal unchanged.

Controlled to aided

9. While the Education Acts have always allowed voluntary aided schools to revert to voluntary controlled status, controlled status is currently irrevocable. (Special agreement schools are a closed category, but such schools can attain aided status.) The Green Paper proposed the opening of a route in the opposite direction, to include a statutory public procedure similar to that now required for schools reorganisations, for the small number of cases where such a change seems appropriate and governors can meet the financial consequences. We intend to proceed with this change.

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ANNEX D

BREAKDOWN OF ADDITIONAL COSTS (a)

		£m	
1. Information, consultation, clerkship	4.0	-	5.5
2. Budget statements	0.5	-	2.0(b)
3. Annual Report	0.25	-	0.5
4. Annual general meeting	0.5	-	0.5
5. Training for governors	2.0	-	3.0(c)
6. Instruments and articles	0.5	-	0.75
	<hr/>		<hr/>
	8		12

(a) Practical considerations indicate that the new arrangements would take a few years to implement fully. These additional costs would be similarly staged.

(b) But likely to fall to £0.5 after initial high cost of implementation in some authorities.

(c) High cost of training assumed for first year or two of implementation only.

D.R.

Please pa.

28/11

Prime Minister (2)

MR BARCLAY

20 November 1984

EDUCATIONAL RESEARCH: COX AND MARKS

Keith Joseph's statement seems sensible: it is likely that Caroline Cox and John Marks will be able to design a useful research project on the relative merits of different forms of school organisation. They might, for example, study 'formal' as opposed to 'informal' teaching methods, or 'streamed' vs 'unstreamed' schools. Studies of this kind might well enable Keith to press for more 'old fashioned' methods.

ms

Ol Letwin

OLIVER LETWIN



10 DOWNING STREET
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*file to
cc to Letwin
cc D Peretz (NMT)*

From the Private Secretary

18 November 1984

EDUCATION FOR ECONOMIC AWARENESS

The Prime Minister has seen your Secretary of State's letter of 14 November to the Chancellor of the Exchequer and has expressed some scepticism about the proposals. She believes there are dangers that the efforts to increase economic awareness in schools could in fact inculcate children with views that are precisely contrary to the objectives of the exercise.

I am copying this letter to Janet Lewis-Jones (Lord President's Office), Callum McCarthy (Department of Trade and Industry), David Normington (Department of Employment), John Graham (Scottish Office), Colin Jones (Welsh Office), Graham Sandiford (Northern Ireland Office), Leigh Lewis (Office of the Minister Without Portfolio) and to Richard Hatfield (Cabinet Office).

ANDREW TURNBULL

Miss Elizabeth Hodkinson,
Department of Education and Science.

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MR BARCLAY

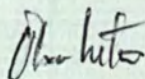
16 November 19834

EDUCATION FOR ECONOMIC AWARENESS

Keith Joseph's aim is noble: he wants to give school children some basic idea of the way in which the economy works. But I very much doubt whether his method is right. As he himself points out, his proposed consultative letter will lead to adverse comment from those who will regard it as undue interference in the curriculum. Moreover, there is a severe danger that the courses eventually developed will be open to abuse: one can all too easily imagine an ILEA teacher using the 'economic awareness' class as a means of propagating anti-capitalist views.

Keith Joseph is already aware of these reservations. His aim in writing to colleagues is to discover whether they regard the risks as commensurate with the likely benefits.

I recommend that the Prime Minister should oppose the publication of the consultative letter. (This negative response would not be the end of the road, since there is a distinct possibility of enticing some local education authority to run a pilot project in practical business decision-taking on the lines of the American Junior Achievers).



OLIVER LETWIN

CF/pps. No



Policy Unit pps

04

DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

Prime Minister
10 Downing Street
London SW1

17 November 1984

Jean Margaret,

In my letter of 10 April, I explained to you the action I had set in hand in connection with Caroline Cox and John Marks and their research. The Department's two studies have now been completed and I attach a copy of the further statement which I am making to the House in today's debate.

As you will see, I have decided against providing funds for more research along the lines of the Department's studies, which were based on one of the statistical approaches that Caroline and John have used in the past. I am however going to look at proposals for research ranging more widely and Caroline and John (as well as others) will be able to consider whether they are able to prepare a suitable research application on this basis.

I am writing to Caroline to put her in the picture.

Yours ever,

Neil

DRAFT PARLIAMENTARY STATEMENT

I announced in the House on 1 March 1984 (Hansard column 270) that I had asked the Department to undertake two studies before considering the potential for further research in this area. I have now received reports on the two studies and these will be published shortly. Copies are being placed in the Libraries of both Houses.

2. The first of these studies extends the earlier analysis by the Department (published as Statistical Bulletin 16/83) of factors affecting examination results in different local education authority areas. It shows an even higher correlation (over 70 per cent) than the earlier analysis between examination achievements at school and social background factors, probably reflecting the more recent information available for these factors. I explained in my earlier statement that it was expected that the extended study would provide limited insight into the effect of other factors on examination results. In the event, after taking account of the effect of social background, it shows no more than a slight relationship at local authority level between pupils' examination achievements and the level of resources (including teaching resources) available to their schools, and a similarly slight statistical relationship with the proportion of pupils in grammar schools.

3. The second study was designed to examine the scope for carrying out further research on these relationships at the level of individual schools or groups of schools. This study also shows a strong statistical relationship between examination results and social background factors, and again does not show a very substantial relationship with other factors such as the level of resources available to the schools. It also demonstrates the difficulty of extracting suitable data on social background factors from census material. Difficulties over the use and

Interpretation of data relevant to social background are also indicated by research commissioned by the Department and undertaken by the University of Leeds which examined, inter alia, the development of suitable measures of home background. A report on this research is being prepared.

4. The two studies carried out by the Department thus show a strong relationship between school pupils' examination results and socio-economic background, but they shed little light on the influence of other factors on school pupils' performance, or on the wide variation in examination achievements among pupils from similar socio-economic backgrounds. I believe that it would now be research into the factors giving rise to this wide variation, which may be factors related to the way the school carries out its work rather than external to the school, which is likely to be most relevant to the development of the Government's policies for improving standards in schools, particularly if the research also includes other measures of pupil performance.

5. I have concluded that I would not be justified in providing funds for more research along the lines of the Department's recent studies. I am however willing to consider proposals for research ranging more widely and exploring the relationship between the social background of pupils collected at the level of individual pupils, a range of school outputs including public examinations, and a range of school inputs such as resources, the achievements of pupils on entry to secondary schools, teaching quality, the organisation of the school and its internal practices including teacher expectations, curriculum continuity and homework. Such research would be complex and expensive and could not be expected to yield results in less than three years. I shall want the Department to discuss any proposals in detail with the applicants before I decide on financial support.



Prime Minister (4)
I hope this doesn't backfire by spreading belief in the doctrines of the alchemists!
Oliver is equally sceptical - see note

CGA

DL

DEPARTMENT OF EDUCATION AND SCIENCE

attached.

AT
14/11

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

Rt Hon Nigel Lawson MP
Chancellor of the Exchequer
Treasury
Parliament Street
LONDON SW1P 3AG

I cannot think that Liverpool school children will learn much that IJS would wish them to know

14 November 1984

Dear Nigel.

EDUCATION FOR ECONOMIC AWARENESS

As you know, I am concerned that the schools should do more, within the curricular time available, to promote among pupils an awareness of the economic facts of life, ignorance of which among so much of our population is hampering so many of our policies. I have the opportunity to pursue this aim in the formulation of broadly agreed objectives for the school curriculum as a whole, and for its various aspects, on which I am now engaged.

I therefore wrote to the chairmen of the education committees of the local authority associations to enlist their support in setting down in some detail what might constitute the economic awareness which the schools should seek to impart, with a view to inviting the School Curriculum Development Committee to promote further work in this area which might better equip schools and teachers to promote economic awareness through various parts of the curriculum to pupils throughout the ability range. The Chairman of the Association of County Councils' Education Committee was content for me to proceed. But the Chairman of the Association of Metropolitan Authorities' Education Committee, while acknowledging the need for young people to be equipped with economic understanding, was concerned that I was being too prescriptive about what pupils should learn; in the light of her reaction I have decided to present the matter more neutrally.

I now propose to canvass my ideas more widely within the education service and thus to bring the issue to public attention, on the basis of the attached letter which would be issued by this Department. This step might give rise to controversy in a politically sensitive area. I thought therefore that you and other colleagues should see this letter and know that I intend it to go out in the course of November.

I am sending copies of this letter and the enclosure to the Prime Minister, the Lord President, the Secretaries of State for Trade and Industry, Employment, Scotland, Wales and Northern Ireland, and the Minister without Portfolio.

Y
Yean .

Kevin .

DRAFT CONSULTATION LETTER (TO ISSUE AT OFFICIAL LEVEL) TO:

teacher associations
voluntary bodies
SEO (Society for Education Officers)
CBI
TUC

ECONOMIC AWARENESS AND THE SCHOOL CURRICULUM

As you know, one of the Secretary of State's policies for raising standards in schools is to seek to formulate, in discussion with all concerned, broadly agreed objectives for the 5-16 school curriculum. Among these are objectives for the main subject areas. One of these areas is the economic foundations of society as part of the preparation of pupils for citizenship and the world of work.

The Secretary of State considers that it should be the aim to equip all pupils by age 16 with some economic awareness and understanding and that this aim could be fulfilled in a variety of ways over a wide range of subjects and elements of the curriculum and through a variety of teaching approaches. In his view the fulfilment of the aim would be advanced by a statement of objectives sufficiently detailed to enable all concerned to make the most advantageous use of the limited curricular time available for this aspect of the curriculum. Such a statement would not only assist the planning of the curriculum and teaching approaches but also serve as a basis for the further work of curriculum development which appears to be required. For this latter purpose the Secretary of State intends to invite the School Curriculum Development Committee to consider what additional development work it might now encourage and support.

The Secretary of State understands from the local authority associations that they share his view that it is important to equip pupils with an appropriate measure of economic understanding.

He has suggested to them that while it would be wrong to prescribe a national syllabus in any area of the curriculum, it might be appropriate in this area to describe the objectives in some detail on the lines of the attached statement. I am now writing to ask whether your organisation supports the Secretary of State's approach and if it wishes to offer comments on the attached statement.

I am writing in similar terms to other interested organisations, and sending copies to the Association of County Councils, the Association of Metropolitan Authorities, the Secondary Examinations Council and the School Curriculum Development Committee.

Objectives for economic awareness

To equip pupils with an awareness of the economic foundations of society, it is suggested that the objective should be that they should acquire an understanding, appropriate to their age and ability, of the following matters:

- (1) the operation of supply and demand;
- (2) the inter-dependence of nearly all people in their capacity as producers of goods and services seeking to satisfy each other (i.e. the same people together with dependents) in their capacity as consumers;
- (3) the various categories of goods and services which are produced - i.e. private and public, traded and non-traded;
- (4) the part played by taxation of the trading sector and those who work in it in providing the net finance of non-traded public and social services;
- (5) the effect on the economy of the state of the trading and non-trading sectors;
- (6) the dependence of the trading sector, in most cases and for most of the time, on its ability to meet the demands of consumers at home and abroad in both price and other respects;
- (7) the relationship between productivity and society's aggregate living standards in terms of consumption or voluntary leisure;
- (8) the relationship between productivity and unit labour costs on the one hand and earnings and prices on the other;
- (9) the economic functions of the entrepreneur;
- (10) the relationship of competition with productivity and consumer satisfaction;
- (ii) the role of profit and loss in relation to resource allocation and productivity;
- (12) the significance of opportunity cost.

See H Booth note April 1985
B/f at end February to "Drugs"
check progress.

JMB
18/11

MR BARCLAY 07 ✓

12 November 1984

TEACHERS WITH CRIMINAL CONVICTIONS

The case of Richard Catherwood who was employed to teach English by the Inner London Education Authority, despite the fact that he had been imprisoned in Britain, Israel and West Germany for drugs offences, highlights a glaring fault in the system. ILEA does not even enquire whether candidates for teaching posts have received convictions for serious crime. In the case of Catherwood it was entirely predictable that he would do what he did do, namely, to sell drugs to his own pupils.

This scandalous situation could be avoided simply by inserting a clause in the 1985/6 Criminal Justice Bill, requiring Local Education Authorities to take note of the criminal record of any candidates for teaching posts. The clause could either specify what sorts of offences would disqualify the teacher from the job, or give discretion to the authority when they have ascertained the facts. This would leave it to parents to take Local Education Authorities to court in cases of misuse of discretion and the judges are likely to define this discretion fairly narrowly.

We have spoken to the Home Office Special Adviser, Robin Harris, and we understand that Ministers there will be

considering the whole question of employment for ex-convicts. If nothing comes forward within the next few months, the Prime Minister may want to stir them into action.

Hartley Booth.

HARTLEY BOOTH

Oliver Letwin.

OLIVER LETWIN

Prime Minister ②

Findings Summarised in paras 64 onwards

File

DEPARTMENT OF EDUCATION AND SCIENCE

AT 14/11

REPORT BY HM INSPECTORS

on

EDUCATIONAL PROVISION AND RESPONSE

IN SOME HARINGEY SCHOOLS.

LEA: LONDON BOROUGH OF HARINGEY.

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DEPARTMENT OF EDUCATION AND SCIENCE 1984

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138/84

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EDUCATIONAL PROVISION AND RESPONSE IN SOME HARINGEY SCHOOLS

INTRODUCTION

1. In the Spring term of 1984 some 400 HMI days were devoted to inspecting educational provision in the London Borough of Haringey, as part of a wider programme of inspecting education in inner urban areas. Visits were paid to four mixed comprehensive schools and ten of their main contributory primary schools; all classes in these primary schools were visited as well as four nursery classes and an early childhood unit. A number of other educational centres were also visited: special schools and units; an outdoor education centre in Wales; youth clubs and an environmental education centre. Although there was some consideration of links between schools and non-advanced further education, no further education institutions were inspected. The visits were supplemented by discussions with many people involved with education in Haringey, including parent and community groups, the Authority's senior officers and advisers, and members of the educational welfare service and the schools psychological service.

FEATURES OF THE AREA AND POPULATION

2. Haringey's population which has declined in recent years, is now about 200,000. The Borough is composed of the former boroughs of Hornsey, Wood Green and Tottenham. It lies across several of the main road and rail routes leading northwards out of London and is predominantly residential, its industrial base having contracted in recent years although a number of trades

continue to operate, mainly in clothing, footwear and fashion goods as well as in printing and furniture-making.

3. Haringey is a small authority, but within its borders there exist some wide and marked social variations. The west of the Borough is the more prosperous part; the east and the centre contain areas of social disadvantage. For example, one third of households in the central part of Haringey are privately rented and between a fifth and a quarter of these are without exclusive use of basic amenities. In some ways the social composition of Haringey is not unlike that of Greater London as a whole, for example in the socio-economic structure of its population. However, there are also some distinctive features of its social structure which have a bearing on the provision of education.

4. The unemployment rate in Haringey was 14.9% in January 1984, compared with 10.8% for the Greater London area as a whole. The unemployment rates for young people in Haringey are higher than the Borough average. Among those 16-19 year olds not in full-time education, 30% of males and 23% of females have been unemployed for between one and three years. There are no statistics available to show the extent of unemployment among young people from ethnic minority backgrounds in Haringey.

5. There has been considerable migration into Haringey, and in parts of the Borough between 45% and 55% of the population is from ethnic minorities, mainly of Caribbean and Greek or Turkish Cypriot origins, but also with Asian or African backgrounds. Other ethnic minority groups

also live in Haringey, although they are more widely dispersed across the Borough.

PROVISION FOR EDUCATION IN HARINGEY

6. In January 1984 there were 28415 pupils in Haringey's primary and secondary schools, and 2152 pupils receiving full or part-time education in nursery schools and classes. Primary school pupil numbers have fallen by 41% since 1973. Secondary school rolls are already a quarter below those of 1978 and will continue to fall for most of this decade. In addition to coping with falling numbers, the Local Education Authority (LEA) has to provide for a population living in a Borough which is classed with three others (out of a total of 97 LEAs) as having the highest levels of pupils likely to have additional educational needs. The indices used in arriving at this judgement were: children born outside the United Kingdom or belonging to non-white ethnic groups; children living in households whose head is a semi-skilled or unskilled manual worker; children living in households lacking exclusive use of one or more of the standard amenities, or living in a household at a density of occupation greater than 1.5 persons per room; children in one-parent families; children in families with four or more children; and pupils receiving free school meals in maintained schools.*

7. At the time of the inspection the LEA maintained three nursery schools and 43 nursery classes attached to primary schools, with 258 pupils and 2,002 pupils respectively. There were

*DES Statistical Bulletin 8/82

also 81 primary schools with 14,470 full-time and 1,709 part-time pupils; children are admitted to these schools at the beginning of the year in which they become 5 years old. At the age of 11 pupils transfer to one of the Authority's 10 secondary schools; these schools had 12,236 pupils up to the age of 19 in January 1984. Six of the secondary schools are mixed comprehensives, one is a girls' comprehensive, one a boys' voluntary controlled comprehensive and two are mixed voluntary aided comprehensives. The fall in secondary school rolls has led to school amalgamations, which took effect shortly before the inspections and are still in the transitional phase. The fall in pupil numbers has not been matched by a pro-rata reduction in teacher numbers.

8. In addition to its ordinary schools the LEA maintains six schools for pupils with special educational needs, and provides three tutorial units and three tutorial groups for pupils of secondary age. The 1981 School Language Survey, which was part of the Linguistic Minorities Project at the University of London Institute of Education, found that over 100 languages were spoken by children in Haringey and that nearly one third of pupils there used at least one language other than English. There is substantial provision in the Borough for the teaching of English as a second language (ESL) by means of an English language centre. The work of this centre and of all schools in the Borough is supported by an educational welfare service, a schools psychological service (which also directs the work of a small group of remedial reading teachers), a centre for reading, an English studies centre, a mathematics curriculum support group, a multi-

cultural curriculum support group and the centres for outdoor and for environmental education.

9. Haringey employs 1981 (full-time equivalent) teachers in its schools and supporting services, including some appointed under Section 11 of the Local Government Act 1966 to meet the needs of ethnic minority groups. In January 1983 the ratios of pupils to teachers in the various parts of Haringey's education system were better than the respective national averages (shown in brackets): in nursery schools it was 13:1 (20.1:1); in primary schools 19:1 (22.3:1); and in secondary schools 14.1:1 (16.5:1). In each case only three LEAs had better ratios. The Borough's 1983-84 budget implied unit costs for primary, secondary and special schools which were the second highest for English authorities. This budget provided for expenditure of 20% more on education (excluding school meals and milk) than the assessment of Haringey's Grant Related Expenditure for Rate Support Grant purposes.

10. To administer its education service, Haringey employs a chief education officer and a deputy; three further officers have overall responsibility for schools, for further education and for development, and there are six assistant education officers concerned with special needs, primary education, further education, secondary education, administration, and personnel. Assistant development officers deal with major works, minor works, furniture and equipment. There are fourteen advisers: a chief adviser, a secondary adviser, two primary advisers, ten specialist adviser posts (covering: mathematics, multi-cultural curriculum, craft, design and technology, languages, home economics, physical

education, science, English, special educational needs, music) and an advisory head teacher with responsibility for equal opportunities.

PRE-SCHOOL EDUCATION

11. By aiming to provide one nursery class for each form of entry to primary schools Haringey makes extensive provision for pre-school education. Work was seen in four nursery classes and in an early childhood unit, and for the most part it is of sound quality, well-guided and organised by the staff. The pre-school provision seen in Haringey is well-matched to need and generally of an acceptable quality, judged by national standards.

12. The main aims of pre-school education are to meet the educational, social and emotional needs of 'under fives' and to prepare them appropriately for full-time schooling. These aims are of particular importance in a Borough like Haringey with its cultural complexity and social deprivation. They were being met satisfactorily in most of the classes visited. The teachers had devoted considerable thought to planning pre-school work and they were often helped in their tasks by parents, for example where work involved the use of languages other than English. The best work was organised in such a way as to relate indoor and outdoor activities in a systematic way and to keep sessions moving at a lively pace. There was a noticeable link between this work and the fact that the teachers involved had taken advantage of the LEA's in-service training programme. These teachers were able to ensure, for example, that there was a wide and appropriate variety of materials with which children could

work and that there were distinct and helpful themes around which work was arranged. In spite of this generally sound pattern, there were one or two examples of poor or undemanding work.

13. Some work in reception classes was particularly effective and was clearly meeting the aim of easing the transition of children under five into full-time education. However, in one or two cases, more thought could have been given to achieving greater co-operation between nursery and reception classes to realise the full benefit and value of pre-school education.

14. The nursery classes in Haringey have a pupil to adult ratio of 8.5:1 compared with the national average of 10.4:1. However, the LEA reports difficulties in recruiting and keeping qualified nursery teachers and assistants. In offering nursery education, the LEA does not apply specific catchment areas, although understandably the majority of nursery pupils come from the immediate neighbourhood of the nursery classes. Admission to these classes is after a child's third birthday by arrangement with the school head.

THE PRIMARY SCHOOLS

15. The range of work and organisation of the ten primary schools was typical of that in the majority of English primary schools.* Although similar in organisation to that elsewhere and well provided for in terms of resources, the work rare-

*"Primary Education in England". A Survey by HM Inspectors, HMSO 1978

ly reached high standards and some of it was poor. There were, however, sufficient examples of good quality work to suggest that the wherewithal exists to bring more to the high level of the best.

16. Many of the pupils in Haringey primary schools, as in other inner urban areas, depend heavily on schools to supply them with emotional support, and the personal and social guidance more usually afforded by families. Such demands on teachers, while quite proper and understandable, may cause other aspects of school work to receive less attention than they need and deserve. In particular, this may be an underlying cause of the lack of pace noted in these Haringey primary schools; a lack of confidence and of self-esteem among pupils of all backgrounds may be another and related cause of poor performance.

17. Most of the teaching and learning took place in mixed ability groups. Occasionally, small groups were organised on the basis of their abilities in English or in mathematics. Similarly, groups of pupils were withdrawn in nearly all schools visited for remedial reading purposes, or for the teaching of ESL. In some cases the width of ability found in mixed ability classes has been exaggerated by a number of factors: the effect of falling school rolls, and the fact that there has been little reorganisation of primary schools, has brought about some classes containing pupils with age differences of more than one year; and the conscious decision in some schools to arrange classes in this way so that younger pupils may be able to learn from older ones. These arrangements, however arrived at, may inhibit the achievement of good standards of work.

18. All the schools took the development of language seriously and gave it a high priority. In addition to the language development normally found in primary schools, the LEA has correctly recognised the challenge of providing for the broad spectrum of ESL needs, stretching from those pupils who require to be taught English from the earliest stages to those whose home language, although English, is different from that normally used in schools. A variety of approaches to the teaching of ESL was seen, but an over-emphasis on reading (and occasionally on writing) at the expense of listening and speaking reduces the effectiveness of the LEA's ESL initiatives, valuable though they are.

19. The strong commitment to English language development in the LEA's primary schools fails to produce work of commensurate standards. Although some lively and successful work was seen with younger children, that pace and style seemed to peter out in the later primary years, and there were in use too many poorly conceived or unimaginative reading schemes depending on narrow selections of books. Also, only rarely was the opportunity taken to use poetry in developing the language and imagination of children. Work seen in one school, however, suggested that it is possible to improve standards and performance if different strategies are employed. In this case, a class of junior school pupils responded sensitively to a reading of Thomas Hardy's 'Snow in the Suburbs', delivered appropriately during snowy weather. The class went on to explore Hardy's imagery and to offer its own imaginative descriptions and interpretations on the theme of snow and the environment.

20. Work in mathematics was mainly acceptable, tending to follow commercially published schemes which were usually supplemented by materials developed by the schools. The strongest elements in mathematical education were the careful and planned progression, with the youngest children, from an understanding of the concept of magnitude to decimal fractions and to work concerned with money. As in the case of language there was some evidence that pace and demand faltered with older children who were too often engaged in undemanding or repetitive exercises when they were capable of rising to more serious challenges, particularly those concerned with the analysis and solution of real and practical problems.

21. Science of some kind was found in all the schools visited. Some of this was promising, although generally neither the schemes of work nor the performance of pupils was of an acceptable quality. There were some examples of work which indicated the standards that might be achieved, such as the class of six year-olds who were motivated and excited by relating a story about a 'magic mirror' to a scientific investigation of reflection and the elements of bi-lateral symmetry. Work of this kind which related language, science, practical skills and mathematics was not common.

22. There were other areas of the primary curriculum where indifferent schemes of work contributed to dull or undemanding class work. The treatment of history, geography and of social or environmental studies through topic work is a clear case in point. Work from year to year in this broad humanities field was often uncoordinated. Consequently, there was a lack of

properly paced progression from stage to stage and therefore of suitable and demanding work. Good work was associated with careful planning, as in the case of the class of 11 year-olds studying the water cycle, making visits to a local reservoir and recording weather patterns over a given period of time. Teaching religious education in an area containing such a mixture of religious beliefs is complex. Even allowing for this, the standards being achieved were poor, partly because few schools had developed schemes of work to assist the teachers, and the Authority's Agreed Syllabus gives little guidance.

23. Although there was concern about the teaching of religious education, school assemblies provided occasions when pupils could work on themes which brought together elements of music, drama and art. Some of these assemblies were imaginative and inspiring. They reflected standards of music and art which appeared on the whole to be higher than those prevailing in the humanities, although there was evidence of a lack of continuity between the generally good standards of music in infant schools and the more intermittent efforts observed in junior schools. Art work was broadly satisfactory, even though some slipshod results were noted when art was associated with ad hoc topic work.

24. The primary schools visited are well provided for by national standards. They are amply supplied with books, though some library collections require improvement. The Authority's art and craft loan collections support and encourage some good art work. All the schools visited had video-recorders, and four of them were adjusting to new curricular responsibilities

following their acquisition of micro-computers with associated word processors, in one such case with some outstandingly successful results in the teaching of ESL. Although the LEA gives good material support to these schools, the buildings are generally poorly maintained and occasionally shabby, despite the praiseworthy efforts of caretaking staff.

25. The schools are well provided with non-teaching staff who give valued assistance to teachers. A further resource is the help afforded by parents whose assistance is actively sought by the schools themselves. Parents were offering help in a wide variety of areas: home and school reading programmes, art, craft, cookery, school visits and work in mother tongues.

26. The overall picture in the primary schools visited is one of work which lacks sparkle and which fails to make appropriate demands on pupils who consequently tend to under-achieve. This cannot be ascribed to lack of resources. It is due in part to a lack of clear and consistent thinking by the LEA and by individual schools, about curriculum and organisation. There was some excellent and inspiring work which suggests that there is nothing peculiar to Haringey which prevents the wider achievement of such goals except, possibly, the absence of such standards being regarded as the norm across the Authority. While many classes seemed pedestrian in their goals and achievements, there were a few highly successful classes where teachers presented pupils with clear goals, helped them to know the difference between excellence and mediocrity, and assessed their work in helpful and constructive ways. It was in these classes that good work was

affirmed by being displayed, and that the resources made available by the LEA were used to good effect to motivate pupils and to stimulate their interest; these classes were also models of good behaviour. They would stand favourably in comparison with classes anywhere and ways should be found of generalising their achievements.

THE SECONDARY SCHOOLS

27. Four of Haringey's ten secondary schools were inspected by teams of HMIs, for one week each. Although not a representative sample, these schools clearly exemplified some of the LEA's problems: two of them had been amalgamated in 1983 and were currently operating on split sites; two had marked imbalances between girls and boys; and three served areas of social and economic deprivation. The schools all had to face the educational challenges of considerable ethnic and cultural variety among their pupils, though only one was found to have any hard information on the ethnic origins of its pupils. The curriculum in these schools was similar to that commonly found in secondary schools,* although the standards of work were generally below those found in comparable schools elsewhere.

28. The four secondary schools inspected were reasonably resourced and well staffed. However, whether in relation to examination results or to the general quality of work and life within these schools, the picture is rather depressing. All four are affected by one or more of: a higher than

* "Aspects of Secondary Education in England." A Survey by HM Inspectors of Schools. HMSO 1979

average incidence of non-attendance; disruptive or unacceptable behaviour; and undemanding work. This is not to deny the presence of some work of real promise and some courteous and civilised behaviour. The central problem is how to make these instances of commendable work and behaviour the norm in all of these schools.

29. The intakes of the schools tended to reflect the social composition of their immediate neighbourhoods. Nevertheless they drew their pupils from fairly wide catchment areas: one secondary school took pupils from as many as 40 primary schools and another from about 30 primary schools. Having such a large number of contributory schools places a high priority on the planned continuity of curricula, and makes successful practice hard to achieve. This consideration appeared to have received insufficient attention. As with the primary schools, the secondary schools tend to serve a wide variety of ethnic groups. There is no evidence to suggest that any ethnic group is disproportionately represented in lower ability classes, or in non-examination courses. The fact seems to be that many pupils in these schools, whatever their ethnic or social origins, are likely to achieve less than they might. Overall, little work of distinction was seen. In all four schools, work in no more than half the subject areas was of broadly acceptable quality and half that seen was unsatisfactory or poor.

30. Nonetheless, there were examples of effective work. English was satisfactory in all four schools and occasionally was outstanding. Dance and drama, even if limited in scope, reached high standards in two of the four schools. Mathematics displayed some promise, notably where

the teaching was in the hands of enthusiasts. Satisfactory and occasionally good work was recorded in some other areas: music, computer studies, science and religious education. Careers education was generally under-developed, although there was good work in related fields. For example, in one school contact with the Schools Council Industry Project had helped pupils to develop an understanding of local industry by visiting places of work and listening to outside speakers. However, for some pupils in other schools, opportunities for work experience were limited and, where they existed at all, required improvement in their administration. Work in science was not uniformly acceptable. It was found to be one of a number of subjects (physical education, music, craft, design and technology, the humanities, art, home economics, modern languages, economics and business studies) where standards were poor in one or two of the four schools visited.

31. The examination results in the General Certificate of Education (GCE) Ordinary level and the Certificate of Secondary Education (CSE), obtained by pupils in Haringey schools generally in 1983, showed a slight improvement over those obtained in 1982. But they were disappointing, and those in most of the schools inspected extremely so. In the Borough as a whole the percentage of fifth year pupils gaining no graded

result was 18% against 10% nationally;* 42% of fifth year pupils achieved one or more GCE grades A-C or CSE grade 1 (the higher grades) compared with 52% nationally; and 11% gained five or more higher grades compared with 23% in the country as a whole. Performance in English and mathematics reflected these levels: the proportion of Haringey pupils obtaining a higher grade in English language was 21% and in mathematics 16% compared with national figures of 30% and 23%; the figures for the schools inspected were 15% for English and 11% for mathematics. Taking account of socio-economic factors, examination results in Haringey were below the levels that might be expected.**

32. One reason for poor standards was the general absence of broad and coherent curricular planning. For example, although mathematics was showing signs of improvement, nevertheless the range of numerical skills being developed was rather limited and pupils lacked confidence in handling numbers. This is a problem which would affect the quality of their work in some other subjects. In one home economics department, for example, the teachers performed most of the weighing and measuring tasks and failed to develop the mathematical skills of pupils in ways that

* The national figures in this paragraph are drawn from the DES School Leavers' Survey 1983, are based on a 10% sample and are not directly comparable with fifth year figures alone since they apply to all leavers including sixth formers. See also paragraph 43 of this report.

** DES Statistical Bulletin 16/83

would build upon and reinforce the work done in mathematics. Similarly, while oral work was encouraged in English classes, there was far too little of it in most other subjects.

33. Another cause of poor quality work was the fact that in two schools pupils' work had not always been marked, which was especially disheartening when that homework had been carried out as required. In one school staff absence was at a serious level and occasionally full curricular cover had proved impossible, even though the PTR was 12.8:1 and the LEA allocated further teachers to cover absence. Whatever the reasons for this state of affairs, it threatened the quality of work in the school and set questionable standards for pupils.

34. In spite of the presence of such serious problems, the evidence of the visits is that many of the teachers perform their duties conscientiously. They are not helped in their efforts, however, by various organisational deficiencies which almost certainly contribute to the poor standards of work described. Some aspects of staff and curricular organisation illustrate good practice and it could be more common than it is. The responsibilities of senior academic and pastoral staff are usually clearly described in staff handbooks and there are arrangements for meetings to bring these two interests together. These arrangements are valuable, although some are unduly elaborate and may occasionally produce misunderstandings. The attempts by three of the four schools to bring together different individual subjects in faculties appear to have been less successful, although their ultimate aim of ensuring that all pupils have broad and balanced

curricula is a praiseworthy one and should be pursued.

35. Most pupils in the schools visited followed a broad and common programme in their first three years, often in mixed ability groups with some selection by ability in certain subjects (modern languages and mathematics in particular), followed by a more limited and specialised programme in years 4 and 5. When pupils come to make their choice of a course of study for years 4 and 5, they are offered advice and help by teachers who try to encourage them to maintain a balanced curriculum, usually consisting of English, mathematics, a science, one of the humanities, a creative subject, and a programme of social, moral and health education. In spite of these efforts, there are some unwise choices, as in the case of those pupils who chose to do no science in the fourth or fifth form - an important omission in a society increasingly dependent on science and technology.

36. A responsibility taken seriously by the schools was that of ensuring that, where appropriate, their curricula reflected the multicultural nature of the communities they serve. The schools took this into account in: the selection of appropriate books and themes for treatment in classes; appropriate in-service training for teachers; and, in one case, a conscious policy of acquiring Afro-Caribbean and Asian magazines and journals. Initiatives of this kind may well have contributed to the harmonious and friendly relationships observed between pupils of different ethnic backgrounds.

37. The good relationships in the ethnic field were not always mirrored elsewhere. In at least two of the secondary schools inspected there were social and behavioural problems of a kind that rightly caused concern to parents. These problems took a variety of forms: poor attendance rates (about 80% in the fourth and fifth forms of two schools); unreasonable disturbances in lessons in one school; open hostility and disaffection by members of the fourth and fifth years in another school. In one of the four schools relationships between pupils and between pupils and staff were good. But in a further school reasonable relationships appeared to be maintained by the staff not demanding high standards of work and behaviour and allowing matters to drift - a dangerously counter-productive policy in the longer term.

38. It would be of immediate benefit to the secondary schools inspected if they had clearer aims and objectives, in both pastoral and curricular matters, and devoted more time and thought to the question of assessment; that is to say how the teachers, pupils and parents as well as other interested parties might know what is intended and how it is to be pursued and achieved. The approach to clarifying and setting such objectives should be a wide one, but sufficiently detailed for the debate to be about defined issues rather than diffuse generalities. Pupils of all abilities have a wide range of needs and there are signs that some of the under-performance noted arises from inadequate perceptions by the teachers of the potential and needs of individual pupils and teaching groups. This applied to some extent in all kinds of groups but was particularly noticeable in mixed ability classes where much of

the work tended to be undifferentiated, slow in pace and lacking in variety.

39. The under-performance noted does not appear to result from inadequate resources. The many problems associated with split-site accommodation, still very evident at the early point in reorganisation when the inspection visits were made, undoubtedly make the effective deployment of teachers and other resources more difficult than is usually the case. The schools are well supplied with staff by national standards; they had pupil:teacher ratios better than the national average of 16.3:1-16.5:1 (for schools of 1,001-1,500 pupils such as the ones visited), and contact ratios* of 67%-76% compared with the national average of 78%. Two-thirds of the teachers are graduates, and of these three-quarters have formal teaching qualifications. There is a good and appropriate match between the qualifications of the teachers and the subjects they are asked to teach. There is also a degree of ethnic mix in the teaching force that reflects the ethnic diversity of Haringey. There is no formal LEA induction programme for new entrants to teaching, but this is offset to some extent by the schools' own efforts in this direction. However, new teachers are not given time for induction programmes on the timetables; induction work has to be carried out at the end of a school day. This may play a part in reducing the effectiveness of the LEA's numerically ample teaching force.

* Contact ratio is a measure of the proportion of the timetabled week that teachers spend in teaching contact with pupils as distinct from administration, preparation, marking etc.

40. While overall levels of resources are satisfactory, there are some gaps, occasioned partly by wear and tear and partly by an under-estimation of requirements, probably arising from the complex process of amalgamation. Levels of capitation are adequate and could be more so if the husbanding and disposition of material were more systematic and more regularly evaluated. For example, some of the duplicated material seen during school visits was of an indifferent quality and made trivial demands upon the pupils. One school had an adequately stocked library, but the remaining three seemed to offer a selection of books below the expected quality and quantity for schools of their type and size. On the other hand, increasing use is being made of videotapes and microcomputers, sometimes where expected (for example, in mathematics and in the sciences) and occasionally where not, such as in art.

41. The accommodation of these secondary schools is deficient in a number of ways. Three of the schools were on split sites (two, transitionally, as a result of the recent reorganisation) and journeys from one site to another can take up to half an hour with a consequent disruption to school life. Whether on split-sites or not, the fabric of the schools gives rise to concern. Most interiors and exteriors require decoration, and there are defects because of a backlog of maintenance. The prolonged confusion brought about in one school by the necessary attention to problems associated with asbestos, affected standards of work and behaviour. Some departments had good accommodation which was grouped in adjacent rooms. On the other hand, there were examples of shabby interiors aggravated by poor or unimaginative

display policies, which set low aesthetic standards for the pupils. Sixth form accommodation in three of the schools visited was bad and lowered the morale of the sixth formers concerned, who spoke of the depressing effects of poor accommodation, particularly in social and library areas.

42. In addition to the varied and valuable contribution made by the adequate number of non-teaching staff, these secondary schools, like the primary schools visited, are fortunate in enjoying the help and support of parents. Parents welcome invitations to attend evening meetings in order to meet teachers; a further reason why it is necessary for the schools to have clear teaching and learning objectives and systems of assessment by which they can describe clearly what is intended and how pupils are progressing. One school had been designated a community school; there were some promising developments here, although there was also uncertainty in the school about the LEA's policy concerning the nature of community schools, including for instance: regarding the particular curricula they should offer; how staffing contracts should be designed; and how best to manage dual-use facilities.

Sixth Forms

43. There was some work of good quality though little of distinction in the sixth forms of the schools visited. They were making conscious efforts to cater for a growing range of pupils wishing to stay at school after the age of 16. Staying-on rates to school sixth forms in Haringey as a whole for 1983-84 were 40%, as compared with a national average of 28% (although in other

authorities there is greater transfer to FE). The schools offered sixth formers a reasonable range of courses based on the requirements of GCE O level; the CSE and, in one or two cases, the pilot Certificate of Extended Education (CEE). This is reflected in the proportion of O level candidates in the sixth form: 28% in the schools visited, compared with 30% in Haringey as a whole and only 15% nationally. This might suggest that some Haringey students take longer than is usually the case to achieve results at a particular level.

44. Between them the four schools also offered fifteen GCE Advanced level courses; this is a small number by national standards. The relatively small numbers on A level courses in each sixth form inevitably either caused the offer of subjects to be limited to the popular ones attracting economically sized groups; or, if a wider range of courses were provided, led to small groups which were undesirable on educational and economic grounds. Generally, group sizes were acceptable (the average was about nine pupils), but there were a few classes which were far too small (for example with only one pupil). None of the schools visited has cooperative arrangements with other schools for A level teaching, except in music. The proportion of the A level entries gaining grades A-E was 52% in these schools, compared with 66% in Haringey as a whole and 68% nationally. Thus, while the LEA's schools generally seem to do relatively well by the small number of students who stay on to take A levels, the performance of the schools visited is again disappointing.

Links between the Schools and Further Education (FE)

45. In one of the schools, some sixth formers spent part of each week at a nearby college of FE studying for the Business and Technician Education Council (BTEC) General Certificate. Occasionally, pupils from the same school follow GCE Advanced level courses at the same college. However, within Haringey, the biggest single initiative in the field of school/FE links concerns the City and Guilds (CGLI) 365 Foundation Course where six of the ten secondary schools are involved in links with FE. A further initiative is planned in which all secondary schools will link with FE in a strategy built around the proposed Certificate of Pre-Vocational Education (CPVE).

46. At the moment there are about 100 secondary school pupils working on CGLI 365 courses at either Haringey College or at Tottenham College of Technology. College staff need to be more clearly aware of the backgrounds and previous experiences of the pupils if the full value of these courses is to be realised. However, one of the factors adversely affecting this valuable initiative is the low level of attendance of some of the students involved. For example, only 6 students out of a possible 13 were present at a session on a Science Industries option. There is also a lack of imaginative planning, for example in the general failure to arrange visits to places of work in industry and commerce, a gap in provision which leaves the courses rather flat and unattractive.

THE SPECIAL SCHOOLS AND TUTORIAL UNITS

47. The Authority offers a wide and varied set of opportunities in ordinary schools for children with special needs of one kind or another. In addition, there are six special schools: four which operate independently and two which work in collaboration with ordinary schools. The first group includes: a school for children with moderate learning difficulties; one for children with severe learning difficulties; another for children with emotional and behavioural difficulties; and a fourth, on Hayling Island, for children deemed likely to benefit from residential experience. These four schools are adequately staffed but are indifferently accommodated. Some aspects of their curricula have been planned with care, but there are some clear deficiencies in the general education of older pupils, notably in art, craft, home economics and science, and particularly so in the case of the school for emotionally and behaviourally disturbed pupils. The quality of care shown in these schools is good; the need now is for better planning of the curriculum to provide the necessary degree of progression and more challenging work.

48. Haringey also maintains a school for physically handicapped pupils a number of whom, while on the nominal roll of this school, are integrated into the life and work of one of the secondary schools visited. This integration is commendable in intent and shows promise in its effects, although the toilet accommodation for these physically handicapped pupils is poorly situated. Some of the administrative complexities arising from the dual status of these pupils (on the roll of one school while working in another)

appear to result in unnecessary anomalies regarding capitation and the disposition of resources.

49. There is a most unusual arrangement for hearing impaired pupils in Haringey: a dispersed special school. The arrangements made possible by this school (which also receives pupils from the London Boroughs of Enfield and Barnet) are varied and flexible. For example, pupils may be taught in their own local primary or secondary school while being given daily help from teachers of the hearing impaired who are based at the special school. Other pupils divide their time between ordinary schools and the dispersed school. It appeared that these suitably staffed arrangements worked well and that hearing impaired pupils were accepted readily in ordinary classes with the teachers there paying appropriate attention to their needs. Hearing impaired pupils were also enabled to attend the LEA's outdoor education centre in Wales.

50. Haringey operates three tutorial units (with a maximum of 12 pupils each): one for children with a history of school refusal; another for pupils over the age of 15 who are felt unlikely to integrate into the life of the secondary schools; and a third for older pupils who have been suspended from school and are felt unlikely to return. The staff at the two last mentioned units have arranged curricula which offer some GCE and CSE courses. There are also three tutorial groups providing part-time education for up to 12 pupils for 12 hours per week. These groups are staffed in each case by two part-time teachers and a part-time youth worker.

51. The staffing and accommodation of these tutorial units and groups are generally satisfactory, but there have been difficulties in designing coherent and appropriate curricula for pupils, as is often the case in units of this kind. Science in the curriculum of these small units presents particular difficulties because of its highly specialist demands. Generally, there tends to be too much reliance on work associated with undemanding and repetitive tasks. Nevertheless, there is evidence that the pupils in these units and groups are developing more positive attitudes to education than might have been the case before they were referred to these centres, and it is encouraging to find that a significant number of older pupils seek entry into FE. These are creditable achievements and reflect the good working relationships established by staff and pupils.

THE YOUTH SERVICE AND THE SCHOOLS

52. One of the schools visited has both a head of community education and a youth tutor. At this school there is a range of adult educational activities as well as youth club activity five times a week. A second school has a head of community education and the appointment of a youth tutor is being considered. In one other school in the Borough, there is a youth tutor. The LEA's youth and community service supports a number of school-based clubs in which both staff and members come from a variety of ethnic backgrounds and where relationships seem friendly and behaviour is responsible. One youth group which exemplifies this successful and positive approach to youth work is a girls' club which provides the kind of environment which enables Muslim girls of Turkish

Cypriot and Asian family origin to attend and take part in the activities. Other initiatives include the Duke of Edinburgh's Award Scheme for older pupils, and an arrangement whereby 400 junior school pupils, from 15 schools, are involved in a junior citizens' award scheme.

53. Within the range of youth service activities, there is considerable scope for continued development, given appropriate policies and the related management structure. Both would have to take into account: the better use of recreational facilities; the need for more systematic links between schools and youth clubs; and the need for policy and practice to set out to use the youth service as a bridge between school and out-of-school life.

PROFESSIONAL SUPPORT AND DEVELOPMENT

54. The advisory service of the Haringey LEA has a wide set of responsibilities and a demanding workload. The pressures of work necessarily arising in recent years from school amalgamations and other administrative matters have reduced the capacity of the advisers to devote time to the professional development and support of teachers. It is to their credit that some have found the time to maintain an in-service training programme for Haringey's teachers.

55. The work of the advisory service has not always been helped by a tradition of advisers working independently, which prevailed until recently and which may have inhibited the development of systematic procedures for identifying in-service training needs and designing a continuing programme to meet them. The evidence

from the visits to the schools suggests strongly that many of the teachers are in need of professional assistance with regard to such matters as classroom management and the design of appropriate schemes of work. Since some advisers appear to visit schools more than others (a state of affairs which must reflect their varying responsibilities and workloads as well as the lack of an agreed policy and practice on this question) it follows that teachers working in some areas of the curriculum, and in some schools, may not have their professional needs identified with the requisite speed and clarity. It is a high priority for Haringey's advisory service to develop a more systematic framework for identifying such needs.

56. The in-service training which is arranged by the LEA is administered, for the most part, by the Haringey teachers' centre. The courses are numerous and they cover a wide variety of themes with the balance of provision leaning towards the primary sector. The range of courses offered, however, tends to embody the individual perceptions of given advisers. There is additional in-service training available to teachers in Haringey, occasionally based on schools and sometimes taking place on courses outside the Borough.

57. While there are in practice many helpful opportunities for in-service training it is not clear that the pattern of courses reflects the actual needs of teachers. Nor is it clear that the follow-up of these courses is as methodical as it should be in order to ensure that teachers who attend courses actually make their training effective in the classroom, or share their experiences with their colleagues.

58. One area in which Haringey has a clear and coherent support policy for its teachers is in the field of multi-cultural education. The LEA employs a multi-cultural curriculum adviser and maintains a multi-cultural curriculum support group. All teachers in this latter group are assigned schools which they are expected to visit at least once each term. Consultative help is available for teachers requiring assistance, and the multi-cultural curriculum support group reinforces these initiatives by developing a wide range of materials to support classwork at all levels. These materials are often of a high quality. However, their adoption by teachers in the schools concerned can be fitful, possibly because the teachers are not always sufficiently involved with those designing and publicising the materials. Bringing producers and consumers together in this way might bring about a more effective return on the time and effort expended in this enterprise, in terms of improved teaching and learning.

59. The language and reading centre appears to be well used and it is claimed that teachers from about half Haringey's primary schools have used the centre at one time or another. The centre offers a wide stock of reading materials and schemes, as well as an in-service training capability and a consultancy service. The LEA also runs an English Language Resource Centre to assist schools in their ESL work. This centre has a head and some 34 full-time equivalent teachers, divided equally between primary and secondary. Although the ESL service emphasises its philosophy that the teaching of ESL is a responsibility to be shared between it and the teachers in the schools, the success of this approach is rather limited at

present, and the LEA may need to make these shared responsibilities more explicit.

60. The Campsbourne environmental education centre in the Borough is a modest resource which appears to be effective and very popular, particularly with teachers and pupils in primary schools. Work seen at Campsbourne was of a good quality. As well as making realistic demands on pupils who were studying animal life, it afforded some in-service training for the teachers involved and also enabled parents to make a contribution to school work. Pendarren House, the LEA's residential outdoor education centre in Wales, offers a somewhat broader and more adventurous range of experiences, and contributes significantly to the education of primary and secondary pupils.

OTHER SUPPORT SERVICES

61. Haringey's educational welfare service (EWS) consists of a chief education welfare officer (CEWO) and 14 other officers (EWOs), and is mainly concerned with ensuring pupils' attendance at school in a fit state to benefit from the education provided. Over half of the Borough's EWOs have attended courses appropriate to their work, and most of them are men and women of long service and experience. The EWS provides constructive and effective help to schools. While its duties have been clearly set out by the CEWO, the service might be still more effective if proper criteria were established for referral, particularly in the primary and early secondary years, and if the effectiveness of home visiting were more carefully monitored. At present, the LEA has no planned in-service training programme

for the service, nor a policy of staff development for its individual members.

62. In each of the secondary schools visited there were school-based qualified social workers from Haringey's social services department, who provided a much valued link between schools and the pupils' families. These social workers sometimes shared premises in schools with EWOs, to the benefit of both parties.

63. The schools psychological service (SPS) consists of 7.5 full-time equivalent educational psychologists (EP) who have administrative responsibility for six peripatetic remedial teachers and seven teachers working in 'opportunity classes' in primary schools. Unlike some services described in this report, the work of the SPS is based on a policy set out in a substantial document, published in 1983. This policy states that each EP should work on a consultancy basis from one of three clinics and should visit a given group of schools regularly. Schools appear to appreciate and value this service. A number of instances were seen when there was effective intervention by a skilled EP. In spite of the indications of the establishment of an effective policy, the schools visited were unclear as to its precise nature. The Authority is currently taking steps to publicise and explain the policy, so as to derive the maximum benefit.

COMMENTARY

64. Haringey, as well as having to cater for the broad mass of responsibilities that fall to any LEA, has to face challenges that in kind and degree are peculiar to a minority of inner urban

authorities: sharply falling pupil numbers, great ethnic diversity, a shrinking industrial base, high unemployment (particularly among young people), and widespread economic and social deprivation. The nursery classes, primary, secondary and special schools inspected constitute only some of Haringey's schools. How far what is said in this report is typical of the larger number of schools in the Borough is for the LEA to decide in the light of its much more detailed and long-standing knowledge.

65. There was some good work in the schools inspected, particularly in the pre-school classes and in the younger classes of the primary schools. English in the secondary schools was generally good, some of it notably so; and multi-cultural developments in the first three years of the secondary schools were characterised by careful planning and attention to detail. But, with a few notable exceptions, the quality of the rest of the education being received by older junior and secondary pupils ranged from mediocre to poor.

66. The examples of effective teaching and learning were closely associated with a clear identification of pupils' needs and potential, and high expectation of them by their teachers. But this good practice was not common. More usual was poor quality work characterised by low expectations of the pupils, a general failure to stretch them to reveal or reach their potential, and poor behaviour by some secondary pupils. External examination results were poor by national standards, even allowing for the many difficulties facing schools in an area like Haringey. Understandably, some parents are seriously concerned

about the quality of the education being received by their children.

67. The Authority provides well for education, by national standards, in both human and material terms. Its pupil:teacher ratios are bettered by only three other English LEAs and its unit costs per pupil, in all types of school, are the second highest in the country. In addition, the authority provides a substantial network of advisory and support agencies to assist and guide teachers in their work. Despite this level and range of provision, much of what was taking place in the schools and classrooms inspected was failing to prepare many of the pupils appropriately or adequately for the next stage of their education, or for adult and working life. As neither the Authority nor its schools keep pupil records that indicate ethnic groupings, it was not possible to determine whether any particular group fared better or worse than others. The impression gained in the schools inspected was that, regardless of ethnic background, few pupils were receiving overall the quality of education they need and have a right to expect.

68. The causes of this state of affairs are not to do with a shortage or absence of resources. Rather they lie with the quality of much of the teaching; a shortage of effective leadership and planning at many points in the system; inadequate checks on whether or not available resources and support agencies are being used to best effect; and shortcomings in the oversight of teaching and learning.

69. Bringing about improvements will not be easy. It calls for a raising of the sights of all

those involved in providing for education in the schools visited, coupled with guidance, action and evaluation aimed at translating objectives into effective practice. There is an urgent need, at LEA, school and classroom levels, for clarity and agreement about priorities and for the speedy development of programmes that clearly identify where responsibilities lie for specific action aimed at improving educational practice and raising standards.

70. Among these priorities, LEA guidelines for nursery education, agreed job descriptions for the numerous primary school postholders, curricular objectives for the curriculum in junior and secondary schools, and an in-service training programme targetted on the identified needs of particular groups of teachers, should all feature prominently. More particularly, the secondary advisers need to develop an in-service programme, comparable to that provided for primary and pre-school teachers, that focusses on such matters as classroom management, particularly in relation to mixed-ability groupings, and on the differentiation of teaching to cater for pupils of different ages and abilities.

71. Each of the schools, with support and guidance from LEA officers and the advisers, should establish its priorities for action to raise the standards of teaching and learning. For example, there needs to be a thorough-going review of the overall curricula and syllabuses to clarify aims and objectives and to identify areas in need of change; and to devise patterns of organisation, teaching styles and methods thought likely to achieve them. Particular attention should be paid to: encouraging the practical applications of

knowledge and skills; the continuity of teaching and learning within and across courses and phases; pace, progression and the means by which pupil learning is to be assessed and the work of schools and teachers evaluated. Once agreed, all this needs to be explained to all who have a part to play as well as all those who will be affected by what is planned.

72. Poor attendance is a serious problem, particularly among older secondary pupils, and the LEA, in co-operation with the schools and the EWS should develop particular strategies intended to improve attendance. The effective work of one of the secondary schools inspected, in devising and carrying out such a programme, provides both a clear indication that improvement is possible and a model for others to examine and build upon.

73. There is no shortage of suitably qualified teachers in Haringey's schools nor mismatch between their qualifications and tasks. But more of their work needs to be characterised by the features of the best that was seen. That teaching showed that the teachers had: sound understanding of and enthusiasm for what they were called upon to teach; high expectations of pupils; a refusal to settle for slipshod work; an informed and understanding perception of pupils' learning needs; the ability to vary teaching styles to suit particular purposes; the ability to sustain enthusiasm despite frequent setbacks and disappointments; and a sense of purpose exemplified in their plans of work and in their teaching. To make the most of such good teaching and to bring the rest nearer to it calls for good leadership and management at every level of the schools and of the LEA.

74. Means need to be found to achieve a situation in which those who work at every level in the education service in Haringey are capable of maintaining high expectations and standards, and do so. This is not a problem unique to Haringey. It is shared by other authorities, particularly those with similar urban environments and the attendant difficulties which, in their immediacy, press hard upon the work of senior officers and heads, often limiting their scope to appraise where things stand now and how they might be improved.

75. In terms of the levels of teachers and other resources, Haringey is well placed to discharge its current responsibilities to its pupils and their parents. It has a good record of identifying needs and providing the resources to meet them. Necessary as this action is, it is not sufficient. The work seen in the schools inspected demonstrated repeatedly the gap between intentions at one level and outcomes at another. Across the LEA as a whole, there is a need to raise the levels of educational thinking and practice so as to establish, as a norm, high expectations of adults and children and a conviction that the mediocre or the second rate will not do, and cannot be justified by listing the difficulties of the area.

76. Like schools elsewhere, those in Haringey have to meet the educational demands currently made on the education service and also the challenges created by changing circumstances and developing national expectations. In these circumstances schools cannot stand still, and those inspected in Haringey have not only to resolve their problems in the interests of their present pupils, but need to do so to provide a

sound basis of practice and achievement upon which
to build necessary changes and development.



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ENGLISH SCHOOL LEAVERS 1982-83

This bulletin presents statistics of the examination achievements and the intended destinations of those who left English secondary schools during the 1982-83 academic year. Particular attention is given to recent trends in these data. The results are derived from the annual school leavers sample survey which collects information from all secondary schools in England (excluding special schools) of the number, by sex and age, of school leavers and, for an approximate 10 per cent sample of these leavers, further data on their academic achievements and intended destination. As a result of this method of data collection many of the analyses are subject to sampling error.

Summary of main results

The total number of English school leavers rose by 14,400 to 765,500 in 1982-83 compared with the previous year (table 1).

The increase in the total number of school leavers was due to a rise in the number of leavers across all age groups with more, proportionately, from the first year sixth form and above¹. As a proportion of the age group, 67.4 per cent of pupils left school at the completion of five years secondary education, an increase of one and a half percentage points compared with 1981-82 (table 1).

There was a decrease of just under one percentage point compared with 1981-82 in the proportion of leavers who intended to go on to some form of full-time further education immediately after leaving school. Similar decreases occurred for boys and girls. The proportion of girls intending to directly pursue full-time further education remained 9 percentage points above that for boys (table 2).

The proportion of leavers with no graded results at CSE/GCE O level continued to fall; by one percentage point to 9.6 per cent in 1982-83 compared with the previous year. The raising of the school leaving age in 1971-72 obliged all secondary pupils to remain at school during the year in which examinations are commonly taken. Since 1971-72 the overall proportion of leavers with no graded results has been reduced by more than three quarters (table 3).

In 1982-83 the number of leavers with two or more A level passes expressed as a proportion of the 17 year old age group increased by a quarter percentage point to 13.4 per cent; there has been an increase of slightly more than one percentage point since 1971-72 (table 11).

Just under 14.5 per cent of school leavers from the maintained sector in 1982-83 had obtained at least one A level pass and a further 38 per cent not having an A level pass had obtained at least one higher grade O level/CSE result. Similarly, 63 per cent of school leavers from independent schools had achieved at least one A level and an additional 31 per cent at least one higher grade O level/CSE pass. Within the maintained sector, the proportions of school leavers from grammar schools achieving these levels of academic qualifications were broadly similar to those of leavers from independent schools (table 6).

Over one quarter of school leavers from grammar schools intended to pursue a degree course as compared with just under one third of school leavers from independent schools (table 6).

1. Leavers at age 16 or above at the previous August 31.

Eighty-seven per cent of school leavers in 1982-83 had attempted English at O level or at CSE and 82 per cent had attempted mathematics (table 7).

Mathematics and English were the subjects for which school leavers had most passes at A level. With the exception of English, both physics and chemistry had greater numbers of A level passes than any of the arts or social science subjects.

When pupils leave

Table 1 shows that in 1982-83 the proportion of pupils leaving school in England during the year in which they reached the minimum school leaving age increased by just over 1.5 percentage points compared with 1981-82. This is a reversal of the previous trend toward increased staying on after the minimum school leaving age. In 1982-83 however there continued to be marked increases in the proportions of the appropriate age groups leaving school during the first and subsequent year sixth forms — a consequence of school pupil staying-on decisions of preceding years.

Table 1 School leavers in England
Percentage of each age group leaving school and percentage of leavers by term of leaving

	1971-72	1979-80	1980-81	1981-82	1982-83	1982-83 (000s)
Leavers by age at previous 31 August as percentage of the age group ¹						
14	35.5
15	31.3	68.9	66.1	65.8	67.4	514.5
16	8.4	9.8	9.7	11.5	12.2	94.3
17 and over ²	17.9	18.0	18.3	19.3	19.8	156.8
Leavers in each term as percentage of all leavers						
Autumn	3.5	2.1	1.9	2.0	2.1	15.8
Spring	14.1	6.7	6.4	6.1	6.2	47.1
Summer	82.4	91.2	91.6	91.9	91.7	702.3
Total leavers (000s)	606.6	750.7	734.0	751.1	765.5	765.5

1 Derived from GAD estimates of the population.

2 Leavers aged 17 or over as a percentage of the 17 year old age group.

There was little change in the proportions of pupils leaving school during each of the three school terms. Approximately 92 per cent of school leavers do so during the summer term.

Destinations on leaving school

The intended destinations of school leavers are presented in table 2.

The table shows that in 1982-83 there were broadly similar decreases in the proportions of both boys and girls intending to pursue full-time further and higher education courses compared with the previous year. These decreases follow the significant growth in the proportions that occurred up to 1981-82. Twenty three per cent of boys leaving school in 1982-83 intended to go on to full-time education compared with nearly 32 per cent of girls.

Considerable differences exist in the destinations of boys and girls on leaving school. As a proportion of the number of school leavers, boys continued to show a greater propensity to follow degree courses than girls, but over recent years the proportion of girls doing so has risen more rapidly than that of boys. Although, overall, there were only small changes in 1982-83 in the numbers of boys and girls

Table 2 School leavers in England
Percentage of leavers by intended destination

	1971-72	1979-80	1980-81	1981-82	1982-83	1982-83 (000s)
Boys						
Destination						
All full-time further education	19.1	17.8	22.2	23.7	23.0	89.7
Degree courses	8.5	8.6	9.3	9.1	8.5	33.1
Teacher training courses	1.3	0.1	0.2	0.2	0.1	0.4
GCE A level courses	1.5	2.0	2.9	3.0	3.3	12.7
GCE O level courses	1.8	1.4	1.8	1.7	1.6	6.1
Secretarial courses	—	—	—	—	—	0.1
Other professional and vocational courses	6.0	5.6	8.0	9.7	9.6	37.3
Available for employment ¹	71.2	73.5	67.8	65.5	65.5	255.5
Not known	9.7	8.7	10.0	10.8	11.5	44.8
Total	100.0	100.0	100.0	100.0	100.0	389.9
Total leavers (000s)	312.6	383.9	374.4	382.2	389.9	389.9
Girls						
Destination						
All full-time further education	24.0	27.2	32.0	32.8	31.8	119.4
Degree courses	4.6	6.4	6.7	6.9	6.5	24.6
Teacher training courses	5.0	0.6	0.7	0.7	0.6	2.4
GCE A level courses	1.4	2.7	3.4	3.7	3.6	13.4
GCE O level courses	1.3	1.7	2.3	1.9	2.0	7.4
Secretarial courses	4.9	5.0	5.2	4.7	4.3	16.0
Other professional and vocational courses	6.9	10.8	13.7	14.9	14.8	55.6
Available for employment ¹	68.6	64.2	58.4	56.6	56.9	213.8
Not known	7.3	8.6	9.7	10.6	11.3	42.4
Total	100.0	100.0	100.0	100.0	100.0	375.6
Total leavers (000s)	294.0	366.8	359.5	368.9	375.6	375.6

1 Including leavers going to temporary employment pending entry into full-time further education.

intending to directly pursue full-time education on leaving school as compared with 1981-82, there were marked decreases in the proportions intending to do so aged 16 and over. These include a decrease in the propensity of boys aged 17 and over intending to read for degrees (partially offset by an increase in the proportion leaving for A level courses) and, to a slightly lesser extent, for girls in this category.

Recent trends in examination achievements before leaving school

There was a marginal increase to 17.1 per cent in the proportion of school leavers with one or more A level passes in 1982-83 as evidenced in table 3. This follows a rise of half a percentage point in 1981-82 following a percentage point increase in 1980-81.

Because these comparisons will be affected by changes from year to year in the age distribution of leavers, the number of leavers with A level passes is conveniently expressed as a percentage of the 17 year old age group. On such a basis there was an increase between the latest two years of one third of a percentage point to 16.6 per cent (table 9).

Although most of the 16-18 age group who study for A levels do so at school, a significant proportion pursue these studies in colleges of further education. Students under 19 who passed one

Table 3 School leavers in England
Percentage with different levels of qualification

	1971-72	1979-80	1980-81	1981-82	1982-83		
					Boys	Girls	Total
Total leavers (000s)	606.6	750.7	734.0	751.1	389.9	375.6	765.5
Examinations attempted							
No examination	42.4	11.0	10.4	9.7	10.2	7.1	8.7
CSE but not GCE	14.7	30.9	30.7	29.5	29.7	26.9	28.3
GCE O but not A level	24.4	40.5	40.5	41.6	40.6	46.7	43.6
GCE A level	18.5	17.5	18.5	19.3	19.6	19.2	19.4
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Examination achievements							
1 or more A levels	16.2	15.6	16.5	17.0	17.4	16.9	17.1
No A level passes but 5 or more higher ¹ grades in O levels/CSE	8.4	9.4	9.6	10.1	9.2	11.4	10.3
1-4 higher ¹ grades	19.3	27.0	26.6	26.7	25.1	29.7	27.4
1 or more other ² grades	13.0	35.8	35.9	35.5	37.0	34.2	35.6
Total with a graded result	57.0	87.8	88.6	89.4	88.7	92.1	90.4
Total with no graded result	43.0	12.2	11.4	10.6	11.3	7.9	9.6
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

1 For 1971-72, O level pass, CSE grade 1; from 1979-80, O level grades A-C, CSE grade 1.
2 For 1971-72, CSE grades 2-5; from 1979-80, O level grades D,E, CSE grades 2-5.

or more A levels in college (and who did not do so at school) amount to between two and three per cent of the 17 year old population. If these are added to school leavers with A level qualifications about 19 per cent of the 17 year old age group achieved one or more A level passes in 1982-83.

The major change in school leavers academic attainments was again the decrease in the proportion of leavers with no graded qualifications. In 1982-83 just over 9.5 per cent of leavers fell in this category, 8 per cent of girls but slightly above 11 per cent of boys.

There were slight increases in 1982-83 in the percentage of school leavers without an A level pass but who achieved higher or other¹ grades at O level or CSE. Over the last decade the proportions gaining 1-4 higher grades and also those with one or more other grades have changed markedly.

How examination achievements and destinations vary with age

The school leaver's age at the beginning of the academic year roughly equates to his or her school year group, so that leavers in 1982-83 aged 15 on 31 August 1982 are assumed to have left from the fifth form, those aged 16 from the first year sixth and so on. Table 4 indicates that just over 90 per cent of second year sixth leavers had attempted A level examinations whilst almost all leavers who had not attempted any examination were from the fifth form. Nearly 85 per cent of the fifth form leavers had attempted CSE, and almost half the leavers had attempted at least one O level. Girl leavers in this age group were more likely to sit O levels than boys. Very few fifth form leavers attempted O level without attempting any CSE examinations. Seven per cent of boys leaving from the fifth form and 9 per cent of girls had 5 or more higher grade O level/CSE passes. The table also shows the progression of older boy leavers (who are in general more qualified) to go on to some form

1. O level passes grades A to C and CSE grade 1 are referred to throughout the text as 'higher' grades, and the remaining graded results as 'other' grades.

Table 4 School leavers in England, 1982-83
Qualifications and destinations by age at previous 31 August

	Percentages							
	Boys				Girls			
	15	16	17 and over	Total	15	16	17 and over	Total
Total leavers (000s)	267.4	42.9	79.7	389.9	247.1	51.4	77.1	375.6
Examinations attempted								
A level only	—	0.1	0.8	0.2	—	0.1	1.0	0.2
A and O levels but not CSE	0.1	5.0	47.5	10.3	0.1	3.6	42.6	9.3
A level and CSE but not O level	—	0.1	0.1	—	—	—	0.2	0.1
O and A levels and CSE	0.1	2.4	42.9	9.1	0.1	2.4	45.3	9.7
O level only	2.6	8.0	1.8	3.0	3.0	6.8	1.0	3.1
O level and CSE only	42.5	66.4	5.7	37.6	49.3	68.7	8.3	43.5
CSE only	40.6	15.1	0.6	29.7	37.3	15.8	1.1	27.0
No CSE or GCE examinations	14.1	2.9	0.6	10.2	10.2	2.6	0.5	7.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Examination achievements								
3 or more A level passes	—	4.2	48.2	10.3	—	3.1	40.5	8.8
2 A level passes	—	1.4	18.7	4.0	—	1.0	22.0	4.6
1 A level pass	0.1	1.2	14.0	3.0	0.1	1.4	15.8	3.5
At least 1 A level pass	0.1	6.8	80.9	17.4	0.1	5.5	78.3	16.9
No A level passes, but 5 or more higher ¹ grade O level or CSE results	7.3	19.1	10.4	9.2	9.3	21.3	11.3	11.4
1-4 higher ¹ grades	27.3	46.1	6.5	25.1	33.1	46.2	7.7	29.7
1 or more other ² grades	49.6	24.7	1.4	37.0	46.3	24.1	2.1	34.2
No graded result	15.7	3.3	0.8	11.3	11.2	2.9	0.6	7.9
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Destinations								
All full-time further education	13.1	22.4	56.7	23.0	26.4	23.9	54.4	31.8
Degree courses	—	2.7	40.0	8.5	—	1.8	30.6	6.6
Teacher training courses	—	0.1	0.5	0.1	—	—	3.1	0.7
GCE A level courses	2.5	3.6	5.6	3.2	3.4	2.8	4.7	3.6
GCE O level courses	1.9	2.1	0.3	1.6	2.6	1.5	0.4	2.0
Secretarial courses	—	0.1	—	—	4.8	4.1	2.7	4.3
Other professional and vocational courses	8.7	13.9	10.3	9.6	15.6	13.7	12.9	14.8
Available for employment ³	75.1	64.6	34.0	65.5	61.5	63.8	37.5	56.9
Not known	11.9	13.0	9.4	11.5	12.1	12.4	8.1	11.3
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

1 O level grades A-C, CSE grade 1.
2 O level grades D,E, CSE grades 2-5.
3 Including temporary employment pending entry into full-time further education.

of full-time further education. Fifth form girl leavers were more than twice as likely to intend to pursue full-time further education as were their male equivalents although there was little sex difference for older leavers.

How entry to further education varied with examination achievements

Table 5 illustrates the association between school leavers' qualifications and their intended destinations.

Ninety-eight per cent of leavers with no graded results in 1982-83 were available for employment, the remainder entering full-time vocational courses. In contrast 77 per cent of those with 3 or more A levels intended to continue full-time study, though this proportion was a little below the corresponding level for leavers in 1971-72. Of those without higher grade passes at O level/CSE in

1982-83 but with at least one lower grade pass, 88 per cent were available for employment, and only 2 per cent intended to continue GCE O level studies. The remainder intended to pursue vocational courses.

Table 5 School leavers in England, 1982-83
Intended destination by qualification achieved
Percentage of leavers within each level of achievement

	With A level passes			With no A level passes			
	3 or more	2	1	5 or more higher ¹ grade O level or CSE results	1-4 higher ¹ grades	1 or more other ² grades	No graded result
All leavers (000s)	73.3	33.0	24.9	78.8	209.4	272.6	73.6
Destination							
Full-time further education							
Degree courses	66	27	1	—	—	—	—
Teacher training courses	2	5	—	—	—	—	—
GCE A level courses	2	5	10	17	3	—	—
GCE O level courses	—	—	—	1	4	2	—
Other courses	7	19	24	22	21	11	1
Total full-time further education	77	55	36	40	28	12	2
Available for employment ³	23	45	64	60	72	88	98
Total	100	100	100	100	100	100	100

1 O level grades A-C, CSE grade 1.

2 O level grades D,E, CSE grades 2-5.

3 Including temporary employment pending entry into full-time further education and destinations not known.

Examination achievements and destinations by type of school

The qualifications and destinations of school leavers by type of school are shown in table 6. Information is collected from the last school attended, which may not be the same school or indeed be of the same school type as the school(s) covering the major part of the pupil's secondary education. This implies that it is not possible to compare the achievements of different school systems by simple addition of school leavers survey data for individual school types and hence only limited comparisons are given below.

Approximately 68 per cent of leavers with one or more A level passes completed their study in comprehensive schools in 1982-83; the corresponding proportion for independent schools was 21 per cent. Within comprehensive schools the proportion of leavers (not shown in the table) with at least one A level from sixth form colleges was 52 per cent, four and a half percentage points less than for grammar school leavers. Just over 4.5 per cent of leavers from other maintained secondary schools (mainly secondary modern schools) achieved one or more A levels. The corresponding proportion for independent schools was 63 per cent.

The proportions of leavers in 1982-83 who had achieved at least one higher grade pass at O level or CSE but who had no A level passes were broadly similar across the types of maintained school, ranging from 38 per cent in comprehensive schools to 40 per cent in grammar schools. The corresponding proportion for independent schools was 31 per cent. The proportion of leavers who achieved no graded result in 1982-83 was just over 10 per cent in comprehensive schools, compared with less than one per cent in grammar schools and just under two per cent in independent schools.

One quarter of all maintained school leavers and almost two thirds of independent school leavers intended to go on to some form of further or higher education. Compared with 1981-82 there were decreases in the proportion of leavers from independent schools going on to degree courses (33 per cent compared with 36 per cent) slightly offset by a percentage point increase in those intending to follow professional and vocational courses. The corresponding proportions for comprehensive schools were 5.6 per cent and 13.6 per cent; leavers from comprehensive schools accounted for 63.7 per cent of all leavers proceeding to degree courses, an increase of 1.3 percentage points over the previous year. The proportions of grammar, independent and comprehensive school leavers who went on to A level courses in further education establishments were 6.4, 10.9 and 2.8 per cent respectively. There were increases for all school types in the proportion of leavers for whom the intended destination was unknown.

Table 6 School leavers in England, 1982-83
Qualifications and intended destinations by type of school

	Maintained schools				Independent schools	All schools
	Comprehensive	Grammar	Other secondary	All maintained		
Total leavers (000s)	652.1	21.3	48.4	721.8	43.7	765.5
Examination achievements						
At least 1 A level pass	13.7	56.8	4.5	14.4	63.1	17.1
No A level pass, but 5 or more higher ¹ grade O level or CSE results	9.8	21.6	7.7	10.0	14.6	10.3
1-4 higher ¹ grades	28.2	18.2	30.3	28.0	16.5	27.4
1 or more other ² grades	38.0	2.8	46.6	37.5	4.0	35.6
No graded result	10.3	0.6	10.9	10.1	1.8	9.6
Total	100.0	100.0	100.0	100.0	100.0	100.0
Destinations						
All full-time further education	24.1	53.9	24.7	25.0	64.9	27.3
Degree courses	5.6	28.0	1.4	6.0	32.8	7.5
Teacher training courses	0.3	1.3	0.2	0.4	0.5	0.4
GCE A level courses	2.8	6.4	2.9	2.9	10.9	3.4
GCE O level courses	1.7	0.6	3.1	1.7	2.2	1.8
Other courses	13.6	17.6	17.2	14.0	18.4	14.2
Available for employment ³	64.2	38.4	64.5	63.5	25.5	61.3
Not known	11.7	7.7	10.8	11.5	9.6	11.4
Total	100.0	100.0	100.0	100.0	100.0	100.0

1 O level grades A-C, CSE grade 1.

2 O level grades D,E, CSE grades 2-5.

3 Including temporary employment pending entry into full-time further education.

Table 7 shows the attempts and best results obtained for selected subjects and in any subject at GCE O level or CSE examinations. Sixty per cent of boys and 66 per cent of girls attempted at least one O level. A further 30 per cent of boys and 27 per cent of girls attempted CSE, but not O level; overall 90 per cent of boys and 93 per cent of girls had attempted at least one O level or CSE examination. Eighty-nine per cent of boys had at least one graded pass and 92 per cent of girls, 51 per cent and 58 per cent respectively having at least one higher grade pass. The table shows the relative propensities of pupils to have taken O level/CSE examinations in the major subjects. Mathematics and English continue to be the subjects which are attempted the most (and passed most). The table also indicates the relationships between examination attempts and best results.

Table 7 School leavers in England, 1982-83
GCE ordinary level and CSE attempts and best graded results¹ for selected subjects
Percentage of leavers

	Attempts			Best results		
	O level ²	CSE but not O level	Total	Higher ³ grade pass	Other ⁴ grade	Total
Boys						
Any subject (000s)	233.9	115.8	349.7	200.8	144.5	345.3
Any subject	60	30	90	51	37	89
English	46	38	84	34	47	81
Mathematics	36	45	81	32	42	74
Physics	29	23	52	22	28	49
Chemistry	20	12	32	15	14	29
Biological sciences	17	12	29	13	14	27
Craft, design, technology and other science	21	39	60	18	39	57
French	15	11	26	11	13	23
History	18	18	36	14	18	32
Geography	25	24	50	19	27	46
Creative arts	15	15	30	11	18	28
Commercial and domestic studies	4	8	11	3	8	10
Girls						
Any subject (000s)	246.5	101.5	348.0	216.5	128.6	345.0
Any subject	66	27	93	58	34	92
English	56	34	89	45	42	87
Mathematics	33	51	83	27	48	75
Physics	12	6	18	8	9	17
Chemistry	14	10	23	10	11	21
Biological sciences	29	29	58	20	33	53
Craft, design, technology and other science	4	12	16	3	11	15
French	23	20	43	19	22	41
History	21	20	41	16	21	37
Geography	21	18	39	15	21	36
Creative arts	21	15	36	17	18	35
Commercial and domestic studies	20	35	55	17	35	52

1 Excluding O level passes awarded on A level papers.

2 Including those who attempted CSE in the same subject and those who entered for the 16+ CSE/GCE joint feasibility examinations.

3 O level grades A-C, CSE grade 1.

4 O level grades D,E, CSE grades 2-5.

The comparisons between 1971-72 and 1982-83 shown in table 8 indicate the increased proportions of school leavers, both boys and girls, that obtained at least one higher grade pass at O level/CSE. The increase amounts to just over 8 percentage points for boys and 13.5 percentage points for girls. The largest proportionate increases for boys were in commercial and domestic studies, biology, physics and chemistry and for girls in chemistry, physics and general studies followed by mathematics. There were falls in the percentage of boys holding a higher grade O level/CSE pass in French and the proportion of girls with a higher grade in CDT.

Table 8 School leavers in England
Leavers with higher¹ grade passes at O level or CSE in selected subjects
Percentage of all leavers

	1971-72			1982-83			Percentage change 1971-72 to 1982-83		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Any subject	43.3	44.1	43.7	51.5	57.6	54.5	+19	+31	+25
English	30.4	36.8	33.5	33.5	45.0	39.1	+10	+22	+17
Mathematics	27.2	19.0	23.2	31.9	26.9	29.5	+17	+42	+27
Physics	15.7	4.0	10.0	21.5	8.4	15.1	+37	+110	+51
Chemistry	11.5	4.7	8.2	15.2	9.9	12.6	+32	+111	+54
Biological sciences	9.1	17.1	13.0	12.7	19.7	16.1	+40	+15	+24
Craft, design, technology and other science	17.0	3.4	10.4	18.2	3.2	10.9	+7	-6	+5
French	12.4	17.6	14.9	10.7	18.9	14.7	-14	+7	-1
History	12.8	14.6	13.7	14.1	16.1	15.1	+10	+10	+10
Geography	17.0	14.1	15.6	18.6	14.6	16.6	+9	+4	+6
Creative arts	9.0	13.8	11.3	10.7	16.8	13.7	+19	+22	+21
Commercial and domestic studies	0.9	13.9	7.2	2.7	17.3	9.9	+200	+24	+38
General studies	2.4	2.0	2.2	2.7	2.9	2.8	+13	+45	+27

1 O level grades A-C, CSE grade 1.

Recent trends in A level achievements and subjects passed

The subjects attempted and the results achieved by leavers who had passes in A level examinations are shown in tables 9, 10 and 11. Half of the school leavers who had attempted A levels in 1982-83 achieved three or more passes and a further 22 per cent achieved two passes, approximately three quarters of a percentage point less and half a percentage point more respectively than in 1981-82. However, when expressed as a percentage of the 17 year old age group, both groups showed small increases. Leavers with one A level pass showed little change on either base.

Table 9 School leavers in England
Leavers with A level qualifications

	1971-72	1979-80	1980-81	1981-82	1982-83
With 3 or more passes					
Number (000s)	50.0	65.1	68.6	72.7	73.3
As percentage of those attempting A levels	44.6	49.5	50.6	50.1	49.3
As percentage of the 17 year old age group ¹	7.9	8.6	8.9	9.2	9.3
With 2 passes					
Number (000s)	27.2	29.8	30.2	31.3	33.0
As percentage of those attempting A levels	24.3	22.6	22.3	21.6	22.2
As percentage of the 17 year old age group ¹	4.3	3.9	3.9	4.0	4.2
With 1 pass					
Number (000s)	21.3	22.1	22.0	24.0	24.9
As percentage of those attempting A levels	19.0	16.7	16.2	16.6	16.7
As percentage of the 17 year old age group ¹	3.4	2.9	2.9	3.1	3.1
With 1 or more passes					
Number (000s)	98.5	117.0	120.8	127.9	131.2
As percentage of those attempting A levels	87.9	88.9	89.2	88.2	88.3
As percentage of the 17 year old age group ¹	15.5	15.5	15.7	16.3	16.6

1 Derived from GAD estimates of the population.

Table 10 School leavers in England
Leavers with A level passes in selected subjects
Percentage of the 17 year old age group¹

	1971-72			1982-83			Percentage change 1971-72 to 1982-83		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Any subject	16.6	14.4	15.5	16.7	16.5	16.6	+1	+15	+7
English	3.6	6.9	5.2	2.8	6.5	4.6	-22	-6	-12
Mathematics	6.1	1.9	4.1	7.1	3.5	5.3	+16	+84	+29
Physics	5.7	1.4	3.6	6.0	1.8	4.0	+5	+29	+11
Chemistry	4.0	1.6	2.8	4.5	2.7	3.7	+13	+69	+32
Biological sciences	2.0	2.4	2.2	2.4	3.7	3.1	+20	+54	+41
Craft, design, technology and other science	1.3	0.1	0.8	1.1	0.3	0.7	-15	+200	-12
French	1.4	3.1	2.2	1.1	3.0	2.0	-21	-3	-9
History	3.3	3.5	3.4	3.0	3.2	3.1	-9	-9	-9
Geography	3.2	2.6	2.9	3.2	2.4	2.8	-	-8	-3
Creative arts	1.3	2.2	1.8	1.3	2.5	1.9	-	+14	+6
Commercial and domestic studies	-	0.7	0.4	0.3	1.0	0.6	-	+43	+50
General studies	2.7	1.4	2.1	3.9	3.0	3.5	+44	+114	+67

¹ Derived from GAD estimates of the population.

Table 11 School leavers in England with 2 or more A level passes
Subject specialisation

	Percentages				
	1971-72	1979-80	1980-81	1981-82	1982-83
Total leavers (000s)	606.6	750.7	734.0	751.1	765.5
All leavers with 2 or more A level passes (000s)	77.2	95.0	98.8	103.9	106.3
As percentage of the 17 year old population ¹	12.2	12.6	12.8	13.2	13.4
Subject specialisation— percentage of leavers					
Mathematics					
With other sciences only ²	23.4	21.9	22.4	24.4	23.4
With other subjects ³	8.4	14.0	14.0	13.3	14.4
Total mathematics	31.8	35.9	36.4	37.7	37.8
Other sciences only	10.2	9.9	10.1	9.1	9.2
Other sciences with arts or social sciences	7.4	10.4	10.0	10.5	10.2
Social science only	3.2	3.9	3.6	3.7	3.9
Arts only	26.7	21.1	20.6	19.5	19.4
Social science and arts	20.5	18.8	19.4	19.5	19.5
Total	100.0	100.0	100.0	100.0	100.0

¹ Derived from GAD estimates of the population.

² Including the small percentage of leavers with passes in mathematics subjects only.

³ Including leavers with passes in mathematics, science and other subjects.

The proportion of the age group obtaining an A level pass in any subject increased between 1971-72 and 1982-83, the increase being attributable entirely to an increased proportion of girls so qualifying. Over this period the gap between the proportion of boys and girls has almost disappeared. For both boys and girls proportionate increases in science subjects have been offset — for girls only partially offset — by decreases in languages and humanities subjects. Table 11 displays the trends in greater detail amongst those obtaining 2 or more A level passes.

Proportions staying on at school into the sixth form

The increase in the proportion leaving school from the fifth form in 1982-83 reversed the trend observed over previous years. Some 30 per cent of the age group reaching school leaving age in 1977-78 remained at school compared with 32.6 per cent in 1982-83. Table 12 shows how the proportions changed for subsequent age groups.

Table 12 School leavers in England
Trends in staying on at school and entry into full-time further education

	Percentages					
	Academic year in which minimum school leaving age reached					
	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83
Percentage leaving school by end of academic year in which minimum school leaving age reached	69.5	69.4	68.9	66.1	65.9	67.4
Percentage staying on at school for						
0-1 years	9.6	9.8	9.7	11.5	12.2	.
1-2 years	16.0	16.1	16.9	17.4	.	.
2-3 years	2.3	2.6	2.6	.	.	.
Percentage proceeding to full-time further education after leaving school	22.0	22.8	23.8	.	.	.

For those recent age groups that have completed their schooling the proportion planning to proceed to full-time education on leaving school is also shown as rising to just under one quarter for the 1979-80 age group.

The percentage of the 1980-81 age group leaving school from the fifth form declined sharply by 3 percentage points compared with the 1979-80 age group, indicating a substantial increase in staying on for further study. Staying-on by the 1981-82 age group showed a further increase but of much smaller size. Some two thirds of the increased proportion of the 1980-81 age group who had stayed on into 1981-82 remained at school for one year only. 11.4 per cent of the age group left after one year in the sixth form compared with under 10 per cent a year earlier.

Table 13 shows the broad academic attainments of school leavers belonging to the 1979-80 and 1980-81 minimum school leaving age groups at ages 15, 16 and 17 and cumulatively. The data suggest that those pupils who, additionally, stayed on at school raised their average level of qualifications. This improvement is reflected in both the 0.4 per cent increase in the proportion of the age group who gained one or more A levels, and in the fall of nearly one per cent in the proportion who left school with no graded results.

**Table 13 School leavers in England
Leavers who reached the minimum school leaving age in 1979-80 and 1980-81**

Examination achievements as percentage of leavers	Leavers during the academic years								Percentages
	At age 15		At age 16		At age 17		At ages 15, 16 and 17		
	1979-80	1980-81	1980-81	1981-82	1981-82	1982-83	1979-80, 1980-81, 1981-82	1980-81, 1981-82, 1982-83	
One or more A level passes	—	0.1	7.0	5.9	80.4	79.6	16.6	17.1	
No A level passes but higher ¹ grade passes at O level and CSE	37.2	36.9	68.7	65.3	17.2	17.9	36.3	36.4	
No A level or higher ¹ grade passes but passes in other ² grades at O level and CSE	46.4	47.4	21.4	25.5	1.7	1.7	35.1	35.5	
No graded results	16.4	15.5	2.9	3.3	0.7	0.7	11.9	11.1	
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Examination achievements as percentage of the year group ³									
One or more A level passes	—	0.1	0.7	0.7	15.5	15.8	16.3	16.7	
No A level passes but higher ¹ grade passes at O level and CSE	25.6	24.4	6.6	7.5	3.3	3.5	35.6	35.5	
No A level or higher ¹ grade passes but passes in other ² grades at O level and CSE	32.0	31.3	2.1	2.9	0.3	0.3	34.4	34.6	
No graded results	11.3	10.3	0.3	0.4	0.1	0.1	11.7	10.8	
Total	68.9	66.1	9.7	11.4	19.2	19.8	98.0	97.6	

1 O level grades A-C, CSE grade 1.

2 O level grades D, E, CSE grades 2-5.

3 Derived from GAD estimates of the population.

Further information

Further copies of this bulletin and of earlier issues can be obtained from the Department's Statistics Branch, Elizabeth House, York Road, London SE1 7PH (Tel 01-928 9222 Ext 2776).

Enquiries about this bulletin and advice about statistics of school leavers should be addressed to Statistics Branch, Department of Education and Science, Elizabeth House, York Road, London SE1 7PH (Tel 01-928 9222 Ext 2361). Press enquiries should be made to the Department's Press Office at the same address (Ext 3501-7). A list of tabulations which can be made available on payment of a charge may be obtained from Statistics Branch, Room 337, Department of Education and Science, Mowden Hall, Staindrop Road, Darlington DL3 9BG (Tel 0325 60155 Ext 208).

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SUBJECT
cc. TRANSPORT, Review of Traffic Laws
10/79

PRIME MINISTER

pa
DMS
25/6

Weekend Box

H COMMITTEE

Examinations at 16+

As you know, H Committee approved the Education Secretary's proposals for reforming 16+ examinations, and his statement was made last Wednesday.

Motorway Speed Limit

Rather surprisingly H Committee firmly rejected Mr. Ridley's proposal for consultation on an increase in the motorway speed limit for cars to 80 mph. It was argued that such an increase could lead to higher actual speeds, and would do little to reduce the problems of enforcement. I understand that Mr. Ridley was in a minority of two (with Mr. Clarke) in seeking to rebut these objections.

DMS

20 June 1984

16-plus Examinations

4.15 pm

The Secretary of State for Education and Science (Sir Keith Joseph): With permission, Mr. Speaker, I wish to make a statement about the action which my right hon. Friend the Secretary of State for Wales and I are taking to reform the current system of public examinations at 16-plus. Our objectives are to improve the examination courses and to raise the standard of performance of all candidates. Four measures are needed to this end.

First, the 20 examinations boards need to come together in five groups—four in England and one in Wales. This will reduce the excessive number of examining bodies, syllabuses and subject titles, which are now a source of confusion. Secondly, all syllabuses need to be governed by national criteria now in preparation to improve their coverage and content, and to ensure that all courses achieve a proper balance between acquiring knowledge and acquiring skills and understanding, and between theoretical and practical work.

Thirdly, there is a need for differentiated papers or questions in every subject, so that each subject may be taught and examined in a way that reflects the widely differing abilities of candidates more effectively. Fourthly examination grades should have a clearer meaning and pupils and teachers need clearer goals. We accordingly need grade-related criteria which will specify the knowledge, understanding and skills expected for the award of particular grades.

We have decided that this programme will be implemented most quickly and effectively through a single system of examinations, to be known as the General Certificate of Secondary Education. Such a system has been recommended to us by the Secondary Examinations Council and the great majority of organisations within the education service and outside it. We are therefore today inviting the examinations boards to confirm their support for national criteria which will incorporate both a requirement for differentiated papers or questions for each subject and grade-related criteria as these come to be developed. Given that confirmation, the new system will be introduced for courses beginning in the autumn of 1986 with the first awards in the summer of 1988. I will, with permission, circulate in the *Official Report* a copy of my letter to the boards: copies are also available in the Vote Office.

The GCSE will be a system of examinations, not a single examination. It will have the four features essential for higher standards—fewer examining groups, national criteria, differentiated papers or questions, and grade-related criteria. The certificates will be awarded by each examining group, with a seven-point scale of grades denoted by the letters A to G. Candidates who do not demonstrate the required minimum level of performance will fail. Grades A to C will embody standards at least as high as the corresponding O-level grades A to C now do. They will be clearly distinguished from grades D to G in that, within the examining groups, sole responsibility for setting and maintaining their standards will rest with the GCE boards, which will be required to give specific assurances to my right hon. Friend and myself about the standard of these grades. When one of these grades, A to C, is awarded, this will be shown distinctively on the certificate. The examinations will be supervised by the

Secondary Examinations Council, reporting as necessary to my right hon. Friend and myself.

We propose an additional step to encourage the ablest pupils to pursue broad and balanced courses in the fourth and fifth years of secondary education. We shall invite the Secondary Examinations Council and the examinations boards to co-operate in the introduction of distinction certificates for candidates achieving good grades in a broad range of key subjects.

The new system of examinations will build on the strengths of O-levels and will do more than O-levels to stretch the ablest pupils; it will do more than CSE to motivate other pupils. It will more effectively promote worthwhile knowledge, understanding and skills. It will grade candidates by their performance better than now, on the basis of what they themselves know and can do and without regard to the performance of others. It will be clearer to candidates, their parents and employers than is the present system, and it will be more cost-effective. A single system with the features and safeguards on which the Government insist will be a powerful instrument for raising standards of performance at every level of ability.

Mr. Giles Radice (Durham, North): After five years of Conservative Government deliberation—most would say procrastination—may I congratulate the Secretary of State on coming to a decision? After yesterday's Question Time, when I criticised the Secretary of State for what I believed to be his incompetent handling of the teachers' dispute, may I today welcome the fact that he has at last recognised that having two systems of 16-plus examinations is divisive and wasteful, and come out in favour of a single system of examinations with a single grading system—a change that is supported by most informed opinion including teachers, examination bodies and employers alike?

However, can he explain why he is retaining the old GCE boards when he is abolishing the O-level examination? I hope he is not trying to retain the O-level examination under another name. In this connection what is the purpose of having a distinction certificate? Is it the Secretary of State's sop to the Tory Right, bringing back "matric" through the back door? In which subjects does the Secretary of State believe there should be differentiated papers?

The old CSE and O-level examinations were designed to cover 60 per cent. of the relevant age group. What proportion will the new examination system cover?

Mr. Peter Bottomley (Eltham): That depends on how they perform.

Mr. Radice: The hon. Gentleman is not Secretary of State yet.

Can the Secretary of State reassure the House that other types of assessment, particularly profiling, continuous assessment and the modular approach in the fifth and sixth years recommended by Hargreaves, will be encouraged under the new system?

Sir Keith Joseph: I am grateful for the general welcome given by the hon. Gentleman. I believe that the decision has been improved by the delay in the sense that we now have wide acceptance of grade-related criteria and of differentiated examination assessment—the basic imperatives if we are to improve standards throughout the ability range, which is what we all want.

[Sir Keith Joseph]

We are retaining the GCE boards as important components of the standard-setting mechanism. Distinction certificates are proposed by the Government to meet, what is I would have thought, the wish of all Members, the encouragement of excellence. The proportion of the population for whom the new examination system is proposed is 100 per cent. The proportion of people who will achieve graded results within it depends, as my hon. Friend the Member for Eltham (Mr. Bottomley) perspicuously said, on how they perform.

There will be a parallel initiative by the Government, involving records of achievement which, in answer to the last point made by the hon. Member for Durham, North (Mr. Radice), will be brought into effect as soon as practicable after pilot schemes.

Mr. David Madel (Bedfordshire, South-West): Is my right hon. Friend aware that included in the general welcome for his proposal there will be particular satisfaction about the greater importance of tests of practical ability which, coupled with the new merged systems of examination, will surely provide a much better guide to and assessment of pupils' ability? Can he say a little more about the development of pupil profiles which, added to the new merged systems of examinations, will give a good guide to the level of a pupil's learning and development?

Sir Keith Joseph: I am grateful to my hon. Friend. It seems to us outmoded that, for instance, the marks for oral competence in a foreign language should be such a small proportion of the total marks. We shall encourage the oral use of foreign languages by giving higher marks for it. As for records of achievement, as I told the hon. Member for Durham, North, they will go through a stage of pilot schemes prior to, I hope, universal introduction.

Mr. Clement Freud (Cambridgeshire, North-East): May I give a rather warmer welcome to the Secretary of State's proposals than came from the Labour Front Bench? Will the Secretary of State accept that the success or failure of the scheme will depend on the co-operation of the teachers? Will he do his best to improve the current strained relationship between his Department and the teachers' union?

On the subject of examinations reflecting the widely differing abilities of candidates, will he confirm that if a pupil chooses to take a question which is in the D-G range and that pupil excels in his answer, he too will be eligible for a distinction?

Sir Keith Joseph: I am grateful for the hon. Gentleman's welcome. Certainly all effectiveness in education depends upon the co-operation of the teachers. The programme that we are proposing will involve a special in-service training provision for some teachers.

In answer to the hon. Gentleman's specific question, if a candidate reaches high standards in the more difficult questions, even though that candidate has prepared himself or herself for the easier choices, he or she will be eligible for the higher grades. If the candidate earns enough higher grades, he or she will become eligible for the distinction certificate.

Mr. George Walden (Buckingham): Is my right hon. Friend aware that outside the House and outside the

somewhat hermetic world of the educational establishment, only one question will be asked as a result of the statement, and that is whether the Government are merging up or merging down. I notice that in his statement my right hon. Friend referred to the introduction of grade-related criteria as and when these are developed. Does that mean that the change in the examination system will be introduced before grade-related criteria are established?

Sir Keith Joseph: To answer my hon. Friend's last question first, I have said when the new system will be introduced. The courses will start in 1986 and the first examinations will be in 1988. At that time grade-related criteria will be in the second half of their pilot scheme stage. As a result of the lessons learnt during the pilot stage we shall hope to go national towards the end of the decade.

On my hon. Friend's first and penetrating point, the Government are merging up. If I were asked to summarise that briefly, I would say that the system we propose will be tougher but clearer and fairer; that it will be more intelligible to users; that it will be better than O-levels for those who have taken O-levels; and better than CSE for those who have taken CSE; that it will stretch the able more; and that it will stretch the average more. We are certainly merging up.

Mr. Allen McKay (Barnsley, West and Penistone): Will the Secretary of State consider that he will need not only the co-operation but the professionalism of teachers? Therefore, should not the Government gradually move the salary scale over several years towards that suggested by Houghton some time ago? Is there not a need to encourage pupils to stay at school, particularly working-class children? Therefore, will he consider an education grant equal to that of the youth training scheme to encourage people to stay on after 16?

Sir Keith Joseph: I must mildly say that teachers are not going a long way to demonstrate professionalism by their present behaviour.

I have explained to the House many times that there is no evidence that significant numbers of pupils are failing to stay on at school for lack of the sort of payment to which the hon. Gentleman refers. Moreover, such a payment would involve large sums of money, most of which would go in deadweight to pay young people who would stay on at school anyway, in their own interests.

Mr. Harry Greenway (Ealing, North): Is my right hon. Friend aware that the Select Committee on Education, Science and Arts in the previous Parliament took the view that a substantial number of pupils taking GCE O-level, and CSE for that matter, were under-achieving and achieving only two, three or even fewer passes, whereas they were capable of achieving five, six or more, and that an incentive such as a distinction certificate or a merit certificate was desirable? That was the view of all members, including Christopher Price and the hon. Member for Sheffield, Hillsborough (Mr. Flannery). It is odd to hear the Opposition Front Bench spokesman denigrating the certificate. Will my right hon. Friend confirm that the distinction certificate that he has mentioned will not prejudice the award of single-subject pass certificates to pupils who pass only single subjects but that it is a bonus to those who do extra well and an incentive for more children to do so?

Sir Keith Joseph: I am glad to acknowledge that the Government are following the unanimous advice of the

Select Committee in its proposal to introduce distinction certificates. I confirm my hon. Friend's presumption in the last part of his question.

Mr. Mark Fisher (Stoke-on-Trent, Central): May I offer a warm general welcome to the Secretary of State's rather late conversion to what we have been saying for a number of years—that there should be one examination system? Will he assure the House that the Department will provide the necessary money for the transfer to the new system—money that will be required for in-service teacher training, curriculum conferences, amalgamating the boards, and moderating the new examinations? Does he realise that if he cannot give a categorical assurance that he will back up the new proposal with money, teachers, pupils and parents in Britain will view them as they soon learnt to view his Sheffield speech—as well intentioned but ineffective?

Sir Keith Joseph: Once again, I welcome the hon. Gentleman's kind remarks but I must rebut his use of the word "conversion". The background to the Government's decision has three ingredients which owe nothing whatever to the Labour party—grade-related criteria, differentiation, and distinction certificates. The decision to merge into one single system is not in itself any sort of guarantee of improved standards. It is merely a relatively suitable framework within which the Government's predominating desire to see the improvement of standards at all levels of ability, particularly by way of grade-related criteria and differentiation, can be achieved. I acknowledge that there will be a need for resources for, for instance, in-service training. For his part, the hon. Gentleman should acknowledge that the decision will lead to some savings in that fewer young people will be entered for two examinations.

Mr. Nigel Forman (Carshalton and Wallington): Is my right hon. Friend aware that many of us will be greatly relieved that he has announced today not a single examination but a single system of examinations, which will enable pupils to take the examinations at different stages in their career depending on their ability? Is not that change long overdue, bearing in mind that previously there were over 20,000 different syllabuses, several hundred different subjects and more than 20 examination boards?

Sir Keith Joseph: I welcome every word of my hon. Friend. It is almost incredible that there are at the moment over 19,000 different syllabuses. We hope that they will be sharply reduced when the new system is introduced.

Mr. Dennis Skinner (Bolsover): Is the Minister aware that those million young people under 25 years of age who are on the scrap heap that has largely been created by the Government, which is known as the dole queue, will not give his proposals a warm welcome? Nor will he get a warm welcome from me. The proposal should be set against a background of 6,300 young miners, some with O-levels and some with A-levels who obtained jobs in the mining industry in 1979, and fewer than 1,800, some with O-levels and some with A-levels, who got jobs in the mining industry in 1983-84. Does he not realise that he can play around with the structures and the cosmetics, he can meddle with the arrangements in schools, but the real problem is, first, that the education service wants more money, secondly, teachers should be paid properly, and, thirdly, those young people who need motivation to pass

examinations must have a job opportunity at the end. Until the Minister or the Government come along and explain when those people will get jobs they will just laugh in the Minister's face.

Sir Keith Joseph: It is a sad fact that the long queues of unemployed owe much to the ignorance and obstructiveness of the attitude of the hon. Gentleman and that small minority which thinks like him.

Mr. Alan Haselhurst (Saffron Walden): Is not one of the most welcome aspects of the statement made by my right hon. Friend today in introducing a single system of examination based on grade-related criteria the fact that it will help to clear the minds of employers about the standards that young people—potential employees—will be able to offer when seeking work? Might that not also help to motivate the young people?

Sir Keith Joseph: I agree with what my hon. Friend has said. Users will know what any particular grade that has been won means in terms of the skill, understanding and knowledge of the successful candidate—the applicant for a job.

Several Hon. Members rose—

Mr. Speaker: Order. We have a heavy programme in front of us. I shall allow questions to continue until a quarter to five.

Mrs. Angela Rumbold (Mitcham and Morden): I welcome my right hon. Friend's statement today, in particular the tidying-up of the examination boards and of the many syllabuses, as well as the introduction of the distinction grade, which will be an enormous help. Nevertheless, may I pursue the point made by my hon. Friend the Member for Buckingham (Mr. Walden)? Will my right hon. Friend explain how well he believes he will be able to put across the message contained in his proposals to the average parent and employer in Britain, bearing in mind the length of time that it took the average parent and employer to understand what happened the last time the examination system was changed?

Sir Keith Joseph: My hon. Friend has raised a fairly formidable problem. I have no doubt that if parents knew the details of the proposals they would approve. We shall provide a much clearer picture for parents, pupils and teachers of what is required to get different grades in different subjects. There will be a problem in communicating that.

Motivation—I take up the point made by the hon. Member for Bolsover (Mr. Skinner) who cross-questioned me so ferociously and rhetorically just now—is a key factor. The more that we can show candidates that the standards expected to achieve a grade are attainable by them, the more pupils and teachers will gird themselves in a way that they are not now motivated to do to try to get the grades concerned. They will recognise that users will appreciate the value of those grades. I recognise the rather big task of conveying that truth to the public but I believe that we can do it.

Dr. Keith Hampson (Leeds, North-West): Is my right hon. Friend aware that, since this issue has taxed every Secretary of State since Mrs. Shirley Williams, he ought to be the toast of the educational world and, indeed, should have been the toast of the Labour party if more than two Back Benchers had even bothered to take an interest in the issue?

[Dr. Keith Hampson]

When he mentions national criteria so often, is he suggesting that the five new merged boards will be required to set syllabuses within the framework of a national common syllabus? He has emphasised that the boards operating the top three grades will have a formal obligation to him to ensure that grades do not slip. Is there any such obligation on, or arrangement with, the boards operating the lower grades, to ensure that their grades do not slip?

Sir Keith Joseph: The answer is yes. I am slightly flurried at the suggestion that I might be the toast of anybody, but I am grateful to my hon. Friend.

The national criteria are of two sorts. There are subject-specific criteria, which lay down a framework for the assessment of work in each subject, and there are general national criteria, which set a framework as between, say, practical work and theoretical work for all the subjects. These national criteria will provide the framework within which the grade-related criteria will fit. The grade-related criteria are intended to raise standards at all levels of ability in all subjects.

Mr. Timothy Wood (Stevenage): I wish to join the general welcome that has been given to my right hon. Friend's statement because I believe that it will end the confusion that presently exists between the GCE and CSE examinations. However, I should like to pursue one aspect of the various questions that have been raised. Will it be possible to draw a distinction between an excellent performance at a lower level of attainment and a rather indifferent performance by someone who has striven for a high level of attainment? Employers might wish to be able to distinguish between these two categories as well as higher educational establishments.

Sir Keith Joseph: I think that I may have given—and I apologise to the House—an inaccurate reply to an earlier question on a related subject. If a candidate sets himself or herself to the less demanding choice of papers, that candidate will not be able to achieve a higher grade award simply by doing excellently. The teacher and the candidate will have forgone the chance to earn a higher grade by the more timid choice that they have made. On the other hand, if anybody goes for a higher grade and fails to achieve it, he or she may qualify for a lower grade. To the extent that I misinformed the House earlier, I apologise.

Mr. Patrick Cormack (Staffordshire, South): Is my hon. Friend aware that congratulations and celebrations may be premature and, although I wish him well in what he is seeking to do, may I ask him to reflect on the fact that there is a real possibility that there could be new confusion? This could become "Joseph's amazing technicolour examination", if he is not careful. If he is to achieve his laudable desire of levelling, or merging, up, it is essential that he accepts the establishment of a series of conferences, seminars and such-like throughout the country, explaining precisely to parents and employers what he has in mind.

Sir Keith Joseph: I accept the last part of my hon. Friend's comments. As to the first part, I am surprised that those concerned tell me that we shall be able to introduce

the new courses two years from now. It is rather sooner than I had expected when I proposed the policy in general at Sheffield earlier this year.

Mr. Peter Griffiths (Portsmouth, North): In welcoming my right hon. Friend's statement, may I ask him to assure the House, that in speaking of the 16-plus examinations, he does not anticipate a rigid restriction on under-age candidates? Secondly, can he assure the House that, despite the reduction in the number of examination boards, he will ensure that there remains a wide choice in the subject matter presented to the pupils?

Sir Keith Joseph: The answer to both questions is yes. I can reassure my hon. Friend on both points.

Mr. Patrick Thompson (Norwich, North): I join in the general welcome for the proposals but agree with my hon. Friends who have stated that there may be a problem of communication in getting across the message of the proposals to parents, employers and, indeed, to children. I appeal to the Secretary of State and his colleagues, where possible, to avoid terms like differentiated examination assessment or grade-related criteria. These terms may mean a great deal to those of us who, when we have time, read *The Times Educational Supplement*, but I am not sure whether they come across to people in the country and, indeed, to many practising teachers in the classroom.

Sir Keith Joseph: The answer is yes, and I invite my hon. Friend to suggest synonyms, for which I shall be grateful. I can assure the House that differentiation means that there will be a vast difference between a grade A and a grade G.

Mr. Alan Howarth (Stratford-on-Avon): Does my hon. Friend agree that the hon. Member for Bolsover (Mr. Skinner), concerned as he is about jobs, has got hold of the wrong end of the stick in condemning the proposals? The reduction in the number of examination boards and the establishment of national criteria will have not only educational but economic value. Does my right hon. Friend further agree that that will tend to impart a degree of flexibility into the economy, particularly in the labour market and with regard to job prospects, in that families with children of school age will be the more ready to move to work in other parts of the country, and the qualifications of school leavers will have a wider acceptability?

Sir Keith Joseph: I would agree even more with my hon. Friend if I could be sure that the teachers themselves understood the importance of adaptability if we are to have an effective trading base to keep our present standards, let alone to improve our general standards.

Mr. Radice: As hon. Members were clearly not listening fully, may I repeat the welcome from the Labour Benches for the Secretary of State's decision, however delayed, to establish a single system of 16-plus examinations? My suspicion that the retention of the GCE boards was a specific gesture to the Conservative Right-wing, has, I am afraid, been confirmed by what the Secretary of State said. We are also unhappy about the distinction certificates, and we will want to probe those further. It would help with the raising of standards if the Secretary of State took the same sort of sensible attitude towards the here and now issue of teachers' pay and industrial relations as he does to the long-term planning of the educational system.

Sir Keith Joseph: Once again, I have to rebut the suggestion that merely going to arbitration will solve a deep seated problem. The problem is one of financial resources, and the hon. Gentleman is at one with his party in always neglecting the realities of finances.

Mr. Greenway: On a point of order, Mr. Speaker. The Labour Benches have been almost empty throughout the questions on the statement, and the Liberal spokesman disappeared after it was made.

Mr. Speaker: Order. That is not remotely a matter for me.

Following is the letter

REFORM OF 16+ EXAMINATIONS

I announced in the House of Commons this afternoon that the Secretary of State for Wales and I had decided that, on certain important conditions which I mention below, a single system of examinations at 16+, based on national criteria, should be introduced as soon as is practicable. The new system is to take the place of the existing O level, CSE and joint 16+ examinations in England and Wales and will be known as the General Certificate of Secondary Education (GCSE).

In my statement to Parliament, a copy of which is enclosed, I said that the Government's main objectives in reforming 16+ examinations are to improve examination courses and to raise the standard of performance of all candidates. We believe that these objectives will most effectively be implemented in the context of a new system of GCSE examinations incorporating the features discussed below. The new system will be as set out in the Government's policy statement of November 1982, "Examinations at 16-Plus", with certain significant additions and modifications. The main features will be:

- (i) Examining groups. The GCSE would be administered by 5 groups of GCSE and CSE Boards—4 in England and one in Wales—as set out in paragraphs 9 to 12 and Annex A of the 1982 policy statement. In relation to the GCSE, no Board should act independently of the group to which it belongs.
- (ii) National criteria. All syllabuses and the procedures for assessment and grading will be based on the national criteria—both the subject-specific criteria wherever applicable and also the general criteria—which are to be approved by the holder of my office and the Secretary of State for Wales.
- (iii) Differentiation of assessment. The Secretary of State for Wales and I consider it essential that the national criteria should make the necessary provision for proper discrimination between candidates so that candidates across the ability range are given opportunities to show what they know and can do. Accordingly, the criteria will need to be explicit on the means by which such differentiation is to be secured, by requiring either differentiated papers or differentiation within papers in examinations for all subjects. The syllabuses also will need to specify how this differentiation is to be achieved. We note that requirements on these lines are consistent with the Joint Council's recent statement that some form of differentiation will be needed in every subject.
- (iv) Grade-related criteria. We likewise consider it essential that the national criteria, and syllabuses based upon them, should as soon as possible embody grade-related criteria. The Secondary Examinations Council has accepted the task of preparing drafts of these grade-related criteria and the associated assessment systems, in consultation with the Boards, for approval by the holder of my office and the Secretary of State for Wales.
- (v) Target group. The general criteria will need to make clear that the standards required of successful candidates in GCSE examinations should be no less exacting than those required in the existing 16+ examinations which, taken together, were originally designed for the upper 60% of the ability range. The grading system for the GCSE should be such as to ensure that candidates, whatever their ability relative to other candidates, only obtain a grade if, and only if, they reach the standard required for the award of that grade as specifically defined in the grade-related criteria as they are developed.

(vi) Certification and grading. Certificates will be awarded in a common form by each of the 5 examining groups. The present O level and CSE grades are to be replaced by a single, 7-point scale of grades. We propose that the new grades should be denoted by the letters A, B, C, D, E, F and G. The certificates will need to give prominence to the grades awarded. The GCE Boards will have responsibility within the examining groups for maintaining the standards of grades A to C; the CSE Boards will have a corresponding responsibility with regard to grades D to G. In the transitional period, when grade-related criteria are available only for some subjects, the GCSE grades will be linked to O level grades A to C and CSE grades 2 to 5. Where grade-related criteria are in operation, no direct comparisons with earlier grades will be possible because the significance attached to the attainment of particular grades will be based on a different approach to assessment.

(vii) Monitoring by Secondary Examinations Council. The SEC will be responsible for monitoring all GCSE syllabuses, assessment and grading procedures, together with all other examination courses offered to pupils during the years of compulsory schooling. It will be for the examining groups and the SEC to ensure that syllabuses, and procedures for assessment and grading, comply with the national criteria including, in due course, grade-related criteria, and to ensure comparability of standards between groups. The SEC will also be responsible, in consultation with the examining groups, for advising the holder of my office and the Secretary of State for Wales on the need for development of and changes in the national criteria, including the grade-related criteria.

As the Joint Council will be aware from earlier correspondence and discussion, the Secretary of State for Wales and I attach great importance to the points listed above: particularly to the inclusion in the national criteria of a requirement for differentiated assessment between or within papers in every subject and grade-related criteria as these come to be developed. We now invite the Boards to confirm their support for national criteria incorporating the elements described above.

We wish also to explore with the SEC and the examining groups the possibility of introducing special GCSE Distinction Certificates for candidates who have achieved a specified number of higher grades in a defined range of subjects. These would be designed so as to encourage the ablest candidates in particular to pursue a suitably broad curriculum in the 4th and 5th years of secondary education. We shall bring forward proposals for discussion with the SEC, the Boards and others concerned in the education service and outside it.

Given the Boards' support as indicated above, we propose that the new GCSE examinations should be introduced for courses beginning in Autumn 1986, with the first examinations following in summer 1988. Since all GCSE courses and examinations will be based on the national criteria it will be essential to complete as soon as practicable the final stages of preparing these criteria in a form which the Secretary of State for Wales and I can approve. We ask the Joint Council and the SEC to collaborate accordingly over these last stages so that final revisions are available before or by Christmas 1984. The Secondary Examinations Council intend to complete, that final revisions are available before or by Christmas 1984. The Secondary Examinations Council intend to complete, in consultation with the Boards, the first stage of work on grade-related criteria in 10 subjects by July/August 1985.

The detailed timetable would be as follows:

July/August 1984	Secretary of State for Wales and I comment on the outstanding draft subject-specific criteria.
September 1984	Grade-related criteria working parties begin substantive work on the first 10 subjects.
December 1984	Submission of revised versions of national criteria for approval by the Secretaries of State.

[Mr. Speaker]

January 1985	National criteria published by the Secretaries of State.
July/August 1985	SEC publishes proposals for grade-related criteria and associated assessment systems for first 10 subjects.
May 1986	Latest date for publication by examining groups of syllabuses based on national criteria, embodying, subject to progress made, grade-related criteria for the first subjects. (Grade-related criteria on other subjects introduced as soon as ready.)
Autumn 1986	First GCSE courses, based on national criteria, begin.
May/June and Winter 1987	Final O level, CSE and joint 16+ examinations.
May/June 1988	First GCSE examinations.

We hope that it may be possible to introduce grade-related criteria for the first subjects simultaneously with the GCSE examination: a final decision on this matter will depend on progress made.

The Secretary of State for Wales and I are aware that the introduction of the new system will involve a great deal of work by the Examinations Boards and the SEC, in addition to all the invaluable work that has been undertaken already. We would wish this work to proceed as quickly as possible; and we ask the examining groups and the SEC to keep in close touch with the Department of Education and Science and the Welsh Office, whose officials stand ready to offer assistance as may be required. Since all GCSE courses and examinations will be conducted by the examining groups, the Secretary of State for Wales and I now ask the Boards to let us know as soon as possible the arrangements which have been made for the constitution and internal structure of each group as requested in paragraph 12 of the 1982 policy statement. It would be helpful if these arrangements could be made final as soon as practicable, and meanwhile if the groups could arrange to act together on all matters relating to the GCSE from September this year.

Copies of this letter are being sent to the Chairman of the Secondary Examinations Council, the Chairmen of all GCE and CSE Boards, and the Chairmen of the Education Committees of the local authority associations. The letter will also be published by circulation in Hansard.

Registration and Accountability of Charities

4.47 pm

Mr. Timothy Yeo (Suffolk, South): I beg to move,

That leave be given to bring in a Bill to require all charities to be registered; to make regular annual returns (including independently audited financial accounts) available for public inspection, and to grant access to annual general meetings to all financial supporters.

The Bill would require all charities to be registered, to make regular annual returns, including independently audited financial accounts, available for public inspection and to grant access to annual general meetings to all financial supporters.

There can be few people in the country who have not had some contact with charities, in one form or another, whether as a voluntary worker, a financial supporter making a donation or as a direct or indirect recipient of the service of a charity. However, the popular perception of charities remains focused on a few well-known organisations such as Dr. Barnardo's and Oxfam, or, at the other end of the scale, local charitable activities such as — [Interruption.] My hon. Friend the Member for Ealing, North (Mr. Greenway) explained that he would have to leave before I had finished presenting the Bill to the House.

As I said, at the other end of the scale there are local charitable activities such as the repair of a church roof.

Four essential characteristics reflect the state of charitable activity today. First, there is the size. Collectively, charities are very much larger than most members of the public realise. In 1980, the last year for which any accurate estimate is available, total charitable income from all sources amounted to more than £5 billion, which was more than 2 per cent. of the gross national product for that year. It also represented more than half the total defence budget and more than half the total EEC budget at the time. Within that very large collective total there is an increasing number of large organisations, 15 of which have an annual income in excess of £10 million. The organisation for which I was responsible before I became a Member of Parliament, the Spastics Society, now spends more than £25 million a year.

The second characteristic is the extensive tax concessions which charities quite properly enjoy, with full public support. Charities are a uniquely privileged category of organisation. They enjoy complete freedom from income tax, corporation tax, capital gains tax and capital transfer tax, and even enjoy mandatory partial relief from local authority rates. Those concessions are now estimated to be worth more than £500 million a year in total in terms of lost revenue to the Treasury.

The third characteristic is the increased direct financial support that is available to charities from the Government. In 1981-82, central Government grants amounted to £130 million, which was more than three and a half times the amount five years before. In addition, quangos such as the Manpower Services Commission, and other agencies grant more than £100 million a year to charities. Also, a large amount of unquantified local authority grant goes direct to charities.

The fourth characteristic is the almost complete absence of accountability within the charitable sector. Not all charities even have to be registered. Of those that are



DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

Miss I Whittaker OBE
Joint Chairman of the Joint Council
of GCE and CSE Boards
Queen Anne Grammar School
Queen Anne's Road
York YO3 7AA

cc (B21)
2 nbsp 20/6
20 June 1984

Dear Miss Whittaker,

REFORM OF 16+ EXAMINATIONS

I announced in the House of Commons this afternoon that the Secretary of State for Wales and I had decided that, on certain important conditions which I mention below, a single system of examinations at 16+, based on national criteria, should be introduced as soon as is practicable. The new system is to take the place of the existing O level, CSE and joint 16+ examinations in England and Wales and will be known as the General Certificate of Secondary Education (GCSE).

In my statement to Parliament, a copy of which is enclosed, I said that the Government's main objectives in reforming 16+ examinations are to improve examination courses and to raise the standard of performance of all candidates. We believe that these objectives will most effectively be implemented in the context of a new system of GCSE examinations incorporating the features discussed below. The new system will be as set out in the Government's policy statement of November 1982, "Examinations at 16-Plus", with certain significant additions and modifications. The main features will be:

- (i) Examining groups. The GCSE would be administered by 5 groups of GCSE and CSE Boards - 4 in England and one in Wales - as set out in paragraphs 9 to 12 and Annex A of the 1982 policy statement. In relation to the GCSE, no Board should act independently of the group to which it belongs.
- (ii) National criteria. All syllabuses and the procedures for assessment and grading will be based on the national criteria - both the subject-specific criteria wherever applicable and also the general criteria - which are to be approved by the holder of my office and the Secretary of State for Wales.

- (iii) Differentiation of assessment. The Secretary of State for Wales and I consider it essential that the national criteria should make the necessary provision for proper discrimination between candidates so that candidates across the ability range are given opportunities to show what they know and can do. Accordingly, the criteria will need to be explicit on the means by which such differentiation is to be secured, by requiring either differentiated papers or differentiation within papers in examinations for all subjects. The syllabuses also will need to specify how this differentiation is to be achieved. We note that requirements on these lines are consistent with the Joint Council's recent statement that some form of differentiation will be needed in every subject.
- (iv) Grade-related criteria. We likewise consider it essential that the national criteria, and syllabuses based upon them, should as soon as possible embody grade-related criteria. The Secondary Examinations Council has accepted the task of preparing drafts of these grade-related criteria and the associated assessment systems, in consultation with the Boards, for approval by the holder of my office and the Secretary of State for Wales.
- (v) Target group. The general criteria will need to make clear that the standards required of successful candidates in GCSE examinations should be no less exacting than those required in the existing 16+ examinations which, taken together, were originally designed for the upper 60% of the ability range. The grading system for the GCSE should be such as to ensure that candidates, whatever their ability relative to other candidates, only obtain a grade if, and only if, they reach the standard required for the award of that grade as specifically defined in the grade-related criteria as they are developed.
- (vi) Certification and grading. Certificates will be awarded in a common form by each of the 5 examining groups. The present O level and CSE grades are to be replaced by a single, 7-point scale of grades. We propose that the new grades should be denoted by the letters A, B, C, D, E, F and G. The certificates will need to give prominence to the grades awarded. The GCE Boards will have responsibility within the examining groups for maintaining the standards of grades A to C; the CSE Boards will have a corresponding responsibility with regard to grades D to G. In the transitional period, when grade-related criteria are available only for some subjects, the GCSE

grades will be linked to O level grades A to C and CSE grades 2 to 5. Where grade-related criteria are in operation, no direct comparisons with earlier grades will be possible because the significance attached to the attainment of particular grades will be based on a different approach to assessment.

- (vii) Monitoring by Secondary Examinations Council.
The SEC will be responsible for monitoring all GCSE syllabuses, assessment and grading procedures, together with all other examination courses offered to pupils during the years of compulsory schooling. It will be for the examining groups and the SEC to ensure that syllabuses, and procedures for assessment and grading, comply with the national criteria including, in due course, grade-related criteria, and to ensure comparability of standards between groups. The SEC will also be responsible, in consultation with the examining groups, for advising the holder of my office and the Secretary of State for Wales on the need for development of and changes in the national criteria, including the grade-related criteria.

As the Joint Council will be aware from earlier correspondence and discussion, the Secretary of State for Wales and I attach great importance to the points listed above: particularly to the inclusion in the national criteria of a requirement for differentiated assessment between or within papers in every subject and grade-related criteria as these come to be developed. We now invite the Boards to confirm their support for national criteria incorporating the elements described above.

We wish also to explore with the SEC and the examining groups the possibility of introducing special GCSE Distinction Certificates for candidates who have achieved a specified number of higher grades in a defined range of subjects. These would be designed so as to encourage the ablest candidates in particular to pursue a suitably broad curriculum in the 4th and 5th years of secondary education. We shall bring forward proposals for discussion with the SEC, the Boards and others concerned in the education service and outside it.

Given the Boards' support as indicated above, we propose that the new GCSE examinations should be introduced for courses beginning in Autumn 1986, with the first examinations following in summer 1988. Since all GCSE courses and examinations will be based on the national criteria it will be essential to complete as soon as practicable the final stages of preparing these criteria in a form which the Secretary of State for Wales and I can approve. We ask the Joint Council and the SEC to collaborate accordingly over these last stages so that final revisions are available before or by Christmas 1984. The Secondary Examinations Council intend to complete,

in consultation with the Boards, the first stage of work on grade-related criteria in 10 subjects by July/August 1985.

The detailed timetable would be as follows:

July/August 1984	Secretary of State for Wales and I comment on the outstanding draft subject-specific criteria.
September 1984	Grade-related criteria working parties begin substantive work on the first 10 subjects
December 1984	Submission of revised versions of national criteria for approval by the Secretaries of State.
January 1985	National criteria published by the Secretaries of State.
July/August 1985	SEC publishes proposals for grade-related criteria and associated assessment systems for first 10 subjects.
May 1986	Latest date for publication by examining groups of syllabuses based on national criteria, embodying, subject to progress made, grade-related criteria for the first subjects. (Grade-related criteria on other subjects introduced as soon as ready.)
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We hope that it may be possible to introduce grade-related criteria for the first subjects simultaneously with the GCSE examination: a final decision on this matter will depend on progress made.

The Secretary of State for Wales and I are aware that the introduction of the new system will involve a great deal of work by the Examinations Boards and the SEC, in addition to all the invaluable work that has been undertaken already. We would wish this work to proceed as quickly as possible; and we ask the examining groups and the SEC to keep in close touch with the Department of Education and Science and the Welsh Office, whose officials stand ready to offer assistance as may be required. Since all GCSE courses and examinations will be conducted by the examining groups, the Secretary of State for Wales and I now ask the Boards to let us know as soon as possible the arrangements which have been made for the constitution and internal structure of each group as requested in paragraph 12 of the 1982 policy statement. It would be helpful if these arrangements could be made final as soon as practicable, and meanwhile if the groups could arrange to act together on all matters relating to the GCSE from September this year.

Copies of this letter are being sent to the Chairman of the Secondary Examinations Council, the Chairmen of all GCE and CSE Boards, and the Chairmen of the Education Committees of the local authority associations. The letter will also be published by circulation in Hansard.

Your sincerely,

Ken Joseph.

1 May 1964

at pens.

STATEMENT ON REFORM OF 16+ EXAMINATIONS.

1. With permission, Mr Speaker, I wish to make a statement about the action which my Rt hon Friend the Secretary of State for Wales and I are taking to reform the current system of public examinations at 16+. Our objectives are to improve the examination courses and to raise the standard of performance of all candidates. Four measures are needed to this end.

- First, the 20 Examinations Boards need to come together in 5 groups - 4 in England and 1 in Wales. This will reduce the excessive number of examining bodies, syllabuses and subject titles, which are now a source of confusion.

- Second, all syllabuses need to be governed by national criteria now in preparation: in order to improve their coverage and content, and to ensure that all courses achieve a proper balance between acquiring knowledge and acquiring skills and understanding, and between theoretical and practical work.

- Third, there is a need for differentiated papers or questions in every subject, so that each subject may be taught and examined in a way that reflects the widely differing abilities of candidates more effectively.

- Fourth, examination grades should have a clearer meaning and pupils and teachers need clearer goals. We accordingly need grade-related criteria which will specify the knowledge, understanding and skills expected for the award of particular grades.

--

2. We have decided that this programme will be implemented most quickly and effectively through a single system of examinations, to be known as the General Certificate of Secondary Education (GCSE). Such a system has been recommended to us by the Secondary Examinations Council and the great majority of organisations within the education service and outside it. We are therefore today inviting the Examinations Boards to confirm their support for national criteria which will incorporate both a requirement for differentiated papers or questions for each subject and grade-related criteria as these come to be developed. Given that confirmation the new system will be introduced for courses beginning in the autumn of 1986 with the first awards in the summer of 1988. I will, with permission, circulate in the Official Report a copy of my letter to the Boards: copies are also available in the Vote Office.

3. The GCSE will be a system of examinations, not a single examination. It will have the 4 features essential for higher standards - fewer examining groups, national criteria, differentiated papers or questions, and grade-related criteria. The certificates will be awarded by each examining group, with a 7-point scale of grades denoted by the letters A to G. Candidates who do not demonstrate the required minimum level of performance will fail. Grades A to C will embody standards at least as high as the corresponding O level grades A to C now do. They will be clearly distinguished from grades D to G in that, within the examining groups, sole responsibility for setting and maintaining their standards will rest with the GCE Boards, who will be required to give specific assurances to my Rt hon Friend and myself about the standard of these grades. When one of these grades, A to C, is awarded, this will be shown distinctively on the certificate. The examinations will be supervised by the Secondary Examinations Council, reporting as necessary to my Rt hon Friend and myself.

4. We propose an additional step to encourage the ablest pupils to pursue broad and balanced courses in the 4th and 5th years of secondary education. We shall invite the Secondary Examinations Council and the Examinations Boards to co-operate in the introduction of Distinction Certificates for candidates achieving good grades in a broad range of key subjects.

5. The new system of examinations will build on the strengths of O levels and will do more than O levels to stretch the ablest pupils; it will do more than CSE to motivate other pupils. It will more effectively promote worthwhile knowledge, understanding and skills. It will grade candidates by their performance better than now, on the basis of what they themselves know and can do and without regard to the performance of others. It will be clearer to candidates, their parents and employers than is the present system, and it will be more cost-effective. A single system with the features and safeguards on which the Government insists will be a powerful instrument for raising standards of performance at every level of ability.

June 1984

CONFIDENTIAL

uor



Department of Education and Science
Elizabeth House York Road London SE1 7PH

Telegrams Aristides London Telex 23171

Telephone 01-928 9222
GTN Number 2914

Prime Minister⁽¹⁾

Des have agreed to the deletions I have suggested on page 3.
Content?

Des

T J Flesher Esq
Private Secretary
10 Downing Street
London SW1

Rec Des 20/6

Your reference

19/6

Our reference

Date

19 June 1984

Dear Tim,

mf

REFORM OF EXAMINATIONS AT 16+ - PROPOSED MINISTERIAL STATEMENT

My Secretary of State sent a minute to the Prime Minister on 12 June about this proposed reform. Because of its importance, especially in the context of the Government's manifesto commitment to improving the public examination system and to maintaining 'O' level standards, the Secretary of State would like to make an oral statement in the House tomorrow, Wednesday 20 June; that date has already been agreed with the Leader of the House's Office. The Secretary of State would also like it to be repeated by the Government's education spokesman, the Earl of Swinton, in the House of Lords.

I now attach a draft of the statement agreed with the Secretary of State for Wales. It follows the line of the proposals which were approved by other colleagues in H Committee yesterday.

I should be grateful for your agreement today to our proceeding along these lines.

Copies of this letter and draft statement go to the Private Secretaries of the Leader of the House, the Lord President of the Council, the Secretary of State for Wales, the Chief Whip (Commons), the Chief Whip (Lords), the Secretary of the Cabinet and to the Chief Press Secretary, No 10.

Yours,
Aram Thompson

A B THOMPSON
Parliamentary Clerk

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DRAFT STATEMENT

Reform of 16+ examinations

1. With permission, I wish to make a statement about the action which my RHF the Secretary of State for Wales and I are taking to reform the current system of public examinations at 16+. Our objectives are to improve the examination courses and to raise the standard of performance of all candidates. Four measures are needed to this end.

- First, the 20 Examinations Boards need to come together in 5 groups - 4 in England and 1 in Wales. This will reduce the excessive number of examining bodies, syllabuses and subject titles, which are now a source of confusion.
- Second, all syllabuses need to be governed by national criteria now in preparation: in order to improve their coverage and content, and to ensure that all courses achieve a proper balance between acquiring knowledge and acquiring skills and understanding, and between theoretical and practical work.
- Third, there is a need for differentiated papers or questions in every subject, so that each subject may be taught and examined in a way that reflects the widely differing abilities of candidates more effectively.
- Fourth, examination grades should have a clearer meaning and pupils and teachers need clearer goals. We accordingly need grade-related criteria which will specify the knowledge, understanding and skills expected for the award of particular grades.

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2. We have decided that this programme will be implemented most quickly and effectively through a single system of examinations, to be known as the General Certificate of Secondary Education (GCSE). Such a system has been recommended to us by the Secondary Examinations Council and the great majority of organisations within the education service and outside it. We are therefore today inviting the Examinations Boards to confirm their support for national criteria which will incorporate both a requirement for differentiated papers or questions for each subject and grade-related criteria as these come to be developed. Given that confirmation the new system will be introduced for courses beginning in the autumn of 1986 with the first awards in the summer of 1988. I will, with permission, circulate in the Official Report a copy of my letter to the Boards: copies are also available in the Vote Office.

3. The GCSE will be a system of examinations, not a single examination. It will have the 4 features essential for higher standards - fewer examining groups, national criteria, differentiated papers or questions, and grade-related criteria. Certificates will be awarded ~~in a common form~~ by each examining group, with a 7-point scale of grades denoted by the letters A to G. Candidates who do not demonstrate the required minimum level of performance will fail. Within the examining groups, the GCE Boards will have a special responsibility for the 3 top grades, A to C, and ^{who} will be required to give specific assurances to my RHF and myself about the standard of these grades. When one of these grades is awarded, this will be shown distinctively on the certificate. The examinations will be supervised by the Secondary Examinations Council, reporting as necessary to my RHF and myself.

4. We propose an additional step to encourage the ablest pupils to pursue broad and balanced courses in the 4th and 5th years of secondary education. We shall invite the Secondary Examinations Council and the Examinations Board to co-operate in the introduction of Distinction Certificates for candidates achieving good grades in a broad range of key subjects.

5. The new system of examinations will build on the strengths

Grades A to C will embody standards at least as high as the corresponding O level grades A to C now do. They will be clearly distinguished from grades D to G in that,

sole responsibility for setting and maintaining these standards will rest with

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of O levels and will do more than O levels to stretch the ablest pupils; it will do more than CSE to motivate other pupils. It will more effectively promote worthwhile knowledge, understanding and skills. It will grade candidates by their performance better than now, on the basis of what they themselves know and can do and without regard to the performance of others. It will be clearer to candidates, their parents and employers than is the present system, and it will be more cost-effective. A single system with the features and safeguards on which the Government insists will be a powerful instrument for raising standards of performance at every level of ability.

June 1984

EDUCATION : Future Policy
PT

VSC

cc MATERN SCS



10 DOWNING STREET

From the Private Secretary

18 June 1984

REFORM OF EXAMINATIONS AT 16+

The Prime Minister discussed with your Secretary of State this morning his proposals for reforming examinations at 16+. The Prime Minister had seen Jerry Bird's letter to me of 15 June on this subject.

Your Secretary of State said that his proposals, when seen in context, were designed to produce improved educational standards. Two important principles had been accepted: that there should be differentiated papers and questions for candidates of different ability; and that grade-related criteria should be established. The reforms also embodied restoration of a Distinction Certificate for those achieving a set number of passes at a suitable level.

The Prime Minister said that her main concern was that the value of passes at the equivalent of the current 'O level' should not be eroded. She considered that the draft certificate attached to your Secretary of State's paper for H Committee was inadequate for this purpose. She accordingly invited your Secretary of State to give careful attention, in revising the certificate and in presenting his proposals, to the maintenance of a clear distinction between A, B and C grade passes and the remainder. On this basis, and subject to the views of H Committee, the Prime Minister was content for your Secretary of State to proceed.

(David Barclay)

Miss C.E. Hodkinson
Department of Education and Science.

NR

E. R.

PRIME MINISTER

(1)

mt

Reform of Examinations at 16 +

I attach a letter from DES giving Sir Keith Joseph's response to the doubts which you had expressed about his proposals for merging O levels with CSE.

Do you find this persuasive?

Or would you prefer to discuss further with Sir Keith?

If so, a possible slot would be after your Liverpool meeting on Monday. This would allow time for a discussion before H Committee considers the Secretary of State's proposals that evening.

Yes
Please
mt

mt

15 June 1984



DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

15 June 1984

Dear David

REFORM OF EXAMINATIONS AT 16+

Thank you for your letter of 14 June. My Secretary of State has asked me to make the following points in advance of his meeting with the Prime Minister on Monday. *[if necessary]*

Sir Keith Joseph entirely agrees that it will be absolutely necessary to stand firm against allowing the GCSE system to be regarded as "O levels for all": there is no question of permitting the lower grades to be equivalent to O level "passes". On the contrary, differentiated papers or questions will discriminate between candidates much better than now. Moreover the present system is widely misunderstood. Many employers and parents wrongly believe that an O level grade D or E represents an O level pass, whereas only grades A to C do so and grades D and E stand for a poorer performance than CSE 1.

Under the GCSE system, the superior standing of the top 3 grades will be marked out as follows:

- The certificate itself will be designed to give prominence to the grades which candidates have actually achieved: my Secretary of State thinks that the outline attached as Annex B to H(84)20 could be improved in this respect.
- The certificate will also bring out the special responsibility of the GCE Boards for Grades A to C (and of the CSE Boards for grades D to G).

(attached)

/cont.

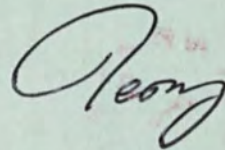
David Barclay Esq
Private Secretary
10 Downing Street
London SW1

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- The grade-related criteria, when developed, will be a powerful influence because they will, for the first time, make clear what the grades mean. Particular attention will be given to defining the levels of understanding, competence and knowledge required to obtain grade A and grade C (as well as grade E); and measures will be taken to explain thoroughly to employers and others what the grade-related criteria actually say. All will be able to see that the GCSE is a stepped certificate, and the grade-related criteria will mark the steps.
- My Secretary of State proposes to introduce Distinction Certificates for the stronger members of the present O level group.

The large employers can now distinguish the upper grades (the former pass grades) in O level and will not have difficulty with the new system. The CBI and the Engineering Employers' Federation support the single system. There is no doubt that many other employers, and many parents, will need help in understanding the new system. The Department will put a lot of effort into publicising and explaining it.

Yours ever



J F BIRD
PRIVATE SECRETARY

Educ Secondary Schools
Pt 3

M 5 JUN 1984



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ANNEX B

Draft of a possible GCSE Certificate

SOUTHERN EXAMINING GROUP

General Certificate of Secondary Education

The Southern Examining Group is composed of the South East Regional Examining Board, the Southern Regional Examining Board, the South Western Examining Board, the Associated Examining Board and the Oxford Delegacy of Local Examinations and is recognised by the Secretary of State for Education and Science as an approved examining group for the GCSE.

This is to certify that

Name

Candidate number

School/College

Date of Birth

was awarded the Grade(s) stated in the following subject(s)

[The Grades awarded on the separate 'domains' of each subject are shown overleaf]

Signed on behalf of the group

The Associated Examining Board and the Oxford Delegacy, being GCE examining boards, are responsible for validating grades A, B and C of the General Certificate of Secondary Education awarded by the Southern Examining Group

Signed on behalf of the Secretary of State for Education and Science

[The South East Regional Examining Board, the Southern Regional Examining Board, and the South Western Examining Board, being CSE examining boards, are responsible for validating grades D-G of the General Certificate of Secondary Education awarded by the Southern Examining Group]

*No indication that only
A B C qualify for 'O'
level recognition*

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JW VC

10 DOWNING STREET

From the Private Secretary

14 June 1984

Reform of Examinations at 16+

The Prime Minister was grateful for your Secretary of State's minute of 12 June about his proposals for merging O levels with CSE.

The Prime Minister has commented as follows:

"It seems to me that this scheme will depress the standing of O levels as a whole. Many people will now have an O level certificate whose educational standard would not have justified it under the previous system. Employers will not therefore put the same value on it."

BF It would be helpful to have your Secretary of State's response to the Prime Minister's comments as soon as possible.

(David Barclay)

Miss C.E. Hodkinson,
Department of Education and Science.

6

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10 DOWNING STREET

Prime Minister (1)

Sir Keith now favours
merging O levels with
CSE - see minute at A.

Policy Unit agree - see B.

Content to leave this to
H Committee, subject to
a sight of the draft
Statement before it is issued?

DMS
13/6

MR. BARCLAY

16+ EXAMINATIONS

The DES minute is unnecessarily obscure and defensive. It fails to bring out the good features of what is, in fact, a sound and ingenious policy that Keith Joseph has painstakingly developed.

The egalitarian educational establishment is clamouring for a single examination in which the distinction between 'O'-level and CSE would be abolished. Keith is proposing to respond by offering, not a single examination, but rather a single system of examinations, within which:

- (i) bright pupils would continue to take different papers or at least different questions from those taken by dim pupils.
- (ii) a pupil who did especially well on an easy paper or question might get the same grade as one who did especially badly in a difficult paper or question; but
- (iii) the GCE Boards would continue to be responsible for awarding the top three (ie 'O'-level) grades, and would be able to veto the award of such a grade to any candidate whom they considered unfit;
- (iv) the grades would still be identified by letters of the alphabet, so that children, parents and employers could rapidly identify grades A, B, and C as equivalent to the old 'O'-level passes; and
- (v) a new 'distinction-certificate', analogous to the old 'matriculation exemption' would be introduced for candidates who had obtained grades A, B or C in five subjects, including English, Maths, Science and a modern language.

In short, the 'new single system' would be 'new' and 'single' in name only; it would retain both the independence of GCE boards and separate standards for GCE passes, and would in addition restore the 'matric', which was a valuable guide for employers and a good prize for

DSGAAK

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pupils and teachers to aim at.

Keith believes that by calling this a 'single system', and by bringing the GCE and CSE Boards into 'joint groups', he will persuade the educational establishment to accept the most important point of his Sheffield speech: viz. that 16+ grades - both GCE and CSE - should be awarded on the basis of absolute rather than relative standards. If he is right, then the game is well worth the candle.

I enter only one caveat: it is of the utmost importance that the proposals should be properly presented. If we fail to stress that bright candidates will have separate papers or questions, and that GCE Boards will retain a hold on the top three grades, then we will be severely criticised by our own supporters. The Prime Minister may therefore wish to write to Keith, welcoming his proposals, but saying that she hopes to see the DES press release and Ministerial statement on this subject before they are issued.

Oliver Letwin.

Oliver Letwin

Policy Unit

13 June 1984

DSGAAK

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PRIME MINISTER

await policy unit

REFORM OF EXAMINATIONS AT 16+

I explained in my minute to you of 17 May the fundamental changes that Nicholas Edwards and I intend to make in order to improve the O level and CSE examinations. We now have to decide whether to merge O levels and CSE. We have set out in H(84)20 our view that we should and our reasons.

(attached)

2. The case - no doubt originally solely egalitarian - has won over the years wider support because it would reduce the confusion and costs (educational and financial) associated with the present wild proliferation of syllabuses and subjects.

3. H Committee agreed in February 1980 to the merging of O level and CSE. When I became Secretary of State for Education and Science, however, I had misgivings about the merits of this policy, and decided to defer a decision on whether it should be implemented until I could be sure whether it would improve educational standards. Since that time, the situation has changed: in particular -

- (i) national criteria have been developed which we are in process of further tightening to make examinations more rigorous and practical;
- (ii) the policies for making schools better, which I announced with your approval in January this year, have been widely welcomed;
- (iii) grade-related criteria will be defined and introduced to set and raise standards for grades at each level of ability at 16+ (work has begun with a view to cover the main subjects within 2 years);
- (iv) the case for differentiated assessment, so as to stretch the ablest and the average while giving the less bright a fair chance, has been accepted.

4. Most people in the world of education and many outside want the merger of O level and CSE. We believe that we can now set our own terms for it including the requirement of national criteria; grade-related criteria; differentiated assessment by separate papers or by separate or differentiated questions in the same paper; and a drastic reduction in the number of examining groups and the present number of syllabuses and subject titles.

5. Moreover we propose to introduce - in a sense re-introduce - distinction certificates for candidates gaining good grades in a broad range of key subjects. This should reassure our supporters - as will our requirement that the GCE boards maintain their identity and remain explicitly responsible to us for guarding and raising the standards of the top 3 grades, which correspond to the present O level grades A - C (the former "pass" grades).

6. Nicholas Edwards and I accordingly consider that the policy agreed by H in 1980 should now be confirmed. We have, however, judged it right to go back to our colleagues in the new situation. Given their agreement, I plan to announce our decision in Parliament on Wednesday 20 June.

7. I am sending a copy of this minute to Nicholas Edwards.

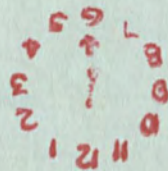
KJ

12 June 1984

It seems to me that this scheme will depress the standing of 'O' levels as a whole. Many people will now have an 'O' level certificate whose educational standard would not have justified it under the previous system. Employers will not therefore put the same value upon it.

mb

EDUCATION: future policy



12 JUN 1984

PART 2 ends:-

SS/DES Statement 25.5.84

PART 3 begins:-

H(84) 20 7.6.84

