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PREM 19/732

PART 1

Confidential Filing

Secondary School Education.  
legislation to remove the compulsion for  
Comprehensive Education.  
The Education Bill.  
Local Authority arrangements for  
School Curriculum.

EDUCATION

May 1979

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
<del>17.5.79</del>		<del>24.4.81</del>					
<del>18.6.79</del>		<del>3.7.81</del>					
<del>12.7.79</del>		14.10.81					
26.7.79							
<del>9.8.79</del>							
<del>14.8.79</del>		- Pt Ends -					
5.9.79							
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<del>15.7.81</del>							
<del>2.2.81</del>							
<del>9.3.81</del>							
11.3.81							
<del>17.3.81</del>							
<del>24.3.81</del>							

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● PART 1 ends:-

DES to WR 14.10.81

PART 2 begins:-

H (82) 14 24.3.82

TO BE RETAINED AS TOP ENCLOSURE

Cabinet / Cabinet Committee Documents

Reference	Date
L(79) 3	14.5.79
H(79) 18	18.6.79
H(79) 4 <sup>th</sup> Meeting, Minutes	26.6.79
H(79) 28	9.7.79
H(79) 6 <sup>th</sup> Meeting, Minute 1	12.7.79
H(79) 30	12.7.79
L(79) 45	11.10.79
L(80) 69	19.11.80
L(80) 218 <sup>th</sup> Meeting, Minute 2	26.11.80
L(81) 8	15.1.81
H(81) 53	3.7.81

The documents listed above, which were enclosed on this file, have been removed and destroyed. Such documents are the responsibility of the Cabinet Office. When released they are available in the appropriate CAB (CABINET OFFICE) CLASSES

Signed Wayland

Date 23 August 2012



Education  
WM 14/10

DEPARTMENT OF EDUCATION AND SCIENCE

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FROM THE SECRETARY OF STATE

Willie Rickett Esq  
Private Secretary  
10 Downing Street

14 October 1981

*Dear Willie,*

REVIEW OF THE SCHOOL COUNCIL FOR CURRICULUM  
AND EXAMINATIONS

On behalf of my Secretary of State I am sending you a copy of the report by Mrs N K Trenaman following her review of the Schools Council for Curriculum and Examinations for information. The report is to be published on 27 October.

The report will be considered carefully by Sir Keith Joseph before any action is decided upon. Copies of this letter and the report go to the Private Secretaries to the Home Secretary, the Lord President of the Council, the Secretary of State for Scotland, the Secretary of State for Industry, the Chancellor of the Duchy of Lancaster, the Secretary of State for Employment, and the Paymaster General. A copy of the letter also goes to the Private Secretary to the Secretary of State for Wales.

*Yours sincerely*

*Peter Shaw*

P A SHAW  
Private Secretary

# Review of the Schools Council for Curriculum and Examinations

Elizabeth House, York Road, London SE1 7PH  
Telephone 01 928 9222 extn. 2636

Reviewer: Mrs N K Trenaman

Secretary: S T Crowne

The Secretary of State for Education and Science,  
Elizabeth House,  
York Road,  
LONDON SE1 7PH.

Your reference

Our reference

Date

5 October 1981

*Dear Secretary of State,*

Your predecessor asked me on 5 March to undertake a review of the Schools Council for Curriculum and Examinations and to report to him, the Secretary of State for Wales, the Association of Metropolitan Authorities and the Association of County Councils by early autumn. I now submit my report, copies of which are being sent simultaneously to the Secretary of State for Wales and to the local authority associations.

Partly because I am a layman myself, in relation not only to the Schools Council but to schools' education generally, partly because the subject seems to me one of wide interest, I have sought to write the report in terms intelligible to the general reader. I trust that the experts will be patient with the rehearsal of matters already well known to them.

I hope that you will feel able to authorise publication of the report.

*Yours sincerely,*

*N K Trenaman*

N K TRENAMAN

# IN CONFIDENCE

## REVIEW OF THE SCHOOLS COUNCIL FOR CURRICULUM AND EXAMINATIONS

### INTRODUCTION

My terms of reference were to review the functions, constitution and methods of work of the Schools Council for Curriculum and Examinations, and to make recommendations. In writing to me before my appointment the then Secretary of State for Education and Science said: "We intend the inquiry to look at the nature, need for and conduct of the Council's work from first principles".

2. Four assessors were appointed to assist me: Mr D Libby, Department of Education and Science (DES)\*, Mr L H Hayward, Welsh Office, Mr P J Coles, the Association of County Councils (ACC) and Mr J A Springett, the Association of Municipal Authorities (AMA). Mr S T Crowne, (DES) was the Secretary of the review.

3. The report is divided into five main sections. It begins with a brief history of the background to the creation of the Schools Council in 1964. This is followed by a description of the Council's activities before and after the revised Constitution of 1978. The next section summarizes the evidence submitted and in the following one I give my conclusions on the evidence. The final section summarizes my recommendations.

\* I follow the practice of giving a title in full at first mention, followed by its initials. An alphabetical glossary of the initials is at Annex I.

## I BACKGROUND

4. It is often claimed that the schools' system in England and Wales\* is unusual in two respects. First, its deliberate pluralism: whereas in many other countries central government controls the system, in this country the system is run by a partnership of central government, local government and schools. Secondly, schools here determine what is taught (the curriculum).

5. The local element in school education has a long history. It was by the Forster Act of 1870 that Parliament first assumed responsibility for a general system of education (up to the age of 10 and neither compulsory nor free); the system operated mainly through a large number of local School Boards which had the power to levy rates. The Balfour Act of 1902 was the first serious manifestation of central government's interest in secondary education, Wales having shown the way in the Welsh Intermediate Act, 1889; and it replaced the School Boards mainly by the county councils and county borough councils which had been created by the Local Government Act 1888, though some municipal boroughs and urban districts were given powers in relation to elementary education only. The Butler Act of 1944, subject to comparatively few amendments, is still the legislative basis for the educational system; it established the right of all children to free education and made it compulsory up to the school leaving age (then 15). It made the county and county borough councils (now the non-metropolitan county and the metropolitan district councils) the sole Local Education Authorities (LEAs), and transformed many former powers into duties which in relation to schools education are to secure that there are in their areas schools sufficient in number, character and equipment and offering variety in education and training appropriate to the ages, abilities and aptitudes of pupils. The responsibility of the (then) Minister of Education (now Secretary of State for Education and Science) was however, overriding: it was "to promote

\*For simplicity I shall, in referring to England, imply "and Wales" except where the situation is different in Wales; in such cases I shall specify.



the education of the people of England ..... and to secure the effective execution by local authorities, under his control and direction, of the national policy." The Secretary of State for Wales subsequently acquired equal powers for schools in Wales in 1970. Successive Ministers of Education and Secretaries of State have interpreted these overriding powers variously: some have been 'positive' (or as some would say 'interventionist'), others not. Those who have acted in accordance with either adjective had sufficiently wide powers under the Act to make major changes, such as the introduction of comprehensive education, without Parliamentary decision. The creation of the Schools Council, for example, needed no legislation.

6. There hardly ever was a time when the schools were totally free from constraints on the curriculum. The earliest schools, which trace their origins back for hundreds of years, were restrained by the expressed wishes of their benefactors, individual or corporate. From the 1860's when increasing public funds were being injected into the elementary schools and for forty years afterwards, there was the system of "payment by results." Her Majesty's Inspectorate (HMI), established in 1840, were required to apply tests appropriate to each 'standard' (what we should now call class); the number of children who passed these tests determined the amount of central government money subvented to the school. From 1902 Regulations and subsequently Suggestions were applied to the secondary schools and not abolished until the 1944 Act. After 1902, when with the encouragement of local authorities free places in grammar and equivalent schools became progressively more available, selection was on the basis of competitive examination. There was and is also the constraint of external or 'public' examinations to which I refer later.

7. But there have been quite long periods even in the twentieth century, when schools suffered relatively little constraint on the curriculum. Pupils of the secondary modern schools were not exposed to external examinations; even now, (and still more so before the school leaving age was raised to 16) many pupils left secondary schools without such examinations; in such schools there are still subjects taught but not examined. With the advent of comprehensive schools, the 11+ examination has been progressively discarded and such influence as it ever had on the primary school curriculum consequentially

reduced. The 1944 Act gave the LEAs formal responsibility for secular instruction in county and voluntary schools (although not in aided schools) except as might otherwise be provided in the articles of government of schools. Articles of government have commonly given to the governors general direction and oversight of the curriculum, and responsibility has often in practice devolved upon the head teacher and his staff. What is clear is that schools have had, compared with those in many other countries, unusual freedom in this field. Both central and local government, in fulfilling their duties under the Act, have a legitimate interest in the curriculum but, until recently, they have not often chosen to intervene. (It is the Act itself which requires schools to provide religious education.) In any case, prescription would not be consistent with the policy of 'partnership'. The Schools Council, as it consistently explains, has no power to prescribe the curriculum.

8. Between the two world wars change was in effect in the hands of the teachers. Individual teachers found better ways of interesting pupils in their own subject and passed on their experience to colleagues: where there was sufficient energy and dedication they wrote text books and had them published. The second world war, and its aftermath, put paid to some of that: there were too few teachers and they were preoccupied with problems of reconstruction and the large increase in the number of pupils. By 1960 it was clear that curriculum change was overdue and unlikely to take place without a national initiative.

9. The recognition of this was what led the then Minister of Education to set up in 1962 the Curriculum Study Group (CSG), a small group of Department officials and HMIs together with a Professor of Education, to advise on the urgent needs of the school curriculum. In its short life it established links with the Nuffield Foundation, which was funding a major investigation into science in the schools, did a great deal of preparatory work on projects which were subsequently taken on by the Schools Council and on Certificate of Secondary Education (CSE) examinations (see Paragraph 15 below).

10. The life of the CSG was short because both the local authorities and the teachers' associations were hostile to a body of such limited membership as the source of advice to central government. In 1963 the then Minister of Education,

after consulting the various interests, set up a working party under Sir John Lockwood to consider a proposal to establish a Schools Council for Curriculum and Examinations on more representative lines. As the result of the Lockwood Committee's report the Council was set up in 1964.

11. External or 'public' examination was a feature of the mid nineteenth century movement to abolish private patronage. The Indian Civil Service first required entry by competitive examination; the Army followed; the Home Civil Service introduced a similar system in 1870. The Trevelyan/Northcote report (1856) which led to the reform in the Home Civil Service makes it clear that the basis for reform was, for its day, egalitarian. Merit, rather than family or other 'pull' was to be the criterion and public examination was to be the test of merit. The schools gradually assimilated the idea, partly in some cases to prepare boys for the civil service examinations, and the universities were moving in the same direction. In the light of some twentieth century comment it is interesting to be reminded that among other things external examinations were seen as a safeguard against the possible prejudice of an individual school or teacher.

12. In 1839 the University of London introduced Matriculation regulations, requiring a matriculation certificate which was at the same time a school leaving certificate (independently adjudicated and so carrying weight with employers) and a guarantee that the candidate was capable of a university education. In 1858 the Oxford and Cambridge local Examination Boards offered examinations for the first time. Five of the present eight General Certificate of Education (GCE) Boards can trace their origins to the period before 1914 and, with a single exception they have links (financial and constitutional) with universities. They have no legislative basis (nor do they need any), they are alike in having the status of charities and they are self financing through fees charged for examinations. While from the outset (as now) schools were eager to enter candidates of sufficient merit for external examinations there was (and is) no obligation to use the examinations of any particular Board of this kind nor to enter candidates in all subjects for one Board exclusively. This introduced some degree of competition between the Boards: it also resulted in a problem of comparability of standards.

13. This problem was recognized by the Government in setting up in 1917 the Secondary Schools Examinations Council (SSEC). Its primary task however was to co-ordinate the new School Certificate (which for many years ran side by side with Matriculation) and the Higher School Certificate: these were characteristically taken at the ages of 16 and 18 respectively. The original composition of the SSEC gave a weight to university representation which subsequently came to be thought excessive. It was reduced in 1930 and eliminated in 1946; the committee thereafter consisted exclusively of representatives of local authorities and teachers.

14. There was growing dissatisfaction with the form of the School Certificate as a 'group' examination; that is, while there was a certain choice of subjects it was obligatory to take one subject in each of three groups: so that, for example, a pupil wishing to read exclusively Arts subjects at a university failed to qualify if he or she - and the requirement fell disproportionately heavily on girls - could offer no pass in Mathematics or Science. (It was a kind of 'core curriculum', examined.) In 1951 on the advice of the SSEC, in consultation with the Examination Boards, the Ministry of Education (as it then was) superseded School and Higher Certificates with the General Certificate of Education (GCE) Ordinary (O) and Advanced (A) levels both of which are single subject examinations, so that any combination of subjects may be offered.

15. The SSEC's (and the Boards') policy at that time was to provide examinations only for those of the ability to take the GCE examinations. But since the GCE examinations, whatever the variations between individual boards, alone provided a nationally available system across a fair range of subjects parental pressure, among other pressures, resulted in an increasing number of children attempting them without having the necessary ability. A demand grew for a new examination intended for those of lower ability; the first examinations for the CSE were held in 1965. The CSE Boards, unlike the GCE Boards, were locally based and there was thus no choice between them. By this time the responsibilities for examinations formerly exercised by the SSEC had been taken over by the Schools Council.

## II THE SCHOOLS COUNCIL

16. In what follows, a division into chronological periods is convenient since the present constitution was established in 1978; but there was greater continuity in the work of the Council than this division suggests.

### 1964-78

17. The stated objects of the Schools Council were a direct quotation from the Lockwood Committee's report:-

"The objects of the Schools Council for Curriculum and Examinations are to uphold and interpret the principle that each school should have the fullest possible measure of responsibility for its own work, with its own curriculum and teaching methods based on the needs of its own pupils and evolved by its own staff: and to seek, through co-operative study of common problems, to assist all who have individual or joint responsibilities for, or in connection with, the schools' curricula and examinations to co-ordinate their actions in harmony with this principle."

18. So far as curriculum was concerned the Council took over from the CSG a substantial amount of work in progress and rapidly generated a good deal more, which, to begin with at least, characteristically took the form of major 'projects' often but by no means always in a particular subject; the nature of the projects was multifarious, sometimes concerned with such basic matters as how children learn to use language, sometimes deliberately cross curricular, sometimes concerned with problems on the borderline between the educational and the social. It seems to be generally accepted that for the major projects at least the Council mainly responded to suggestions from outside, and work on the projects that it commissioned was based on internationally accepted practice at the time and exemplified by the work commissioned by, for example, the Nuffield Foundation: that is to set up a group, often headed by a member or members based on a university or a teacher training institution who collected a team of school teachers and others to help. These projects needed substantial funding. In this period the Council funded some 172 projects of curriculum development.

Many of these led to the production of materials for the use of teachers or pupils, published by commercial firms. These and the Council's later projects produced the result that about a thousand titles are currently in print. In addition the Council has published a large number of working papers, occasional papers, research studies and bulletins about its work.

19. So far as examinations were concerned, the Council continued the responsibility inherited from the SSEC in relation to GCE O and A levels. In the case of the latter it continued to approve both new subjects and new syllabuses for A level referred to it by the Examination Boards; in 1966 the Council suspended the requirement that the GCE Boards submit new syllabuses for O level for its approval though it remained the case (and still does) that new subjects must be so submitted. No parallel responsibility was taken for CSE examinations, but the Council became responsible for changes in the constitutions of CSE Boards and the arbiter of disputes on individual cases in CSE examinations.

20. The Council inherited from the SSEC responsibility for advising the Secretary of State about examinations in schools, and has devoted a good deal of time and energy to proposing reforms to the system. The Council was an early proponent of a common system of examining at 16+; the technical problems involved were the subject of a report by the Council published in October 1971 and in subsequent years a good deal of work was done by the Schools Council and other bodies. In February 1980 the Government gave support for a single system of examining at 16+.

21. The Council has also been a proponent of a Certificate of Extended Education (CEE). In July 1970 the Governing Council concluded that it was desirable to make an extension to the CSE available to students beyond the age of 16. In May 1976 the Council asked the Secretaries of State to introduce a CEE. They were not prepared to give approval without further consideration, and set up the Keohane Committee to review proposals for a CEE. The Keohane Report, published in December 1979, confirmed the need identified by the Council in its 1976 recommendations. But having considered the Keohane Report along side a report from the Further Education Curriculum Review and Development Unit (FEU) study group, "A Basis for Choice", the Government favoured the FEU proposals for a curriculum structure for pre-vocational courses and assessment of achievement for young people attending either schools or colleges.

22. In 1966 the Council and the Standing Conference on University Entrance (SCUE) agreed that changes to the sixth form curriculum were necessary. The Council's first major attempt at reform, the "Q and F" proposals (involving 'qualifying' examinations for first year sixth formers and 'further' examinations for second year pupils), did not command sufficient support to be carried by the Council in May 1970. A further proposal in 1970, for a 20 point grading structure for A level, was rejected by the Secretaries of State. The Council's efforts continued with the publication of further working papers, and culminated in widespread discussion of the "N and F" proposals (which were for a five subject sixth form curriculum examined at two levels, 'Normal', 3 subjects, and further, 2 subjects); again these did not command sufficient support in the Council to form the basis for advice. Meanwhile the Secretaries of State having indicated the Government's decision to retain A levels, asked the Council for its views and suggestions regarding alternative proposals over the whole field of 16-19 curricula and examination provision. In response, the Council advised two new examinations; a single subject Intermediate examination and a nationally recognised CEE, together with a range of recommendations designed to rationalise subject titles, identify common cores of content and skills within A level subjects and encourage greater use of different assessment techniques.

23. In terms of organization, the Lockwood Committee had put forward suggestions for a committee structure which was designedly complicated, with the intention of involving as many of the interests as possible. It took the Council a little time to implement these and produce, as the result of an internal review which reported in 1968, a revised version. The system was hierarchical with, at the apex, the largest body (which came to be called the Governing Council and met in public) numbering some 91 members. By contrast, the arrangements for staff responsibility were deliberately dispersed and temporary. There were two, subsequently three, joint secretaries (all seconded from the DES, HMI, and local authorities) a part time Director of Studies and characteristically, few staff at any level with permanent appointments. The rationale of this was first that the Schools Council should always be innovative and a succession of officers would secure this; secondly that the system would produce an ever increasing number of people with experience of the Schools Council who, either returning to their original place in the educational world or passing on to another, would take with them the knowledge of the Council's

work (and the undoubted enthusiasm that it generated in those days) to a wider audience.

#### 1978-81

24. There was considerable external criticism of the Council in the 1970's especially on its difficulties in disseminating the results of its work so as to be of practical help in the schools. The Council itself was dissatisfied with its structure and its staff arrangements. Accordingly in 1977 it set up an internal review to consider:

- "i. how the representation of lay groups such as parents, employers and other bodies having a legitimate interest in the curriculum, might be increased on the Schools Council;
- ii. whether the principle that the majority of the members of Governing Council and the main Council Committees (other than Finance and Staff Committee) shall be teachers, should continue to be a constitutional requirement;
- iii. how best the effective functioning of the Schools Council might be secured both as to the operation of its committees, and as to the work and structure of its staff."

25. The upshot was the new Constitution of 1978 (Annex II); revised arrangements for staff; and a shift of emphasis and method in the Council's work on the curriculum.

#### Constitution

26. The new Constitution did not significantly change the Council's functions. These are expressed in clause 2 and in the descriptions of the various committees' responsibilities and may be summarised as follows:-

- i. to carry out research and development and to publish reports, documents and materials;
- ii. to keep under review



- a. curriculum
  - b. teaching methods
  - c. examinations
  - d. organisation, in so far as it affects the curriculum;
- iii. to advise the Secretaries of State on examinations policy;
- iv. to act as co-ordinating authority for the administration of examinations.

27. The Constitution did however materially alter the organisation of the Council. The principal change was the substitution for the previous hierarchical structure of three independent committees (referred to in the Constitution as "main committees") each with separate but interlocking responsibilities. (Their functions are described in the Constitution but in each case I include the general description given in the Review's report to indicate the general intentions at the time.) The main committees are:-

Convocation, consisting of 56 members, 50 nominated by institutions representing a wide range of interests, the rest individuals representing the community at large. The report reads:

"Convocation will provide a national forum for the discussion of issues affecting education in the schools. It will enable those inside and outside the education service to express and argue their views, often we envisage on the basis of papers of substance contributed by members. But Convocation will not only provide an informed response to views about school education. Convocation will be able to ask for work to be carried out, and call for reports and express opinions on any areas of the Council's activities. Its recommendations for the Council's work and methods of carrying this out will have a powerful influence on other Council committees."

The Finance and Priorities Committee of 28 members all nominated by institutions. The report reads:

"The purpose of the Committee is to draw together the three main partners sharing responsibility for the Council to determine the broad direction of Council's work and the priorities in its implementation. The Committee will have responsibility for ensuring that the Council's resources are used to best advantage, and in doing so will need to work closely with the Professional Committee and take full account of the views of Convocation. In addition to its responsibility for Council expenditure, the Committee will be responsible for staffing, accommodation, and the internal administration of the Council. It will be the responsibility of the Finance and Priorities Committee to forward to the Secretaries of State the advice on matters of examinations policy received from the Professional Committee and from Convocation, together with its own views. Before doing so, it may, if it deems necessary, seek clarification, or seek to reconcile any differences of view."

The Professional Committee of 37 members and 9 observers all nominated by institutions. The report reads:

"The Professional Committee will contribute to decisions to be taken by the Finance and Priorities Committee on the formulation of the Council's programme. It will then be responsible for the detailed working-out of the priorities agreed by the Finance and Priorities Committee, and for the general oversight of the Council's professional work. The advice which the Council gives, and the work it supports, must be related to classroom realities. It will be the task of the Professional Committee to seek to ensure that this is so. The Committee will also take a broad view of the balance of needs within the school curriculum, and it will have responsibility for ensuring that there is good co-ordination between the curriculum and examinations aspects of the Council's work."

28. Whereas under the former Constitution representatives of the teaching interest had been in the majority on all the principal committees, under the present Constitution this applies to only one, the Professional Committee, of

the three main committees. On the Finance and Priorities Committee central and local government interests together are in the majority.

29. Committees subsidiary to the main committees are the Primary Curriculum Committee (20 members and up to 5 observers); the Secondary Curriculum Committee (24 members, up to 5 observers and 1 HMI assessor); the Examinations Committee (32 members, up to 7 observers and 3 HMI assessors); Committee for Wales (22 members, up to 5 co-opted members and 3 observers). In these cases, with the single exception of the Examinations Committee, representatives of the teaching interests are in the majority and are nominated by teacher associations.

30. The Constitution provides for a Publications Committee selected by the Professional and Finance and Priorities Committees - its present membership numbers 10 - and for "such Subject Committees as the Finance and Priorities Committee, after consultation with the Professional Committee, might determine." There are at present 15 Subject Committees. These committees were reconstituted following the report of a working party on the future of Subject Committees to the Finance and Priorities Committee in May 1979. They are limited to 15 members (except the Science Committee, which may have 21), of which a majority must be serving teachers; 3 members must be from the primary sector, and 1 each from a local education authority and the world of work. Two thirds of the members of each committee are appointed by the Professional Committee from nominations invited from the organisations represented on the Council's policy committees and from subject associations.\* The remaining one third are appointed by the individual subject committee concerned from the remaining nominations or nominations made by members of the Committee. All members are appointed for a term of four years in the first instance renewable for two

\*The term 'subject associations' needs some explanation. These are professional bodies of teachers, not confined to school teachers, independent of the Council and which teachers join voluntarily. As associations they are not represented on the Council but the Council has made a practice of inviting them to nominate, not necessarily from their own membership exclusively, persons to serve as individuals on the Subject Committees. Characteristically they are practising teachers.

years. In common with the main committees Subject Committees are required to meet once a year but unlike the main committees which in practice meet once a term they may not meet more frequently than once a year without authority from the Secretary of the Council. Their functions are, broadly, to keep under review, in relation to curricula and examinations, the subjects they are concerned with, to make proposals for future work and, subject to the approval of the Secretary of the Council, to undertake work on aspects of their subjects. They are also responsible for making arrangements for scrutinising A level scripts and the approval of new and revised A level syllabuses through their A level subcommittees.

31. The review of 1977 recommended that the Council should set up liaison groups. There are currently three; for parents; for higher and further education; and for the world of work. Their membership includes representatives of Convocation and co-opted individuals representing similar interests. The review also recommended that in future the Council should become more of a "task orientated body" and that the standing committees should set up "quite small" ad hoc working parties which would be disbanded as soon as their tasks were completed. There are currently about 59 lower committees not specified in the Constitution, excluding the committees subordinate to the Committee for Wales; some are set up by the main committees but the majority (43), including the 14 A level subcommittees, are the responsibility of the Subject Committees. In addition there are 4 monitoring and review groups supervising the programmes (other than that for examinations) and some 15 groups monitoring projects still in progress, standing advisory groups, steering committees or consultative committees concerned with completed projects. The Professional Committee has general oversight of the monitoring and advisory machinery for projects and programmes.

32. The Constitution provides that the Chairman of the Schools Council shall be appointed by the Secretaries of State and serve for three years. The post is part time and unpaid.

33. The Constitution provides that the Chairman of the Schools Council shall be the chairman of the trustees, the three main committees and the Publications Committee. The chairmen of the Curriculum Committees and the Examinations

Committee are appointed "in a manner agreed by the Professional Committee"; in practice, these committees choose their own chairman and submit the names for approval to the Professional Committee. The chairman of the Committee for Wales is elected by that committee. The chairmen of Subject Committees are appointed by the Chairman of the Council, in consultation with the Professional Committee and after hearing the views of the Subject Committees. There are no formal arrangements for determining the chairmanship of other committees and ad hoc groups; but in most cases this is agreed between the constituting committee, the committee itself and the Chairman of the Council.

#### Staff

34. Previous joint secretaries of the Schools Council had themselves suggested that both the joint system and the extensive use of secondment was no longer adequate for the Council's work and there was too little continuity and some adverse effect on morale as the result of short term appointments. Accordingly, on the recommendation of the review body, the Council engaged a full time Secretary. Some of the arrangements for staff resulted from the recommendations of a DES management team and from Peat, Marwick and Mitchell engaged as management consultants. The present supporting staff now numbers 161 of whom 25 are seconded and 11 are on short term contracts.

#### Method of work on the curriculum

35. In July 1979 in its publication 'Principles and Programmes', the Council made a comprehensive statement of its policy on curriculum development. This included the following statements. "The Council believes the base for development will be strengthened and much more achieved if it works in partnership with other central and local, public and private agencies" and "The Council is also ready to adopt new methods of working to support local education authorities and schools more effectively, building into LEA management support and development systems, and helping schools and their teachers to clarify and achieve their aims. In particular the Council is committed to supporting local curriculum developments, and to working more closely with advisers, in-service trainers and HMI in developing and disseminating better practice in education." The Council identified for itself a further broad function. "Within the network of curriculum influences, the Council believes it can make a useful contribution by acting as a clearing house for information about curricular developments

funded by other agencies as well as the Council. It will also do more to inform parents, employers, trade unions and others about the curriculum and related matters."

36. This change in approach can be accounted for in part as a response to allegations that the Council was ineffective in influencing the curriculum as taught in schools. In 1976 it had itself commissioned a study on "Impact and Take-Up" in an attempt to determine how far the criticism was justified. There was a growing feeling, not just within the Council, that the comparative success or otherwise of curriculum development depended in some measure at least on the extent to which school teachers had been involved in the work on it. The report of the Review Body contained the statement "we see the Council in future as being very much more concerned with drawing up and commissioning programmes of work than in considering discrete projects although we believe the Council should always remain open to submissions". These two points - commissioning more work within priority areas identified by the Council and less in response to suggestions from outside, and the concept of programmes rather than discrete projects - has governed the selection of new work set in hand by the Council since the revised constitution of 1978.

37. The five programmes drawn up by the Council in 1980 have the following titles:

- i. Purpose and planning in schools;
- ii. Helping individual teachers to become more effective;
- iii. Developing the curriculum in a changing world;
- iv. Individual pupils;
- v. Improving the examination system.

The programmes were devised following suggestions put forward by the bodies represented on the Council for priority within the Council's future curriculum and examinations research and development budget. The Finance and Priorities

Committee agreed the broad aims and framework for the programmes and small working groups of members taken from the Finance and Priorities, and the Professional and Curriculum Committees planned the more detailed content of the first four programmes. These more detailed proposals were approved by the Finance and Priorities Committee following support from Convocation, Professional Committee and the Curriculum Committees. The examinations programme was devised by the Examinations Committee and approved by the Finance and Priorities Committee. It was subsequently endorsed by Convocation and the Professional Committee. Equal funding of about £330,000 each has been allotted by the Finance and Priorities Committee for the period 1980-83.

38. Although the programmes have taken the biggest proportion of the Council's resources devoted to new work on the curriculum they have accounted for less than half the total expenditure on curriculum research and development. The rest of the budget was needed to continue work already in progress on the earlier projects and to provide for further dissemination of the results of many completed before 1978. Moreover in the course of the year 1981/2 the Council has committed £0.5 million to a major new project to review the Secondary Science Curriculum which will account for a substantial proportion of the budget in 1982-4. This is one of the "discrete projects" for which the 1977 review predicted that there would be less room in future. In their evidence to me the Council's Review Group expressed the view that while the Council would expect to continue the technique of programmes beyond 1983, when the funds currently allocated to the existing programmes are exhausted, there should always be the possibility of accommodating discrete projects of this kind.

39. The present Schools Council is a charity and an independent body. It is funded in equal proportion by the Department of Education and Science and the local authorities. In 1980/81 the Schools' Council had an overall budget of just over £3.7m (1980/81 outturn). Of this, £1.615m was contributed by the DES as main grant, together with an additional contribution of £0.062m to cover the additional costs of staff seconded from the DES. £1.615m was contributed by local authorities as a grant (made under what is now Section 56(9) of the 1980 Local Government Act). Income from publications amounted to about £0.28m (from a turnover of the order of £2m to £2.5m); interest and other income accounted for about £0.07m. The Council operates on the expectation of level funding in

real terms from year to year, subject to overall government policy on public expenditure. In settling the level of the grants the DES and the local authorities take into account the Council's earnings from royalties.

40. In 1980/81 the Council spent £3.5m,. This is divided by the Council into 3 major components. Research and development work including work on examinations (£1.36m, 38.6%); central staff costs (operational) in support of the Council's research and development activities (£1.68m, 47.5%); and administrative costs (£0.492m, 13.1%). Within the two latter categories salaries (operational) accounted for £1.015m (28.8%), salaries (administrative) £0.327m (9.2%), publications £0.066m (1.9%), information services etc £0.082m (2.3%), travel and subsistence £0.178m (5.0%) and postage, stationery, telephones, machinery etc £0.15m (4.2%). Accommodation cost the Council £0.352m (10.0%).

41. The distinction between administration and research and development costs is a particularly difficult one to draw; much depends on the judgements made about the allocation of staff costs for those engaged in work which might fairly be placed in either category. As regards the cost of committees themselves, the Council estimate that in 1982/83 (at November 1981 prices) the direct costs of holding committee meetings will be about £315,000. It is estimated that a meeting of a committee with 15 members (eg a subject committee) and the required time of 3 support staff costs the Council about £850. A meeting of a committee with 35 members with the necessary time of 6 support staff costs about £2,200. On the information supplied it is not possible to attach firm figures to what might be called the cost of 'work' on the one hand and of 'establishment' on the other. But a reasonable guess might be that the latter accounts for something of the order of £0.5m of a total budget of £3.7m.

42. In addition to direct income the Council receives support from various other bodies. This includes direct grants toward Council projects and concealed subsidies (for instance projects carried out in institutions which charge only for direct services and not for the full economic cost of their support). In a few cases the Council has acted as grant holder for other organisations.



### III THE EVIDENCE

43. I invited written evidence from the institutions represented on the three main committees. In writing to them I said:

"The Secretary of State has made it clear that he expects the review 'to look at the nature, need for and conduct of the Council's work from first principles'. It follows that I must consider whether the functions at present exercised by the Council\* are necessary or at least highly desirable; and to the extent I conclude that they are, whether other existing bodies (for example central government, local government, Her Majesty's Inspectorate, examining boards) could exercise them satisfactorily, or whether a body specially constituted to carry out all or some of them; as the Council is, is preferable. If I were to conclude that the Schools Council, or something like it, is a necessary institution, I must then consider whether there is scope for improving its effectiveness. I shall be primarily concerned with the Council as it is now, based on the revised constitution from 1 September 1978."

44. To those institutions represented on the Finance and Priorities Committee or the Professional Committee, or both, I offered oral hearings if they so wished, in addition to written evidence. Almost all of those approached in either way responded. At their request I also met representatives of other institutions. The Schools Council had set up a Review Group: I had three meetings with the Group. The Chairman of the Council invited me to be present at any meetings of the Council's committees. I attended meetings of the three main committees, the Examinations Committee and the Committee for Wales. I met the Secretary, Deputy Secretary, Director of Studies and many other members of the Council's staff. The Staff Side of the Council wrote to me as did some individual members of the staff. Since I was particularly anxious to give the opportunity of comment to others than what might be called the interested parties, through letters to and advertisements in the press I made it clear that I was open to views and suggestions from the general public. I consulted various individuals with knowledge of the Council's work. In all I received

\*See paragraph 26 of this report.

some 150 written submissions and held over 20 meetings with organisations as well as many informal discussions with individuals.

45. I did not lack evidence. As was to be expected a good deal of it was conflicting. I do not purport to reproduce all of it, but only what seem to me the most important points. While my primary concern has been with the Schools Council as it is and has been from 1978 and I have discounted comments which obviously refer only to the antecedent period, it would have been unreasonable to disregard comments which apply to the Council throughout its life. I quote a good deal of the evidence: I attribute none without express permission.

46. Generally, I was struck by the amount of support for the Council (not only from the interested parties) and at the same time the degree of criticism of aspects of its performance and organization (not least from the interested parties). It is convenient to group the evidence in the following manner:-

fundamental evidence; that is, bearing on the necessity or otherwise of the functions, the need or otherwise for a body to exercise them, the nature and scope of such a body;

evidence on the Council's performance;

evidence on organisation (including representation and staff).

#### Fundamental

47. i. Very few of those who gave evidence questioned the necessity of the functions now exercised by the Schools Council. Of these, some questioned the need for the Council's work in monitoring A level examinations.
- ii. Rather more (but still proportionately few) were in favour of abolishing the Council. Of these some argued that its function of curriculum development could be undertaken by other bodies. Others questioned the need for its function of advising the Secretaries of State on examinations policy (though the nature of the advice given,

and the alleged tendency to "dig up" the examination system perpetually, rather than the need for a source of advice, seemed to be the dominant consideration.) Not all of the relatively few who expressed themselves in favour of abolition based the case on functions so much as on various aspects of performance (see below).

- iii. On the question (which I put particularly to those who gave oral evidence) whether a single body, be it the Council or not, should be concerned with both curriculum and examinations, the strong majority voice was in favour of a single body. To some the answer seemed so self evident as to need no demonstration; but the most common argument was that examination influences curriculum, sometimes to an unjustifiable degree, whereas curriculum should lead examination; and that a single body concerned with both these aspects of education was necessary to hold the proper balance.
- iv. Some recommended a nominated body of eminent persons advising central government (or both central and local government) with the judgement to exercise priorities and the status to be taken seriously by all those concerned with schools education. Some of those who represented that view proposed this solution as though it were a minor modification of the Schools Council; others recognized it as a fundamental departure from the present system.
- v. The overwhelming weight of the evidence was however in favour of maintaining the Schools Council as a body financed by central and local government, somewhat distanced from both but with both represented on it.
- vi. Some wished to extend the Council's present functions to comprehend further education (FE). There was a good deal of conflicting evidence about the role of FE in relation to the Council's work. Among other views the following were expressed:-

- a. It was impractical any longer to differentiate so sharply between school and further education because at the same time some of the pupils of institutions of further education were sitting the same examinations (for example GCE) as pupils in school and school children were increasingly taking vocational courses some of which naturally led to the vocational examinations supervised by, for example, the Business Education Council (BEC), the Technician Education Council (TEC), the City and Guilds of London Institute (CGLI) and the Royal Society of Arts (RSA).
- b. The conclusion of some of those who held that view was that the Council's responsibilities should be extended into further education so that it would become (as one who so thought described it) a "National Education Council". Some considered that the Council should absorb the functions of the FEU.
- c. Others however thought that if there were a need for a comparable body in further education it should be a separate institution from the Schools Council and some of these suggested that the Council should be deprived of responsibility for pupils over the age of 16.
- d. Still others thought it would be best, for the time being at least, to leave both the Schools Council and the separate provision for further education undisturbed.

#### Performance

48. This evidence can be summarized under the following headings:-

- a. Curriculum development;
- b. Examinations;
- c. Priorities;
- d. Cost and accountability;
- e. Wales;

- f. Publication;
- g. 'Style';
- h. 'Opinions'.

a. Curriculum development

49. A good deal of evidence on the quality of the Council's work was received; and virtually all of it was expressed in terms of examples. The Council's Review Group referred to several "outstanding successes" among its curriculum projects. Perhaps understandably, it was unwilling to identify any failures. As I proceeded with the evidence generally I observed that certain titles were consistently praised, others, for a variety of reasons criticized. Not everyone would agree with HMI's evidence on the point in every detail, but it reflected fairly well the general impressions that I had received. It reads as follows:-

"There have been a number of outstanding projects which have made a considerable impact in the classroom; these led to observable improvements in motivation and the quality of learning, for example, in classics, geography, history. In the primary school some projects, for example, 'Linguistics and English Teaching', 'Science 5 to 13', 'Health Education 5 to 13', 'Pre-school Education', and 'Communication Skills', have been equally good. They have contributed to teachers' understanding of pupils of this age and indicated the sort of programmes of work and learning which can successfully be mounted in primary schools. 'Transition and Continuity in Early Education', 'Early Mathematical Experience' and 'Structuring of Play' are examples of projects which have made a valuable contribution to the education of young children. A number of projects, for example 'Education of Disturbed Children' and 'Language Development for Deaf Children', have produced useful materials for special schools and classes.

Some past projects have been inadequately planned and carried out, for example, 'Curriculum Needs of Slow Learning Pupils', 'Industriousness and Achievement in Schools' and 'Education in a Multi-Cultural Society'. Others, such as the 'Humanities Curriculum Project', were better executed, within their own terms, but not implemented widely in the

classroom. Some projects of this type, although generally not accepted by teachers, have nevertheless sharpened the views of teachers or have played a part in changing the climate of educational opinion. Some less successful activities were too far ahead of developments and thinking elsewhere in schools or society, for example, 'New Patterns in Sixth Form Modern Language Studies' (1970), 'Integrated Science' (1969) and 'Education of Travelling Children' (1970-2)."

50. As to the effectiveness of the Council's work in this field the critics claimed that many teachers have never heard of the Schools Council and of those that have many have never used the products of its work. Apparently in the Council's early days the assumption was made that if new ideas offered genuine improvement, once published they would be accepted. There was reason to believe that this was not happening, at least on the scale foreseen, which left it open whether the new ideas were in fact improvements or whether there was a flaw in the assumption. The Council became increasingly concerned with this problem in the 1970's with two consequences. In 1976 they funded a research project based on Sussex University entitled "Impact and Take-up" in an attempt to establish as accurately as possible the extent to which the Council's projects on the curriculum had been taken up in schools and what impact they had had on the education system generally; and it paid increasing attention to the dissemination of such projects.

51. Since this review was undertaken the final report of the "Impact and Take-up" project (which produced interim reports in 1978 and 1980) has been received. A summary of the findings is at Annex III.

52. HMI's evidence on effectiveness was as follows:-

"In general, the Council's activities have not had a widespread influence on work in the classroom. Sometimes this is due to the inability of the system and teachers to respond to the initiative; sometimes to the quality of the project/activity and its material. All projects have to a certain extent to be speculative and exploratory and it would be unrealistic to expect all of them to be equally helpful to schools and teachers. Often, however, it has been mainly due to the

absence of appropriate dissemination by the Council and diffusion by others of the results of the activity. In recent years much greater efforts have been made to disseminate the results of the Council's curricular activities and to keep an interest alive after the main development has ended: the dissemination of the 'Geography for the Young School Leaver' project which involves teachers in the preparation of materials through supportive group structures, and the 'History 13 to 16' project appears to have been particularly effective. The primary school project on 'Communication Skills' offers another example of successful dissemination. Efforts of this kind, when combined with diffusion through the enlistment of greater and continuing support from LEAs and advisers, particularly through co-ordinated and focussed in-service training of teachers, with, when appropriate, the development of public examinations seem to be most successful. In the longer term the take up of well produced projects depends entirely on LEA and school initiatives. The problem of disseminating information to individual schools and teachers and helping them to develop their teaching is not one faced by the Council alone and is one that has to be worked at constantly. HMI, in the course of their normal contacts with schools, advisers and teacher training institutions, and particularly in the short courses they mount for teachers, draw attention to work by the Schools Council along with other relevant research studies and publications."

An additional point made in the evidence was that the products of the Schools Council, including materials, were simply too expensive for schools and LEAs.

53. Attention was drawn both to the wide variety of settings in which curriculum development is carried out; and to the diverse and complicated institutional provision for curriculum development and the wider field of educational research. As to settings a good deal of curriculum development takes place for example by collaboration between individual teachers and between groups of teachers and local authority advisory staff, and on courses of initial and in-service teacher training. The various professional subject associations, which encompass much teaching expertise, are also involved. As to institutional provision at national level, there is a number of major bodies funding, commissioning and undertaking curriculum development work; these include the National

Foundation for Educational Research (NFER), the Social Science Research Council (SSRC), the Policy Studies Institute (PSI) and various government departments including the DES. Other bodies, including the Council for Educational Technology (CET), the Centre for Information on Language Teaching and Research (CILT), the Council for Environmental Education and the National Centre for Science and Technology carry out work of review, development and information within their fields of interest. Still others such as the Arts Council, the Craft Council, the Design Council and the Health Education Council have interests in specific aspects of the curriculum; and there are many other active public and charitable agencies directly involved in education.

b. Examinations

54. Some considered the Council's detailed work in relation to existing examinations to be so superficial in comparison with that of the Examination Boards as not to be worthwhile. Others however thought that given the nature and backgrounds of the boards some external check was a necessary safeguard. Some regretted that detailed work was virtually confined to A level examinations.

55. On examinations policy the critics said that the Schools Council had wasted a great deal of time and effort in seeking to reform the examination system, some on the grounds that the proposals were educationally wrong - headed, others on the grounds that the Council had lost "face" by sponsoring so many proposals that the Government had in the end rejected or been exceedingly slow to accept (by implication the latter criticism was directed more at the Government than the Council). Others agreed that change in examination systems was inevitably slow, not least because of the variety of purposes that examinations serve. Several made the point that even in the case of proposals that had in the end been rejected the work itself had been illuminating and valuable to those who had taken part in the discussion. Some suggested that the Council should have "more teeth" in relation to the Examination Boards, by which I think was meant control over them.

c. Priorities

56. The critics said generally that the Council never had much grasp of priorities: and its only discipline was the limit on the funds available to it.



So in the early days when the Council was essentially receptive to ideas from outside it chose what could be fitted into the budget. The criticisms are both more specific and sharper in relation to the present programmes. It is represented that the individual activities (many quite small and inexpensive) that make up the programmes were chosen more with a view to pleasing as many parties as possible than for their intrinsic worth; that many could have as easily been accommodated under one heading as another; that they are underfunded; that the arrangements for 'monitoring' are deficient and the arrangements for 'evaluation' even more inadequate and impractical.

d. Cost and Accountability

57. Some critics thought the Council overfunded (but they were those who wanted it abolished). Others thought it conspicuously underfunded, and suggested that its budget of £3.7m was derisory in relation to total planned expenditure on education in England and Wales in 1980/81 of about £11,000m and on schools education of about £7,000m. Some criticism was expressed at the resources devoted to what might be called, variously 'establishment' and 'work' (see paragraph 41 above). Others took the view that wide representation is fundamental to the Council's existence; that cost of the members' time is no charge on the budget (though there are of course some cases of indirect costs to employers who release them from their normal duties to undertake this work); that a good deal of work done by teachers on the programmes is done in their free time.

58. Some considered that as the Council had freedom to deploy its resources on curriculum and examinations as it wished, it was in no true sense accountable to those who financed it (central and local government).

e. Wales

59. Of those who gave evidence about the Council's work as it affects Wales nearly all gave it a good record. Evidence from HMI and others suggested that while the Council's work on the curriculum generally had had about the same effect on schools in Wales as in England, its work on the Welsh language and related matters had been more influential primarily because of the high level of demand from schools for materials and ideas in these areas. One piece of evidence was in favour of abolishing the Committee, on the grounds that the

money would be better spent on other educational activity in Wales; one expressed the view that the Council's work on examinations in Wales was unnecessary; one recommended that the Committee for Wales should have a separate budget for curriculum development.

f. Publications

60. There were several criticisms of which the most frequent was the delay between completion of a project and the publication of the result. Three main reasons were advanced, of which the first was the normal delay in publication about which any author complains. Secondly it was said that too many of the detailed decisions, for instance about format and design, were taken before bids were invited from the commercial publishers and this led to subsequent discussions with the publishers which would have been unnecessary if they had been consulted at an earlier stage. Thirdly it was said that the Council's Staff concerned with publications had to spend undue time editing the work submitted and this could be avoided if those responsible for the project received guidance at an earlier stage. One suggestion was that the Council should become its own publisher for most of its publications and buy its print direct from printers. Another was that this side of the Council's work is now so extensive that it needs a business manager to ensure proper financial control. If there were such a manager the Council's Publications Committee might no longer be needed.

g. 'Style'

61. The style of the Council is criticized in three respects. Its working papers and general bulletins are thought by many to be 'wordy' and their use of language inaccurate and full of jargon. A tendency to boastfulness about the Council's achievements in public utterances is mentioned by others. Many of those who gave evidence, including several representing member organisations complained of set speeches especially in Convocation which is open to the press, rudeness and lack of consideration (particularly by bodies with multiple representation towards others with single representation) and bad committee manners generally. Some individual representatives seemed to feel intimidated by the big battalions and one said that he despaired of ever making an effective contribution to the Council's work in such an atmosphere and was tempted to resign.

h. 'Opinions'

62. Many people do not care for the opinions expressed by groups that work under Schools Council auspices and get them published under the Council's imprimatur. For example, there has been fairly consistent objection to encouragement to teach about sex and a recent discussion in the House of Commons turned on what was alleged to be the encouragement of strife within the family.

Organisation

Representation

63. There was a substantial volume of complaint against the manner in which the teaching interest is represented on the main committees and other committees the membership of which is specified in the Constitution. In particular the teachers' associations, some of which are formal trade unions affiliated to the Trades Union Congress (TUC), were thought to be over-represented. The view was expressed that some of these associations did not represent the professional responsibilities of teachers as teachers in the classroom. Those of the teachers' unions to whom I had the opportunity of putting this point from the evidence justified their proportionate representation on the Council's committee by reference to the size of their membership and, in one case, its diversity (from nursery schools up to sixth forms).

64. The Constitution provides that the Chairman of the Schools Council holds office for a period of three years. Chairmen and members of Subject Committees hold office originally for a period of four years and thereafter are eligible for a further period of two years. With these exceptions no term is put to the service of members on committees. It was suggested that the same principle should apply to all the Council's standing committees as a safeguard against the Council's becoming too set in its ways and against a certain 'staleness' which some claimed to detect already.

65. The constitution provides for alternates. Some organisations represented by one member on say, three committees share the work among three individuals: some of these complained that organisations with multiple membership abused the system of alternates so that the same individuals regularly attended several committees, sometimes as members and sometimes as alternates.

### Committee Structure

66. The most common points made under this heading were that:-

- a. The committee structure lacked definition. Under the present Constitution, with its prescribed network of consultation across the 'main' committees it was difficult to judge where final decision rested, save in the case of advice to the Secretaries of State about examinations policy where the Constitution specifically provides that this shall come from the Finance and Priorities Committee.
- b. Although the Constitution deliberately sought to avoid a hierarchical structure, de facto such a structure had emerged, with the Finance and Priorities Committee having assumed the decisive role. There seemed to be fairly wide spread agreement that an overtly hierarchical system would be an improvement.
- c. Most of the committees prescribed in the Constitution were too large for working purposes.
- d. In spite of the Council's own emphasis on the necessity for curriculum and examinations to be considered by the same body any link between the Examinations Committee and the Professional Committee, where the main work on the curriculum is drawn together, was in practice tenuous.
- e. There was a sharp difference of view on the value or otherwise of Convocation. Although some of those who were most in favour of its continuance thought that the quality of its debates was highly variable they nevertheless saw value in its wide representation; and claimed as unique the opportunity that Convocation provides for public debate at which for example the various 'consumer interests' (eg parents, industry, further and higher education) are represented. Some of its supporters referred to Convocation as a 'parliament'. Its detractors used the more pejorative expression 'talking shop' and suggested that there was very little real debate. The presence of the press encouraged set speeches and 'playing to the gallery'.

f. There was also some difference of view on the usefulness in present circumstances of the two Curriculum Committees and the Subject Committees. Since the Council had adopted the technique of programmes the work of all these committees had been diminished. The Curriculum Committees had been consulted in the formulation of programmes, the subject committees not so consulted or not adequately in their view. Once the programmes had been formulated their execution and supervision had passed to ad hoc groups. Opposite conclusions were however drawn: on the one hand if the machinery of the Constitution had been more fully used, the programmes would have been improved; on the other that the nature of the programme approach made the existing machinery inapposite and it was more efficient to resort to ad hoc machinery (in many cases using members of the curriculum and subject committees as the Council had done). A separate point was made in relation to the Subject Committees. It was claimed by some that, irrespective of the programme approach, the Council's work on the curriculum was steadily moving from individual subjects to the various aspects of the 'learning process'. Others pointed out, however, that in the case of secondary schools in particular the curriculum was largely subject based and likely to remain so and if it was part of the Council's purpose to help teachers in such schools there must always be at least some subject element in its work on the curriculum; further, Subject Committees were able to make a useful contribution to cross-curricular studies. In addition there was substantial evidence (both from those who were and were not involved in the Subject Committees' work) that these included some of the most valuable of the Council's members, namely practising teachers who, among other things, were in a strong position to disseminate the Council's work. The advice was therefore on the one hand to abolish the Curriculum or Subject Committees or both (thus freeing a good deal of the staff time required to service them, as well as other resources) and rely on flexible, ad hoc arrangements, with the stress on committees assembled for a specific short term task and stood down when that task was completed; and on the other, especially in relation to Subject Committees, that it would break continuity and it would be difficult to assemble expert advice ad hoc.

- g. Most who gave evidence on the subject were in favour of retaining the Committee for Wales. Not unnaturally these included the Committee itself, which incidentally made the point that its five faculty committees (for Welsh, Humanities, Mathematics/Science, Language, Creative Studies) were able to deal more readily with cross-curricular questions than the Council's own Subject Committees.

67. The evidence on the committee structure given by the Schools Council's Review Group favoured a hierarchical system with the Professional Committee responsible to the Finance and Priorities Committee; and the two Curriculum Committees, the Examinations Committee and the Committee for Wales responsible to the Professional Committee. The written evidence made no specific proposal on the Subject Committees but at my second meeting with the Group it seemed that they were in favour of abolition. However, at my final meeting it was reported that the Finance and Priorities Committee were averse to it.

#### Chairmanship and Staff

68. The chairmanship of the Schools Council is a part time office. Some proposed that it should be full time and paid.

69. There seemed to be unanimous agreement among those who commented on the point that the change introduced in 1978 in staffing arrangements (from shared responsibility at Secretary level and short term contracts generally to a single full time Secretary and a largely permanent staff) had been a great improvement and should continue. Some anxieties were expressed on

- a. what was seen by many as an overload of work. Some ascribed this to an underestimate of the consequences in terms of staff resources of the introduction of programmes;
- b. the ability of the staff to service the present committee structure; there were complaints of late delivery of papers, some of them too lengthy and ill digested; the separate criticism was made that the minutes often failed to record important differences of opinion;

c. whether the powers and responsibilities of the staff were "right"  
- Some thought them inadequate, others excessive;

d. where within the Council ultimate responsibility for staffing policy lay and whether the Secretary was sufficiently accountable overall.

70. A great deal of appreciation of the work of Field Officers was expressed but they were thought to be too few and further, the involvement of many of them with the programmes and with other committees, obliging them frequently to go to London, interfered with their local work.

#### IV CONCLUSIONS

71. My terms of reference were to consider the functions, constitution and methods of work of the Schools Council. While the evidence comprehends these three heads some of it goes wider. I was asked to consider the Council from first principles. This seemed to me clearly to imply that I must contemplate as possibilities the abolition of the Council or its transformation into a radically different body. Such questions as the effectiveness of its work and the esteem, or otherwise, in which it is held seemed to me materially to bear on these possibilities. I have therefore interpreted the terms of reference widely and I have summarized above the evidence which this interpretation produced.

72. Before commenting on it I make a general observation. To an extent all education is political and no branch of it more so than schools education in which almost everyone is concerned at some stage or another: as pupil, parent; as taxpayer, ratepayer. Even the more specialized interests are widely diffused: those of teachers, school governors; employers, practitioners in further and higher education; Members of Parliament, Councillors and officers in central and local government in the sectors concerned. What astonished me however on first acquaintance with this subject was the extent to which these interests are institutionalised, and still more the multiplicity of the institutions representing some of them. The membership of the Schools Council as set out in its Constitution (Annex II) illustrates the point, as does the reference in paragraph 53 above to the still further bodies whose work has some bearing on, or some analogies with, that of the Council. To some extent no doubt this multiplicity merely reflects the complexity of the system; but to the extent that it represents rivalry between and within groups, it is also a manifestation of power politics.

73. When I reflect on the evidence as a whole it seems to me that at the root of the criticism of the Schools Council, both from its detractors and its supporters, is dislike of the application of power politics to a matter so important as schools education. It is a dislike that I share. Curriculum and examinations involve academic, social and even technical questions on which there is room for legitimate difference of view on objective grounds and also, as in all educational questions, for difference of individual opinion. But that



is quite another matter. There are many other bodies both within and outside education whose members are nominated as representatives of particular interests but who, once elected, are more successful in combining for common ends than the Council is, are more prepared to engage in frank discussion - it was a frequent criticism in the evidence that representatives of central government on the Council were not - and in a less abrasive atmosphere. I believe that some improvement has taken place in recent years (and certainly many members of the Council have worked for it). But if the Council survives it will never, I believe, command such wide public acceptance as a large part of its work deserves unless it can make considerable further progress in this direction. In its 17 years of existence it has always been the subject of controversy; some would say that if it had not it would not have fulfilled its purpose. Some controversy attaching to a body of this kind is inevitable and even healthy. It is the nature of this particular controversial aspect of the Council which is damaging.

74. Against the background of these preceding paragraphs I state my conclusions on the evidence in the order used in section III.

#### Fundamental

75. I accept the need for curriculum development on a national basis. I do not think that this function could be performed by DES officials or HMIs. While both of them can suggest certain lines of general policy in relation to the curriculum (and both have recently done so) they lack the resources to deal with detailed development. Nor do I think that any of the other bodies mentioned in paragraph 53 above could take over the work at present done by the Council on the curriculum (though I refer in paragraph 91 below to the Council's relations with these bodies).

76. As to examinations I accept that in comparison with the GCE Boards' work in cross-monitoring, the Council's monitoring of A levels has been rather slight. But it does seem to me right, and indeed in the Boards' own interests, that some body external to them should engage in this operation (and indeed I suggest in paragraph 92 below that the Council has not done enough in relation to existing examinations generally). As to examinations policy decisions are

clearly the responsibility of the Secretaries of State but they need expert advice, outside the resources of the Departments, to consider together with the views of the Boards and other interests. I conclude that a national body with these functions in relation to examinations is necessary also.

77. The great weight of the evidence accepts the case made in the Lockwood Report for a single body dealing with curriculum and examinations and I, too, accept it.

#### A nominated body

78. It does not follow that such a body should be of a similar composition to that of the Schools Council. A nominated body, is the main alternative and I have considered the case for it carefully. There is ample precedent in other countries, including Scotland. In England itself there is precedent (though not in schools education) in the FEU, a body nominated by the Secretary of State. There are some evident advantages in such a system. It could be more efficient, would certainly be less costly and might command greater respect (in certain quarters, though not necessarily in others). The concept of a body which settles priorities and then leaves the staff to carry out, and where necessary commission, the work detaches the staff from at any rate a great deal of the political tensions.

79. I see three disadvantages. To my knowledge, bodies of this kind which exist elsewhere are not required to deal with the full range of functions (including detailed work on examinations) at present exercised by the Schools Council, and they tend to exist in systems of schools education less complicated than ours. Secondly, a nominated body would be unacceptable for much the same reasons as the CSG in 1962 to which the local authorities and the teachers' associations objected. Moreover there are by now more interested parties to object. The principle of partnership propounded by the Lockwood Committee was widely accepted at the time; the principle of extending this partnership to a wider circle of interested parties (particularly more of the 'consumers', such as parents and industry) was expressed in the Schools Council's constitution of 1978; and according to the evidence that I have received both principles still command very considerable support. Certain tensions, such as those between teachers, between teaching associations, between Examination Boards and other

parties concerned with examinations, between on occasion, central and local government, to name but a few, are inherent in our system as it is. They would not disappear if the Schools Council were abolished and its work taken over by a nominated body. As I have explained above they seem to me evident to an unnecessary (but I believe curable) degree in the present Schools Council. I cannot but think that they would express themselves in more objectionable ways if a nominated body were imposed (as in practice it would have to be). Thirdly, a nominated body is consistent, but in my view consistent only, with a system of central government control of the curriculum and examinations. It seems to me therefore better to build on the Schools Council as it exists, whatever its shortcomings. It must necessarily reflect the complexity of the system of schools education as it exists at present. If it could divest itself of its power politics it might do so rather well. I do not therefore recommend a nominated committee.

#### Further education

80. The only extension to the Council's functions which received significant backing was in the field of further education. I have described the conflicting evidence I received on the point. At first sight there is a case for extension because of the overlap in both curriculum and examinations described in paragraph 47 (vi) a. It is a matter almost of accident whether a pupil proceeding beyond 16 is receiving instruction in the sixth form of a secondary school or a sixth form college (both classified as schools) or at a college of further education. The division of the two curriculum committees into 5-16 and 17-19 would be a neat arrangement on the face of it. Moreover, some of the institutions concerned with further education are already represented on Schools Council's committees so it can be argued that it would not greatly complicate the Council's structure to extend representation as would be necessary if the Council's function were enlarged as suggested.

81. Nevertheless I do not recommend such an enlargement for the following reasons:-

- a. There are many untidy borderlines in the education system and this one is no worse than some others. In so far as pupils in institutions of further education take GCE examinations their interests are covered by the Council's present work on curriculum and examinations.
- b. An enlargement to include FE would require the Council to be involved with a (to it) whole new order of examinations at a time when its existing work on examinations is likely to increase.
- c. In general I consider the Schools Council overstretched as it is.
- d. Doubts about the role of the Curriculum Committees, explained below.
- e. The enlargement would require fuller representation of FE interests and so would have complicating consequences for the committee structure whereas I believe, as I shall explain later, that an important need for the Council is to simplify and reduce the size of committees.

82. I am persuaded of the need for a body concerned with curriculum development and examinations financed by central and local government, distant to an extent from both but on which both are represented. Arising out of discussion of the further evidence below, I make suggestions and recommendations about the Council's work, none of which however would require any alteration in its functions as summarised in paragraph 26; and about its organisation which would require significant change. Subject to these points;

I recommend that the Schools Council should continue and with its present functions.

#### Performance

a. Curriculum development

83. It was evident to me from an early stage that I could not exercise independent judgement on the question of quality, important as it is. In terms

of projects alone the Council has produced more than 180, in some cases with accompanying teaching materials, not to mention working papers (many of which concern curriculum) and other reports and bulletins. Even if the time allotted had permitted me to read it all, it would have been out of the question for any individual to comment on this range of subject matter. So I am dependent on the evidence which suggests to me that the quality of curriculum development work has been a mixture of good, bad and indifferent, as one might have supposed in the first place.

84. The Council is careful not to promise publication when it commissions work: I think this right. I suspect that it has not always been critical enough in its judgements of what should be published and what not. One of those who gave evidence referred to a specific piece of work, on which his opinion was asked as an assessor; he thought little of it; the Secretariat nevertheless argued that it should be published because "those concerned had put in a great deal of work". I have been unable to check the particular example and I certainly would not wish to generalize from it. So it is not a matter susceptible of recommendation. I hope, however, that the Council may see for itself that weak judgement on such matters endangers its reputation. It would be well advised to be critical.

85. On the effectiveness of the Council's work on curriculum development I note the evidence from HMI quoted in paragraph 52 above which begins. "In general the Council's activities have not had a wide effect in the classroom". I cannot evaluate the statistical and other methods of the Council's "Impact and Take-up" project but its conclusions quoted at Annex III seem to me on the whole reassuring. Expectations were too high; measured against realistic expectations of the contact which might have been made with teachers the majority of projects have fallen below but some have exceeded; the degree of their use compares not unfavourably with Nuffield and other comparable schemes; interestingly enough, the attitudes of teachers to the schools Council's work are more favourable the higher the school age range and "the higher the status of the teachers". Probably the only conclusion on which there would be general agreement is that the work has not been so effective as it was hoped or as it might have been. (It should be borne in mind that the analysis covers the period up to 1976 only.) There are some who consider the pace of change in the curriculum,

irrespective of the influences that bear on it, altogether too slow for what society needs. For myself I would expect change in the curriculum to come about rather slowly, not because of inherent conservatism in the teaching profession as because teachers have to be persuaded that any given change is an improvement. That seems to me a useful and necessary safeguard.

86. I do however consider that the Council needs to take the question of dissemination much more seriously even than it has done in recent years. The means that have been used are various. Some of those who have been responsible for projects have themselves explained them to groups of teachers. Among the services used, are those responsible to local education authorities, in particular local authority inspectors and advisers who are in frequent contact with the schools in their areas and teachers' centres. Colleges of Education and departments of Education in universities and in the maintained and voluntary institutions use some of the Council's products for initial training of teachers. HMI act similarly in the courses they hold for in-service training of teachers. A variety of other agencies including the Open University and BBC Educational Broadcasts, while not promoting the Schools Council's products directly, use them as a basis for educational programmes. The Council's own Field Officers (of whom there are 16 in England and Wales) and their Regional Information Centres (of which there are four) are especially active.

87. It seems to me that the Council urgently needs to do two things. It should review the means of dissemination external to its own officers to make sure it is using the former to the maximum extent and to plan the complement and deployment of its officers. For example, local authorities vary considerably in the resources they are prepared to devote to dissemination and this should have implications for the deployment of Field Officers and information centres. Should these, for instance, be placed in parts of the country where local authorities are relatively less active in this matter? Or, on the contrary, should the Council decide that it is impossible to obtain full national coverage and concentrate on selected areas which seem propitious? (I have had a number of letters from satisfied 'customers' in the north-east area, for example, where the City of Newcastle Upon Tyne is active and helps to finance one of the Council's few Information Centres and where one of its Field Officers is stationed).

88. Secondly the Council ought to devise some guidelines on the question of the use of its own funds for dissemination. I feel tolerably certain that it has not adequately budgeted for this aspect of its present programmes. Ideally this consequential expenditure should be foreseen and budgeted for in the first place; of course in practice this cannot be precisely, though an attempt at it should be made. It seems to me that there are at present no guiding principles about the extent to which the Council itself funds further dissemination of its earlier work. As recently as last term it voted funds for further dissemination of projects completed a decade ago. I do not say that the individual decisions were wrong, but what are the principles on which they are made? Is dissemination to be a continuing charge until the project is obsolete? Are only the very good ones to have such treatment? Is the Council sufficiently hard hearted in withdrawing continued support from the less successful? This is difficult territory, I know, but it seems to me one that it is necessary for the Council to explore in a more purposive fashion than it seems to have done so far.

89. If these two questions are not dealt with soon, the Council will shortly be up against a real dilemma: the choice between 'wasting' work already done and denying itself the power to commission new work. I think, in fact, that the Council is up against that dilemma now in relation to expenditure for 1983/84; and it might in fact be wise to commission no new work in 1983/84.

I recommend that the Finance and Priorities Committee examines future policy on dissemination with a view to establishing principles; considering how better to forecast cost of dissemination in future; considering the consequences for deployment of staff, including in particular Field Officers.

90. I have expressed above my opinion that none of the other bodies concerned with the schools' curriculum could satisfactorily substitute for the Council's work on curriculum development. That is not, of course, to say that I consider that the Council has prescriptive rights in this field (nor, to be fair, has it ever claimed them). Although very little evidence on the point was volunteered, I have felt obliged to consider to what extent the work of the Council and of these other bodies duplicate each other.

91. Short of conducting a review of each of them, which would have been impossible in the time, I cannot be certain that there is no overlap. But, first, a degree of it (provided that it is not downright wasteful) is not necessarily harmful. Secondly, all of these bodies (and also the Council) are short of funds and so have an incentive not to duplicate wastefully. The important thing seems to me to be that all of them should know what work the others are currently engaged in and that the Schools Council has a particular obligation to inform itself, and be the means of informing others, of what work is being undertaken or contemplated.

I recommend that the Director of Studies makes it his particular responsibility to be aware of curricular developments funded by other agencies; and that the Council should give effect to the intention stated in 'Principles and Programmes' 1979 to act as a clearing house for such information.

b. Examinations

92. I think that the Council acts as a useful back stop to the Examinations Boards in approving new subjects and syllabuses for GCE A level. It seems to me a pity that it relinquished this function in relation to syllabuses for O level and an even greater pity that it never assumed it for either subject or syllabus in the case of the CSE, since it is in that area that criticism about proliferation of subjects is strongest. That it abdicated that responsibility, I deduce from the evidence, was for two reasons neither, to my view, justified. It assumed that the CSE Boards would have a majority of school teachers: so they do, but I am assured that, so far as the marking of examination papers is concerned, the GCE Boards also have a majority of school teachers, so it was a false distinction. It was further assumed that the CSE Boards would be 'school based' in the sense that Mode III - the version that teachers in individual schools both set (subject to the validation of the Boards) and mark-would be predominant. I understand that Mode III accounts for only about 25% of CSE examinations. I regret also that the Schools Council abandoned its monitoring function in relation to GCE O level and never assumed it in relation to CSE. In the case of the latter it would have seemed particularly necessary. The school has no choice in the CSE Board used: it is obliged to use the Board appropriate to its locality. In this respect the system differs from that of the GCE Boards



where choice at least introduces a degree of competition, and provides an incentive for cross-monitoring between Boards.

93. However, the Government's acceptance of a common examination at 16+, which will when it is introduced take the place of both O level and CSE, has created a new situation, in which the role of the Schools Council is not yet clear. The present situation is that the Secretaries of State have asked the Boards to devise criteria for the new examinations and the Schools Council is itself considering the subject. Once the criteria have been accepted by the Secretaries of State, taking account of all the advice received, a great deal of detailed work will remain to be done about subjects, syllabuses and monitoring. It is of course for the Secretaries of State to decide how and by whom this is done. Obviously a good deal will be needed from the Boards but it would be surprising if the Schools Council were not invited to do a good deal too.

94. I do not accept the evidence that the lack of success over the years of some of the Schools Council's various proposals on examinations policy of external examinations has caused it to lose 'face' or, in the modern jargon, 'credibility'. An advisory body must expect from time to time that its advice will be rejected. Possibly the Council was somewhat ham handed in the way it set about the discussions with other interests. It rushed the universities and polytechnics on its "N & F" proposals by setting unrealistic time limits and it was arrogant in representing to representatives of higher education that they would be "failing in their duty to the nation" if these proposals were not instantly accepted. Universities and polytechnics, well aware that no government in the foreseeable future is likely to find the means to fund four, instead of characteristically three year, courses, were quite right to fight their corner and were not necessarily merely selfish in doing so, for a lowering of standards can work back through the system to affect standards generally.

95. This is not at all to say that what those pupils who will proceed to higher education need to equip themselves for is necessarily the same as what those need who will not so proceed; nor however is it to say the contrary. To pursue this thought would be to enter into a debate about the value educationally of various kinds of curriculum and corresponding examinations; to do that I should exceed my terms of reference. The point I want to make is that it is

misleading to approach these important matters on the assumption of a conflict of interest. The only interest that matters is that of the pupils themselves. The old notion of "matriculation", at once a school leaving certificate and a guarantee of suitability for higher education, may be outdated, has certainly had to be refined and may have to be refined out of existence. The council has a useful role to play in discussing which examinations can fulfil several purposes as well as examinations designed for more limited purposes.

96. The way forward in my view is not by giving the Council control over Examination Boards. I do not think that this would be generally acceptable to schools or parents and so I doubt whether any government would be prepared to legislate (as would be necessary to bring this about). Nor is it by assuming that the Council's voice can be sole or even predominant. I suspect that rejection (not by any means always at the end of the day sustained) by successive Secretaries of State of the Council's proposals on examinations policy have created unnecessary resentment by many of the Council's members who have worked hard for change because of misconceptions about the Council's role and the position of those of its members who represent the Secretaries of State. This thought leads to my recommendation in paragraph 139 below about the distribution of responsibilities for examinations policy between the Council's committees.

c. Priorities

97. Here I believe that the Council is weak, principally because the committees, and especially the Professional Committee, have been indecisive. Current criticism attaches particularly to the programmes. When I enquired of the Council's Review Group why each of the five programmes mentioned in paragraph 37 above had received the same budget of £330,000 over three years, I received the answer, in effect, that 'each should have its chance'. This immediately suggested to me that none of them had been properly costed, which I believe to be the case. It fortified my suspicion of compromise on what was selected from the many suggestions put forward and what was rejected. Direct observation of some of the Council's meetings reinforced that view. It seemed to me that the Professional Committee having received 'bids' of various kinds (for adding to programmes and financing dissemination of projects) in excess of the finance available was unable to choose between them; and it was therefore necessary for

the Finance and Priorities Committee subsequently to do so. The justification for the teachers' majority on the Professional Committee is its qualification to establish educational priorities. I surmise, therefore, that this lack of grip in relation to priorities explains the way the programmes were devised and carried through the Finance and Priorities Committee and the way in which they were funded. This fortifies my view, which I explain later, that there is need for a clearer definition of function and responsibility in the Council's committees.

98. As to the programmes themselves it is an inconvenience of the timing of this review that neither I nor anyone else can comment with any authority on the outcome of the programmes technique. Clearly, by involving so many practising teachers, it has contributed to what some call 'in-service training', a need which many have recognized both before and after the James Report but some claim has never been adequately organized or funded. But if in-service training were to prove the sole justification for the programmes technique it might have been better to direct the financial resources elsewhere, as some of those giving evidence have suggested. I personally think that the Council was right to take this new and rather adventurous approach, but whether it is successful in terms of useful generalization is yet to be proved. The programmes themselves are funded only until 1983 and it will probably take much longer to establish their usefulness. What is reasonably clear already is that they are all underfunded, especially when dissemination is taken into account, and there must be doubt about the adequacy of the arrangements for monitoring and evaluation. I make no recommendations specifically on these point but I have had them in mind for what I say later about the responsibilities of the Finance and Priorities Committee.

d. Cost and Accountability

99. On this I have to say, first, that work of the kind being done by the Schools Council can to my mind never be shown to be cost effective or non-cost effective (but in this context I mean 'work' as distinct from 'establishment'). Secondly, I have no fault to find with the formal accounting procedures.

100. The criticism that because it is left free to determine how it spends its resources means that the Council is, at the end of the day, not properly accountable to central and local government is to my mind refutable because its

'paymasters', when they combine, are represented by a majority on the Finance and Priorities Committee. That is where accountability should be enforced: if it is not in practice so enforced it is up to the representatives of the 'paymasters' to see that in future it is.

e. Wales

101 The question whether Wales should have a separate budget for curriculum development is one for the Council itself. The position of the Committee for Wales I discuss in paragraph 148 below.

f. Publication

102. I have summarized the evidence. To an extent it is a technical matter. I have neither had the time nor the necessary access to expert advice to form an opinion.

I recommend that the Council's Publications Committee consider the Council's publications policy generally; in particular whether it would be an advantage to have a business manager and in such a case whether there is a continuing need for that committee; and report to the Finance and Priorities Committee.

g. 'Style'

103. I endorse the criticisms in paragraph 61 above and add one of my own. I personally found the anti-intellectual flavour of some of the discussion in the meetings that I attended tiresome and unnecessary; certainly I never heard the word 'academic' used save in a pejorative sense. I believe that public esteem for the Council would be enhanced if its members were better mannered in discussion, and in some cases used language more precisely and less evocatively. However, these are hardly matters for recommendation. The Council alone can be the guardian of its own reputation.

h. 'Opinions'

104. I, too, have my prejudices. But if we are to retain a body (and I have already made it plain that I think we should) for curriculum and examinations, it must have freedom to commission its work and freedom (not obligation) to publish what it commissions. There is no point in seeking to restrain the range

of its enquiries beyond what its common sense and the limit of its resources dictate, or to prescribe the style of its publications. It is bound to be prey from time to time to the fashionable and the sensational. Perhaps some resources are expended in ways which some of us (and we should no doubt disagree among ourselves) consider trivial or unsuitable; these resources will hardly be large. In my view a limited degree of waste is a small price to pay for keeping the system open. The ultimate safeguard is that no teacher is obliged to use the products of the Council's work and here again its reputation is in its own hands.

### Organisation

#### Representation

105. It was proposed to me in evidence that it would be more satisfactory if the teaching interest in those of the Council's committees the membership of which is prescribed in the Constitution could be provided by bodies more representative of teachers professionally, for example the subject associations. The Schools Council Review Group suggested that the help of these associations should be more generally invoked (though not with membership of the main committees in mind) and I agree with that. But they could not in practice represent the whole of the teaching interest on the Council partly because the subject associations are not fully comprehensive. Moreover it seems to me reasonable that a considerable part of the teaching interest should be supplied by representatives of the teachers' associations. The Council needs the experience of various kinds of teachers, for example heads and assistants, and of teachers in various kinds of schools.

106. I do not accept the principle of multiple representation by the teacher associations prescribed for these committees nor the reasons adduced for it. Teachers join trade unions, I suppose, for much the same reasons that other workers join other trade unions; that is, in regard to pay, conditions of service, protection against redundancy, accident and other misadventures. But a trade union of teachers is not a collection of teachers acting primarily in their professional capacity as teachers, and I see no rational argument for multiple representation of teachers' associations by reference to the size of membership, given the reasons for which their members join.

107. Moreover, multiple representation by these associations gives rise to multiple representation by other bodies in order to preserve what the architects of the Constitution of 1978 thought the appropriate balance of interests within certain committees, in particular the Finance and Priorities Committee and the Professional Committee. (The fact that, so far as I could observe, the Council rarely uses votes in practice does not affect the reality of the balance of interests.) The nominating bodies of the members who serve on the principal committees are set out in the Constitution (Annex II). The following table shows for each of them: total number of members; number of institutions with multiple representation; number of members representing those bodies.

(a) <u>Committee</u>	(b) <u>Total</u> <u>Membership</u>	(c) <u>Institutions with</u> <u>multiple membership</u>	(d) <u>No. of Members</u> <u>representing (c)</u>
Convocation	56	9	32
Finance and Priorities	28	5	21
Professional	37	8	28
Examinations	32	6	24
Primary Curriculum	20	4	15
Secondary Curriculum	24	4	13
Committee for Wales	22	5	15

It is perfectly possible to preserve the balance of interests in smaller committees if multiple representation is reduced.

108. On the question of rotation of membership the Council must be open to new ideas; and that implies fresh blood. The original arrangement of a succession of joint secretaries of short tenure was rightly discarded in the present Constitution. But the reason for the original arrangement (paragraph 23 above) was good. Now that there is a permanent staff, the time has come when there should, in my view, be a term to the period of service of all members of standing committees. The balance between the value of experience and the value of fresh approaches is an awkward one in any institution. Any fixed rule will involve some loss of particularly valuable individuals; but no change will ever take place without a fixed rule. The Council should in future allow the institutions concerned to appoint their representatives for all the standing

committees entirely on their own discretion, as now, but for a fixed period of four years; and permit them to nominate the same representative for a further maximum period of four years though the committee concerned should have the power to accept or reject a proposal for renewal. If a proposal for renewal were rejected this should not prevent an institution from nominating the same representative for service on another of the Council's committees for four years. No individual should serve more than eight years in total on the standing committees of the Council.

I recommend that there should be a fixed term to membership on standing committees as described above.

Such a system could not be abruptly introduced. It would be necessary for the Council to arrange "staggering", with some reference to the length of service of its present members but it should agree within a year on how this should be done.

109. I recommend some restriction on the use of alternates, specifically that no member of a standing committee should be an alternate for more than one other standing committee and that the procedure for the rotation of alternates should be the same as that recommended for members.

#### Committee structure

110. In proposing changes in the Council's committee structure I have had in mind the following principles:-

- a. to preserve the spirit of the 1978 Constitution, which sought to provide as open a system as possible in order that ideas might emerge from many sources within the Council; but
- b. to create a hierarchical structure with clearer definitions of powers and advisory functions of the various committees;

- c. to provide the Council with sufficient flexibility to adapt its arrangements as the direction of its policy from time to time requires but at the same time to ensure that conscious decisions are taken (and the cost considered) when such adaptations are made;
- d. to reduce the number of standing committees;
- e. to reduce significantly the number of members of the standing committees while preserving the principle of wide representation;
- f. as far as possible to abolish (and where that is not possible significantly to reduce) multiple representation of institutions on committees;
- g. to maintain the majority of central and local government interests on the Finance and Priorities Committee and of the teaching interest on the Professional Committee;
- h. to bring curriculum and examinations into closer proximity.

111. Before I apply these principles in detail some of them require further explanation.

- a. The principle embodied in the Constitution of 1978 of a division of powers between the three main committees as equal partners was a good one. There seems however a general consensus that it has not worked out in practice as it was intended. Perhaps it demanded too much of a body which needs to take decisions, on occasion quickly. Certainly the technique of programmes which was adopted soon after the Constitution was introduced has had practical effects on the Council's operations, the extent of which could probably not have been foreseen. The result has been the underemployment of some of the machinery prescribed in the Constitution and the use, to my mind not always sufficiently controlled, of ad hoc machinery in its place.



112. b. A careful reading of the Constitution shows that in fact specific functions are assigned to the various Committees. They are not always perhaps sufficiently closely drawn; but the real source of confusion probably lies in the requirements of the main committees to consult each other which creates a rather complex system of 'cross-referencing', the purpose of which was of course to give effect to the equality of powers. In any case it is now clear that there is confusion within the Council, and still more outside, about the source of decisions on given matters. Perhaps because of this a hierarchical structure has emerged with the Finance and Priorities Committee at its apex. It is timely to recognise this, to define more clearly the responsibilities of each committee and their relationship with each other; in a hierarchical system 'cross-referencing' is not needed.
113. c. The Council is not committed to continuing curriculum development by means of the programmes technique indefinitely in the future. It could spend all its resources for new work on curriculum development in that way; it could revert to discrete projects exclusively; it could, as will soon be the case with the introduction of the new project to review the Secondary Science Curriculum, divide the resources between programmes and discrete projects; it might devise techniques different from either, and as yet unforeseen. Sensibly, it wishes to keep its options open. This makes it difficult, however, to suggest a structure which would be suitable for all possibilities. In these circumstances it seems best to provide in a revised Constitution for fewer standing committees and give the Finance and Priorities Committee the power to set up additional machinery as necessary and in the form appropriate for the circumstances at the time.
114. d. The main purpose in seeking to reduce the number of standing committees is that of flexibility, mentioned immediately above. But to do so would have other benefits: it would end the frustration of members called upon to spend their time on meetings for which there is insufficient, or no real, business; reduce the amount of staff

time required to service them; and shift the proportion of resources at present devoted to variously 'establishment' and 'work'.

115. f. I consider that, with the exception of Convocation, the membership of &g. all the Council's standing committees is too large for effective operation. I am more concerned with effectiveness than cost, though a reduction in the number of members would, too, contribute to correcting the balance between 'establishment' and 'work'. I have given (in paragraph 106 above) my views on multiple representation. The way to reduce the size of committees while not reducing the breadth of interest represented is to cut out or, where that is not possible, severely cut down, multiple representation generally.

116. I now apply the principles set out in paragraph 110 above to the Council's present structure. Clearly the provision for Trustees must remain. As to the standing committees, the continued existence of the Finance and Priorities, Professional and Examinations Committees has not been called in question and seems to me essential. The evidence is conflicting on Convocation, the Primary and Secondary Curriculum Committees and the Subject Committees and I give my opinion on each of these, as on the Committee for Wales and the Publications Committee, in turn below.

117. I am in favour of retaining Convocation. I appreciate the arguments against it but it is a novel body which in the nature of the case would need more time than others of the Council's committees to find its feet. I doubt whether it will ever be capable of fulfilling the rather ambitious role originally conceived for it (and I shall say more later about the definition of its functions and about adjustments to its method of work). It is not a parliament, for parliaments legislate and decide: the Schools Council, including Convocation, has no such powers. But parliaments are also 'talking shops' (hence the name); and a forum as widely representative as Convocation is for debate on schools education seems to me potentially, at least, a useful institution.

118. I consider that there is at present insufficient work to justify the existence of the Primary and Secondary Curriculum Committees. I have heard it proposed that they should concern themselves with refining and elaborating 'The Practical Curriculum'. If there is a need for detailed work on the general principles set out in HMI's document 'A View of the Curriculum' (1980) the DES document 'The School Curriculum' (1981) and the Schools Council's document 'The Practical Curriculum' (1981) (and it is not clear to me that there is such a need) it is more likely to call for inclusion in the programmes or projects than to require general exercises by the Curriculum Committees. It has been argued that the Professional Committee is overloaded, with the implication that more work could be delegated to the Curriculum Committees. But it seems to me that in recent years these Committees have not initiated much: most of their business consists of transmitting proposals from ad hoc bodies, or opining on such questions (not very many) as the Professional Committee sends to them. I consider the Professional Committee overloaded not so much by the size of its agenda as by the size of its membership.

119. That is not to say that committees of this kind may not be needed at some time in the future. But they should not have the status of standing committees nor be described in the Constitution. Accordingly,

I recommend that the Primary and Secondary Curriculum Committees be discontinued.

120. The Subject Committees present a slightly different, and more difficult, problem. Between them they represent a considerable body of active teachers and the work that they have done in the past has brought credit to the Council. They have been on what might be called a standby basis for some time, since they are required to meet only once a year and need the Secretary's authority to meet more frequently. This arrangement already causes dissatisfaction to the Subject Committees as well it might.

121. Their A level examination subcommittees clearly have continuing work to do and on one assumption referred to above about the new 16+ examinations considerable further work of this kind may be necessary in future. It is not clear to which body or bodies these subcommittees now report. In future they

should report to the Examinations Committee which should appoint their members from a panel of the present members of the Subject Committees afforded as necessary by nominees of subject associations.

122. However, with the exception of the Science Committee (which will be involved in the review of the Secondary Science Curriculum) it is difficult to see how Subject Committees' work on the curriculum which is defined as "to offer advice ..... on developments and issues within its subject ..... and to make proposals for further work" is to be pursued if the Council continues in future to place the same emphasis as it does at present on the technique of programmes. At the same time it would be wrong to assume that no curriculum development work on individual subjects will be necessary in the future.

123. It is wasteful to keep committees in existence against contingencies and unsatisfactory to members of the Subject Committees to be kept in a state of inanimation. Here again the right course is to set up machinery as and when it is required for a specific purpose. It has been represented that without the Subject Committees there would be no source of initiative for subject curriculum development. But it is open to any organisation (including a subject association) and indeed to individuals to propose to the Professional Committee any subject project for which a good case can be made and if that Committee recommended it the Finance and Priorities Committee would have the power to create an appropriate subject committee. Further I recommend below that the membership of the Professional Committee should in future include nominees of the subject associations.

I recommend that the Finance and Priorities Committee determine which of the present Subject Committees need to be retained for work currently in progress, and for how long, and that with any exceptions so determined the Subject Committees and the meetings of the Chairman of the Subject Committees be discontinued.

124. There is a distinct aspect of schools' education in Wales, deriving from the Welsh language and culture. This distinct aspect is, however, rather small. On the whole the similarities in schools education between England and Wales are greater than the dissimilarities. Some Welsh problems, in so far as they affect

rural areas for example, are the same problems as affect similar areas in England. Naturally, more school children in Wales take examination papers in Welsh language and literature and related subjects than school children in England but the examinations system in the Principality is identical with that in England. Since however there are some distinct interests and since the Secretary of State for Wales has separate powers for education in Wales, it seems right that there should be a committee of the Council specifically concerned with Wales and meeting in Wales, although, as I explain below, I think its scope and complement should be reduced.

I recommend that the Committee for Wales be retained.

125. The continuance or otherwise of the Council's Publications Committee depends on the outcome of the review on the substance of the question that I have recommended in paragraph 89 above. In any case, I do not think that it should be a standing committee: but a body that the Finance and Priorities Committee has the power to call into being or stand down as necessary.

126. I recommend that there should be five standing committees: the Finance and Priorities Committees, the Professional Committee, Convocation, the Examinations Committee and the Committee for Wales: the first three should be 'main' committees.

127. As to the hierarchical structure, the Professional Committee should be responsible to the Finance and Priorities Committee; the Examinations Committee and the Committee for Wales responsible to the Professional Committee. Convocation should be advisory to the Council as a whole but particularly to the Finance and Priorities, Professional and Examinations Committees. When I say 'responsible' I do not of course imply 'responsible on everything'. It is essential that each of the standing committees has defined functions. In what follows I recommend the functions and membership of the five standing committees. The changes in the Constitution needed to give effect to my recommendations on these and earlier points in this section of the report are summarised at the end of this section.

### The Finance and Priorities Committee

128. This committee should be the body which takes final decisions on overall policy (and not only when these are of a nature to result in advice to the Secretaries of State and local authorities). It should not play as passive a role as it seems to me it has done in the initiation of policy: it ought to initiate discussion on important general questions and will have, as it has now, the power to remit them to other committees for advice.

129. An important part of its function will continue to be the allocation of resources, both of money and manpower. On the former it should take a longer view: the idea of a five year "rolling programme" put forward by the Schools Council's Review Group is a good one. The Council, in common with other educational establishments, is hampered in its planning by not knowing its budgetary provision for, at best, a year ahead. But assumptions can and must be made (as they are made now.) I consider that provisional planning for five years ahead is essential and that the Committee should annually review such a rolling programme, as well as controlling the use of the budget from year to year. It should decline to consider any proposals from the Professional Committee unless that Committee makes plain its priorities and the reasons for them.

130. The committee should keep under review the proportion of expenditure allocated to 'establishment' and 'work'. It should have both the power and the obligation to keep under regular review the subsidiary committee structure of the Council. It should stand down committees no longer needed. Its authority should be required for the establishment of new committees or groups and in authorizing them it should specify the task and set a term for its completion. It should have the power to determine the membership, though it may well find it sensible to delegate this power on occasion to the Chairman or the Professional Committee or other bodies.

131. Resources of manpower are at least as important as financial resources (and indeed often have long term financial implications). This committee should keep them under review. For example it should be aware of the obligations that the Council is incurring in relation to staff pensions (and just conceivably, in these hard times, redundancy payments); it should be consulted by the Secretary

on any proposals to convert short term into permanent appointments. It should concern itself with the implications for staff in work commissioned by the Council, in terms both of complement, use of staff and finance. In short it ought to exercise a managerial, as well as a policy role. It is significant that some of those who gave evidence expressed doubt as to where ultimate responsibility for staff lies: under the present Constitution it lies firmly on the Finance and Priorities Committee already. I suspect, however, that the Committee has probably delegated responsibility further than to individual "staff appointments" and probably more than it should have done.

132. The Committee should have the responsibility for determining publication policy.

133. At present changes in the Constitution require the agreement of the three main committees. In future the other two should be consulted by the Finance and Priorities Committee which should have the power of decision.

134. There is one function of the Finance and Priorities Committee that I would modify. The Committee is at present the channel through which advice to the Secretaries of State on examinations policy is given. While it must continue to have an important function in this matter it should in my view, for reasons that I explain under 'The Professional Committee' in paragraph 139 below, be a more limited one.

135. There is one function that I would add to those of the Finance and Priorities Committee and that is to be the authoritative voice publicly in all matters of important Council policy. Many have commented that it is impossible to determine who 'speaks for the Council'. In one sense there must be a multiplicity of voices: for example many of the papers produced for and by the Council are in the nature of working or similar papers put forward for discussion. It would be absurd to suggest that all such papers and all press statements should be approved by the Finance and Priorities Committee beforehand. Moreover I recommend (see paragraph 145 below) that Convocation should continue to meet in public so that the press will have the opportunity to reflect, as they have now, the views of individual members of the Council. But for major matters of policy communicated publicly, whether in Convocation or

elsewhere, the only authoritative voice should be that of the Chairman of the Council, or those acting for him, on the strength of decisions taken by the Finance and Priorities Committee. I include within this general principle statements about advice on examinations policy, even though I recommend below that the channel of communication to the Secretaries of State should be the Professional Committee.

136. In Annex IV I set out my recommendations for membership of the standing committees, showing the existing membership for comparison. In the case of the Finance and Priorities Committee the effect is to reduce the membership from 28 to 17 while preserving the proportions between the teacher interest and that of local and central government combined and between those of local and central government separately.

#### The Professional Committee

137. Although, I have said above, I envisage the Finance and Priorities Committee's initiating more discussion in future on general questions of policy I think it right that the Professional Committee should continue to be the main committee in which proposals for curriculum development are considered. It is essential that in future it must exercise much more rigorous judgement on priorities.

138. In future the Examinations Committee should report annually to the Professional Committee on such recommendations as it has made to the Examinations Boards on subject, syllabus and monitoring activities, and what action the Boards have taken on them. If, as may be the case, the Council is asked to exercise responsibilities in respect of the new 16+ examination, the Examinations Committee should report similarly.

139. On examinations policy the present position (reflected in the Constitution) is that the Examinations Committee submits proposals to the Finance and Priorities Committee and it is the latter that submits advice to the Secretaries of State. The reason for this arrangement was probably that as the Secretaries of State are powerfully represented on that Committee it was assumed that their officials, not dissenting from the Committee's recommendations, would positively recommend them to the Secretaries of State and that Ministers would accept their



advice. This double assumption seems to me a misconception. Given the Secretaries of State's responsibilities under the Education Act, and the variety of other interests which must be taken into account, it would be more realistic to assume that they will take account of the Council's advice as only one part of the total advice that they need and their officials who represent them on the Council will never be in a position to commit them in advance. In terms of function and membership the Professional Committee is better fitted than the Finance and Priorities Committee to consider examinations policy. If it in turn was required to report to the Finance and Priorities Committee two main committees instead of, as now, one would need to be concerned with the proposals as a whole. It is therefore preferable that the Council's advice to the Secretaries of State on examinations policy to be put forward by the Professional Committee. However, cost will always be an important consideration for the Secretaries of State. So the Examinations Committee with the help of its members from the Examinations Boards and the Council's Finance Officer should always prepare estimates of costs of proposals for consideration by the Finance and Priorities Committee, whose comment on these should be quoted by the Professional Committee in submitting its advice.

140. Representatives of the CSE and GCE Boards at present serve on the Professional Committee as observers. So far as curriculum is concerned that seems satisfactory. The present Constitution provides that "when considering questions of examinations policy the Committee shall invite the participation of additional representatives of the GCE and CSE Boards". I understand that this provision has never been invoked, probably because in practice the Committee has hardly ever discussed examinations. With the Professional Committee's enhanced responsibilities in this field it is important that when examinations are discussed two representatives each from the CSE and GCE Boards should attend as members. On membership generally (Annex IV) my proposals do not add to, nor subtract from, the list of bodies represented but do require changes in status as between members and observers in both directions; preserve the overall majority of school teaching interests but create this majority in part by the addition of members nominated by the subject associations as well as by the membership of the chairman of the Examinations Committee ex officio, while reducing the representation of the teachers' associations; they reduce representation of the Secretaries of State to allow only for one DES official

and one HMI, excluding the official interest of the Secretary of State for Wales in compensation for making the chairman of the Committee for Wales an ex officio member (in parallel with the membership ex officio of the chairman of the Examinations Committee) instead of, as before, an observer. Some institutions at present nominating members would in future nominate observers. The effect of the proposals is to reduce the size of the Committee from 37 members and 9 observers to 22 members and 8 observers so that the total would be reduced from 46 to 30. This is still an uncomfortably large body but the Professional Committee is central to the Council's operations and breadth of representation is important. Even with that size it should be possible for the Secretary's staff to circulate better considered papers further in advance of meetings.

#### Convocation

141. Convocation's present functions are set out in clause 11 of the Constitution. Convocation should have the power as now to debate over a wide range. I see its role as essentially advisory, however, and specifically to the Finance and Priorities, Professional and Examinations Committees. While clearly Convocation, as any other committee can ask for information through the Secretariat from other parts of the Council I do not consider it appropriate that it should be able to require reports from other committees. I do not think it appropriate that it should "provide reports .... for general circulation". It is consistent with what I have proposed earlier that Finance and Priorities Committee rather than Convocation should approve the annual report.

142. None of these changes would affect the work for which Convocation is useful or greatly affect what it has been doing in practice. But they would give greater definition to Convocation's role.

143. In common with the other main committees Convocation meets once a term. It is, however, the one body for which, on the evidence of the Council's Review Group, the Chairman and Secretary have on occasion to contrive the agenda. Nobody can justify meetings unless there is genuine business. The other committees will continue to consult Convocation as they see the need. Moreover there is scope at present for its members themselves to initiate business; this will remain. Where, however, on a particular occasion the business generated by other committees together with that proposed by the members themselves does

not produce agenda justifying a particular meeting of Convocation that meeting should be cancelled.

144. This is the more necessary because Convocation seems to me the body of the Council on which the widest representation is desirable and where size is not, as it is in the other committees, an impediment to effective prosecution of business. My recommendations on membership (Annex IV) reduce multiple representation though less drastically than for some of the other standing committees and permit those bodies, which at present "acting jointly" nominate one representative between them, to nominate one each. They reduce the membership of Convocation from 56 to 46.

145. The tradition is that the press are present at meetings of Convocation: many of those giving evidence have suggested that this encourages 'playing to the gallery'. I do not doubt that it does and that this damages to an extent the Council's reputation. On the other hand I think the press quite able to evaluate this element and discount it; it does more harm to the reputation of the organizations who play to the gallery than to the Council itself.

#### The Examinations Committee

146. The present functions are set out in clause 21 of the Constitution. No change is proposed in functions but in consequence of the recommendations at paragraphs 127 and 139 above some rewording is necessary. The sub-committees on examinations should be appointed by the Examinations Committee from a panel of members of the present Subject Committees as afforded by nominees of subject associations and report to the Examinations Committee.

147. The recommendations for membership of the Committee generally follow the present pattern save that the NFER and the local authority advisory service would be represented by members rather than observers. The general principle of reducing multiple representation is applied. The result is to reduce the members of the committee from 32 to 21, the Assessors from 3 to 2, the observers from up to 7 to up to 4; and the maximum size of the Committee therefore from 42 to 27.

The Committee for Wales

148. The functions of the Committee are set out in clause 25 of the Constitution and I propose no change in them. But the "special needs of the schools and pupils in Wales", though justifying the continuance of the Committee do not justify its present structure which seems to me unnecessarily elaborate. I see no need for primary and secondary curriculum committees: the Committee itself should do their work. Of the five faculty committees I would retain only one (that for Welsh) and even that not on the basis of a standing committee. With the approval of the Finance and Priorities Committee the Committee for Wales could set up groups (either by subject, groups of subjects or any other basis) ad hoc as required. As to membership (Annex IV) I abolish the distinction between members and co-opted members, apply the usual principle of reducing multiple representation and add two members nominated by subject associations. The Committee is reduced from 27 to 20 members and the total size from 30 to 23.

149. I recommend that the functions and membership of the standing committees be as described in paragraphs 128 - 148 above.

Recommended changes to the Constitution

150. To give effect to these recommendations in paragraphs 108, 109 and 149 the following amendments to the Constitution are required. (The references are to the clauses of the Constitution).

Clause 10 1. Delete "The Primary Curriculum Committee", "The Secondary Curriculum Committee" "The Publications Committee". (If following the review recommended in paragraph 102, the Finance and Priorities Committee decide to retain the Publications Committee, it should not be as a standing committee).

Replace the last subsection by "Such committees, having such functions and composition as the Finance and Priorities Committee shall determine".

2. Substitute "The Finance and Priorities Committee may delegate its functions. The other committees named in sub-clause 1. above may delegate their functions subject to the agreement of the Finance and Priorities Committee".
3. Delete "after consultation with the Professional Committee and Convocation".

Between 3 and 4 insert new subsection: "An appointing body may appoint its representative on any committee named in sub-clause 1. above for a period of four years; it may nominate the same representative to service for a further period of four years on the same committee, but that committee shall have the power to accept or reject. No representative shall serve on any such committee for a period exceeding eight years in aggregate, whether the service is on one committee or more than one in that period."

4. Add "provided that no member of a committee named in sub-clause 1. above shall serve as an alternate to more than one other such committee."

#### Convocation

Clause 11 b. Delete.

d. Delete "or require reports from".

c. Delete.

#### The Finance and Priorities Committee

Clause 13 Between b. and c. insert a new sub-clause "To authorise any public statement on general policy made on the Council's behalf."

- d. Substitute "To comment to the Professional Committee on the cost of any proposals for examinations policy submitted by the Examinations Committee."
- e. - g. Delete.
- i. Substitute "After consultation with the Professional to Committee to determine" for "To agree with the Professional Committee."
- j. Substitute "To determine the constitution of committees and sub-committees not defined within the Constitution; keep under review any such committees and sub-committees; authorise when it sees fit, on the proposal of any committee named in clause 10 a. the establishment of any such committees or sub-committees; specify the term of office and determine the membership."

#### The Professional Committee

- Clause 15
- c. Delete "and to request ..... Schools Council Publications"  
Substitute "Determined by" for "Agreed with"
  - d. Substitute "To submit to the Secretaries of State any proposals on examinations policy; such proposals shall include the comments of the Finance and Priorities Committee on the estimated cost. When considering questions of examinations policy the Committee shall afforce the representation of the GCE Boards and the CSE Boards; as shown below."
  - e. Delete "by Convocation or". Substitute "other committees of the Council" for "other bodies".

#### The Schools Council Committee for Wales

- Clause 25
- 2. Delete the section beneath the list of membership from "The Committee may appoint ..... Parent Teachers Association".

Add new subsection:-

- "5. Subject to the approval of the Finance and Priorities Committee to set up subcommittees. The Chairman of any such subcommittee, if not a member of the Committee for Wales, shall attend meetings of the Committee as an observer."

Subcommittees of the Committee for Wales

Clause 26 Delete

Amendment of the Constitution

Clause 29 Substitute

- "1. The Finance and Priorities Committee may amend this Constitution provided that
- a. That Committee has first consulted <sup>the</sup> Professional Committee and Convocation;
  - b. Each member of the Finance and Priorities Committee, the Professional Committee and Convocation shall have been given one month's notice in writing of the term of the proposed amendment and the date of the meeting of the respective committees.
2. No amendment shall be valid the effect of which would be that the Schools Council ceased to be a body established for charitable purposes only."

151. The composition of the committees set out in clauses 12 1., 14 1., 16 1., 22 1., and 25 2., should be amended to bring them into line with Annex IV.

152. Although it has nothing to do with my recommendations on the substance. there is a minor error in clause 8 of the Constitution. Sub-clause 1 should read "The Deputy Chairman of the Schools Council hereinafter called the deputy chairman."

153. I recommend the changes to the Constitution described in paragraphs 150 - 152 above.

Chairman and Staff

154. I considered the suggestion made in evidence that the Chairmanship of the Schools Council be a permanent and paid office. I paid particular regard to the present Chairman's opinion that a part time Chairman, carrying out his own permanent job elsewhere in the educational field, and therefore in touch at first hand with educational developments that affect him in that capacity, is likely to carry more weight as an acknowledged 'practitioner' than a full time Chairman would. There is now a full time Secretariat which ought to be capable of carrying the load not only of the day to day work but of a certain amount of thinking ahead about policy; and the recent addition of a part time Director of Studies should help in this respect. I therefore propose no change in the present arrangements.

155. I have no doubt that it has been an improvement to have a largely permanent staff. The consequences of diminishing the number and size of committees should remove undue strain and release more time for servicing essential work of the Council. On the difficult question whether the Secretary and his staff exercise too much or too little power I make two observations. Where there is uncertainty about the functions of committees, staff are always in a difficult position: if action is necessary they will have to act, possibly in excess of what should be considered their proper powers, but they should not be blamed for it. Secondly, I hope and expect that with more precise definition of the responsibilities and powers of the remaining standing committees (and especially those of the Finance and Priorities Committee) the Secretary and his staff will at the same time have greater freedom of action from day to day and greater certainty of the framework within which they act.

156. There is an additional matter which could not be conveniently treated at an earlier point in this report. Many of those who gave evidence, particularly but not exclusively on behalf of organisations represented on the Council, expressed the opinion that this Review was premature. They pointed out that the



present Constitution has been in operation only since September 1978. Some thought that an external review was in any case unnecessary since the Council has the power itself to alter the Constitution. It is not for me to comment on either point. I do however draw attention to the fact that any external review creates uncertainty in an organisation (including the staff) and a good deal of work which must be at the expense of the work that the organisation was set up to do.

I therefore recommend that the Schools Council should not be the subject of another external review for at least five years from the date of this report.

## V SUMMARY OF RECOMMENDATIONS

- 157.
1. Subject to the changes in the Constitution recommended below, the Schools Council should continue and with its present functions; (paragraph 82).
  2. The Finance and Priorities Committee should examine future policy on dissemination with a view to establishing principles; considering how better to forecast cost of dissemination in future; considering the consequences for deployment of staff, including in particular Field Officers; (paragraph 89).
  3. The Director of Studies should make it his particular responsibility to be aware of curricular developments funded by other agencies; and the Council should give effect to the intention stated in 'Principles and Programmes' 1979 to act as a clearing house for such information (paragraph 91).
  4. The Publications Committee should consider the Council's publications policy generally; in particular whether it would be an advantage to have a business manager and in such a case whether there is a continuing need for that Committee; and report to the Finance and Priorities Committee (paragraph 102).
  4. There should be a fixed term to membership on standing committees (paragraph 108).
  6. There should be some restriction on the use of alternates on standing committees (paragraph 109).
  7. There should be five standing committees: the Finance and Priorities Committee, the Professional Committee, Convocation, the Examinations Committee and the Committee for Wales, the first three of which should be main committees; (paragraph 126).

8. The Primary and Secondary Curriculum Committees should be discontinued (paragraph 119).
9. The Finance and Priorities Committee should determine which of the present Subject Committees need to be retained for work currently in progress, and for how long, and that with any exceptions so determined the Subject Committees should be discontinued (paragraph 123).
10. The functions and membership of the standing committees should be as described in paragraphs 128 - 148 (paragraph 149).
11. The Constitution should be amended as proposed in paragraphs 150 - 152. (paragraph 153).
12. The Council should not be made the subject of further external review for at least five years from the date of this report. (paragraph 156).

158. Finally, I wish to thank the representatives of the many institutions, as also individuals, who submitted evidence, written and oral. I had much help, and consistent courtesy, from the Schools Council, its Chairman, its Review Group, the members of those committees whose meetings I was able to attend, its Secretary and the members of his staff who supplied me with the great deal of information that I requested. I am especially indebted to the four Assessors, who received and commented on the written evidence as it came in and attended as many oral hearings as their other commitments made possible. While their advice was invaluable and much appreciated, I must make it plain that I alone am responsible for the report. The secretary of the review, Mr S T Crowne, was a model of patience and efficiency: without his very considerable help the work could not have been done in the time allowed.

N K TRENAMAN

October 1981

## GLOSSARY OF INITIALS

ACC	Association of County Councils
AMA	Association of Metropolitan Authorities
CEE	Certification of Extended Education
CSE	Certificate of Secondary Education
CSG	Curriculum Study Group
DES	Department of Education and Science
FE	Further Education
FEU	Further Education Curriculum Review and Development Unit
GCE	General Certificate of Education
HMI	Her Majesty's Inspector(ate)
LEA	Local Education Authority
NFER	National Foundation for Educational Research
SSEC	Secondary Schools Examinations Council

## THE SCHOOLS COUNCIL FOR CURRICULUM AND EXAMINATIONS

CONSTITUTION AS FROM 1 SEPTEMBER 1978

Establishment

1. There shall be established a Schools Council for Curriculum and Examinations, which Council is hereinafter referred to as the "Schools Council".

Object

2. The object of the Schools Council shall be in the promotion of education by carrying out research into and keeping under review the curricula, teaching methods and examinations in schools, including the organisation of schools so far as it affects their curricula.

Powers

3. In furtherance of its object as hereinbefore specified, but not further or otherwise, the Schools Council may:-
- a. undertake, or assist any person or body undertaking, inquiries, research and development work;
  - b. offer comments and advice to schools and, so far as is practicable, to any other persons and bodies concerned with the work of schools;
  - c. prepare and publish, or assist in the preparation and publications of, reports, articles and pamphlets relating to the activities of the Schools Council;
  - d. purchase, take on lease or in exchange, hire or otherwise acquire any real or personal property and construct, alter and maintain any buildings; and
  - e. do all such other lawful acts and things as are incidental to, and necessary for, the attainment of its object.

General Principle

4. In the execution of the provision of this Constitution and in the exercise of all functions conferred hereby, regard shall at all times be had to the general principle that each school should have the fullest possible measure of responsibility for its own work, with its own curriculum and teaching methods based on the needs of its own pupils and evolved by its own staff.

Application of Property for Charitable Purposes Only

5. 1. The property of the Schools Council, whencesoever derived, shall be applied without distinction between capital and income solely towards the promotion of the object of the Schools Council specified in this Constitution and no portion thereof shall be paid or transferred directly or indirectly to any member of the Schools Council.

2. Nothing in sub-clause 1. above shall prevent the payment in good faith of reasonable and proper remuneration to any member, officer or servant of the Schools Council for any services actually rendered thereto; nor prevent the payment of reasonable and proper interest or rent on money lent or for premises let to the Schools Council by any member, officer or servant thereof.

## TRUSTEES

### Composition and functions

6.
  1. The trustees of the Schools Council shall consist of a chairman, a deputy chairman and five other persons.
  2. The trustees shall secure the implementation of the decisions of the relevant committees of the Schools Council and in particular shall apply the property of the Schools Council in accordance with the directions of the Finance and Priorities Committee and the Professional Committee.

### Chairman

7.
  1. The chairman of the trustees shall be the Chairman of the Schools Council and shall be appointed by the Secretary of State for Education and Science after consultation with the Secretary of State for Wales.
  2. The chairman shall hold office for a term of three years from the date of his appointment.
  3. The chairman may resign on giving written notice to the Secretary of State for Education and Science.

### Deputy Chairman and Other Trustees

8.
  1. The deputy chairman hereinafter call the Deputy Chairman of the Schools Council shall be appointed by Convocation from its own members and shall hold office for three years. When authorised by the chairman or trustees the deputy chairman shall act for the Chairman of the Council.
  2. Convocation shall appoint one other trustee from among its members. In addition two trustees shall be appointed by the Finance and Priorities Committee and two trustees by the Professional Committee from their own members respectively. Each trustee so appointed shall hold office until he resigns, is removed, or ceases to be a member of the Committee by whom he was appointed.
  3. The deputy chairman and each other trustee may resign on giving written notice to the Committee by which he was appointed and may be removed by resolution of the same committee.

### Proceedings

9. The trustees may from time to time make such rules as to their meetings and proceedings as they shall think fit.

## COMMITTEES

### General

10. 1. The Main Committees of the Schools Council shall be:

Convocation

The Finance and Priorities Committee

The Professional Committee.

In addition, there shall be the following Committees:

The Primary Curriculum Committee

The Secondary Curriculum Committee

The Examinations Committee

The Schools Council Committee for Wales

The Publications Committee.

Such Subject Committees, having such functions as the Finance and Priorities Committee, after consultation with the Professional Committee, shall determine.

2. The Committees named in sub-clause 1. above may delegate their functions.
3. The Finance and Priorities Committee after consultation with the Professional Committee and Convocation may from time to time make such rules (not inconsistent herewith) as to the composition, terms of office, meetings and proceedings of the committees of the Schools Council as it shall think fit.
4. An appointing body may appoint a person to attend a meeting of a committee as an alternate in place of any member thereof appointed by it.
5. Any person designated as 'observer' or 'assessor' shall be entitled to attend and speak, but not to vote, at meetings of committees.
6. There shall be a quorum when one-third of the member of a committee are present.
7. Every question shall be determined by a majority of the members of the committee present and voting. In the case of equality the chairman of the meeting shall have a casting vote.
8. Each of the Main Committees shall meet at least once a year.

### Convocation

11. Convocation shall have the following functions:

- a. To keep under review the school curriculum and public examination system in relation to the needs of, and development within, the community as a whole.
  - b. To provide such reports to particular interests, or for general circulation, as it may consider appropriate, after taking account of any view expressed by the Finance and Priorities Committee and the Professional Committee.
  - c. To consider matters referred to it from any source and to consult as appropriate.
  - d. To make recommendations to or require reports from the Finance and Priorities Committee and the Professional Committee.
  - e. To approve the annual report and receive the statement of accounts of the Schools Council.
12. 1. The members of Convocation shall be appointed as follows by the bodies specified:

Trades Union Congress	2
Confederation of British Industry	2
National Confederation of Parent-Teacher Associations	1
General Synod Board of Education	1
Catholic Education Council	1
Free Church Federal Council	1
Association of County Councils	2
Association of Metropolitan Authorities	2
Welsh Joint Education Committee	1
Society of Education Officers	1
Secretaries of State for Education and Science and for Wales	3
Association of Principals of Colleges and the Association of Colleges for Further and Higher Education, acting jointly	1
Association of Univeristy Teachers	1
Business Education Council, the Technician Education Council and the City and Guilds of London Institute, acting jointly	1
Committee of Directors of Polytechnics	1
Committee of Vice-Chancellors and Principals of Universities	1



Council for National Academic Awards	1
National Association of Teachers in Further and Higher Education	2
Universities Council for the Education of Teachers	1
CSE Examining Boards, acting jointly	1
GCE Examining Boards, acting jointly	1
Independent Schools Joint Committee	1
Assistant Masters' and Mistresses' Association	4
Secondary Heads' Association	1
National Association of Head Teachers	1
National Association of Schoolmasters/Union of Women Teachers	4
National Union of Teachers	11

In addition there shall be six members drawn from the community at large, including one other representative of parents, appointed by the Finance and Priorities Committee.

2. The Chairman of Convocation shall be the Chairman for the time being of the Schools Council.
3. The Deputy Chairman of Convocation shall be the Deputy Chairman of the Schools Council.

#### The Finance and Priorities Committee

13. The Finance and Priorities Committee shall have the following functions:
  - a. To determine the broad direction and priorities of the work of the Council, taking into account any views or recommendations from Convocation or the Professional Committee and to give advice on these matters to the Secretaries of State, local education authorities and other bodies as appropriate.
  - b. To submit for the approval of local education authorities and the Secretary of State for Education and Science annual estimates of expenditure and forecasts for future years.
  - c. To specify the funds available and the broad uses to which they shall be put, and to receive regular reports on the expenditure of such funds.
  - d. To submit to the Secretaries of State, with its recommendations, advice from Convocation and the Professional Committee on examinations policy.
  - e. After consultation as necessary with the Professional Committee to determine action to be taken on any recommendations from Convocation.

- f. To refer matters for consideration by Convocation or the Professional Committee.
  - g. To comment when appropriate on any reports submitted by Convocation, and to provide such information and reports as are required of it by Convocation.
  - h. To receive or require reports from the Professional Committee on any matter concerned with the work of the Council, and to convey to the Professional Committee its comments thereon.
  - i. To agree with the Professional Committee the general publishing policy of the Council.
  - j. To decide, after consultation with the Professional Committee and Convocation as appropriate, the procedures to be adopted for the constitution of committees and sub-committees not defined within the Constitution.
  - k. To arrange for the yearly audit of the Schools Council's accounts by the Comptroller and Auditor-General, District Auditor or an auditor who is a member of a body of accountants established in the United Kingdom and for the time being recognised by the Department of Trade for the purposes of section 161(1)(a) of the Companies Act 1948.
  - l. To submit the Schools Council's accounts yearly for the approval of the Trustees.
  - m. To be responsible for all matters concerning the Council's staff and accommodation, with the power to delegate the responsibility for appointments.
  - n. To exercise any residual functions not otherwise allocated.
14. 1. The members of the Finance and Priorities Committee shall be appointed as follows by the bodies specified:

National Union of Teachers	5
National Association of Schoolmasters/Union of Women Teachers	2
Assistant Masters' and Mistresses' Association	2
National Association of Head Teachers	1
Secondary Heads' Association	1
National Association of Teachers in Further and Higher Education	1
Association of County Councils	3
Association of Metropolitan Authorities	3
Welsh Joint Education Committee	1

Local Authority Associations 1  
(on the nomination of the Society of Education Officers)

Secretaries of State for Education and Science  
and for Wales 8

2. The Chairman of the Finance and Priorities Committee shall be the Chairman for the time being of the Schools Council.
3. The Deputy Chairman of the Finance and Priorities Committee shall be appointed by that Committee from among its own members.

The Professional Committee

15. The Professional Committee shall have the following functions:
  - a. To exercise, within the broad direction and priorities determined by the Finance and Priorities Committee, responsibility for the execution of the work of the Council, and to give professional advice to Council committees; to the Secretaries of State for Education and Science and for Wales; to Local Education Authorities and schools; and to other bodies and individuals as appropriate.
  - b. To authorise expenditure within such limits as may be specified by the Finance and Priorities Committee and to make regular reports on such expenditure.
  - c. To authorise the publication of documents and materials and to request the Publications Committee to make arrangements for publication through Schools Council Publications, within a general policy agreed with the Finance and Priorities Committee.
  - d. To seek the advice of any relevant committees established for the purpose of considering examinations, the curriculum, and publications, and to consult other bodies as appropriate; in particular, when considering questions of examinations policy, the Committee shall invite the participation of additional representatives of the GCE Boards and of the CSE Board, and of representatives of such other interests as it may consider necessary.
  - e. To provide such information and reports as are required of it by Convocation or by the Finance and Priorities Committee, and to make such proposals to those bodies as it considers necessary.
  - f. Within the agreed procedures, to establish such committees and sub-committees not defined within the Constitution as may from time to time be required.
16. 1. The members of the Professional Committee shall be appointed as follows by the bodies specified:

National Union of Teachers 11

National Association of Schoolmasters/Union of  
Women Teachers 4

Assistant Masters' and Mistresses' Association	4
National Association of Head Teachers	1
Secondary Heads' Association	1
Committee of Vice-Chancellors and Principals of Universities	1
National Association of Teachers in Further and Higher Education	2
Universities Council for the Education of Teachers	1
Confederation of British Industry	1
Trades Union Congress	1
National Confederation of Parent-Teacher Associations	1
Secretaries of State for Education and Science and for Wales	3
Association of County Councils	2
Association of Metropolitan Authorities	2
National Association of Inspectors and Educational Advisers	1
Society of Education Officers	1

In addition, there shall be the following observers:

- 1 being the Chairman of the Schools Council Committee for Wales
  - 1 appointed by the Schools Council Subject Committee Chairmen  
from their number
  - 1 appointed by the CSE Examining Boards, acting jointly
  - 1 appointed by the GCE Examining Boards, acting jointly
  - 1 appointed by the National Foundation for Educational Research
  - 1 appointed by the Further Education Curriculum Review and  
Development Unit
  - 1 appointed by the Independent Schools Joint Committee
  - 2 appointed by the Local Authority Associations.
2. The Chairman of the Professional Committee shall be the Chairman for  
the time being of the Schools Council.
  3. The Deputy Chairman of the Professional Committee shall be appointed  
by that Committee from among its own members.

The Primary Curriculum Committee

17. The functions of the Primary Curriculum Committee shall be:
- a. To provide advice within the Council concerning the educational needs of pupils in the age-range from two to thirteen years.
  - b. To deal with such aspects of the Council's work as the Professional Committee shall delegate to them.
  - c. To co-operate as necessary with the Secondary curriculum and Subject Committees.
18. 1. The members of the Primary Curriculum Committee shall be appointed as follows by the bodies specified:

National Union of Teachers	8
National Association of Schoolmasters/Union of Women Teachers	2
National Association of Head Teachers	2
Assistant Masters' and Mistresses' Association	1
Incorporated Association of Preparatory Schools	1
Local Authority Associations	3
Society of Education Officers	1
Secretaries of State for Education and Science and for Wales	1
Schools Council Higher and Further Education Liaison Group, to represent teacher-training interests	1
One of Her Majesty's Inspectors of Schools appointed by the Secretary of State for Education and Science as an assessor.	

There shall be the following observers:

- 1 from the National Foundation for Educational Research
- 1 from the Local Authority Advisory Service

There may also be not more than three additional observers.

In addition the Committee shall call in representatives of the Confederation of British Industry, the Trades Union Congress and parents from time to time for the discussion of particular issues of relevance to them.

2. The Chairman and Deputy Chairman of the Primary Curriculum Committee shall be appointed in a manner agreed by the Professional Committee.

The Secondary Curriculum Committee

19. The functions of the Secondary Curriculum Committee shall be:
- a. To provide advice within the Council concerning the educational needs of pupils in the age-range from eleven to nineteen years.
  - b. To consider such aspects of the Council's work as the Professional Committee shall delegate to them.
  - c. To co-operate as necessary with the Primary Curriculum, Examinations, and Subject Committees.

20. 1. The member of the Secondary Curriculum Committee shall be appointed as follows by the bodies specified:

National Union of Teachers	4
National Association of Schoolmasters/Union of Women Teachers	3
Assistant Masters' and Mistresses Association	3
National Association of Head Teachers	1
Secondary Heads' Association	1
National Association of Teachers in Further and Higher Education	1
Headmasters' Conference	1
Local Authority Associations	3
Society of Education Officers	1
Secretaries of State for Education and Science and for Wales	1
Confederation of British Industry	1
Trades Union Congress	1
Committee of Vice-Chancellors and Principals of Universities	1
Schools Council Higher and Further Education Liaison Group, to represent teacher-training interests	1
Schools Council Higher and Further Education Liaison Group, to represent further education interests	1
One of Her Majesty's Inspectors of Schools appointed by the Secretary of State for Education and Science, as an assessor.	

There shall be the following observers:

1 from the National Foundation for Educational research

1 from the Local Authority Advisory Service.

There may also be not more than three additional observers.

In addition, the Committee shall call in representatives of the GCE and CSE Examining Boards, and of parents, from time to time for the discussion of particular issues of relevance to them.

2. The Chairman and Deputy Chairman of the Secondary Curriculum Committee shall be appointed in a manner agreed by the Professional Committee.

#### The Examinations Committee

21. The functions of the Examinations Committee shall be:

- a. To make recommendations to the main committees on matters of examinations policy, and to act as co-ordinating authority for the administration of examinations normally taken by pupils at school subject to such guidance as may be given by the Professional Committee after consulting Convocation and the Finance and Priorities Committee if appropriate.
- b. To co-operate with the subject and curriculum committees in questions concerning the inter-relationship between curriculum and examinations.

22. 1. The members of the Examinations Committee shall be appointed as follows by the bodies specified:

National Union of Teachers	4
National Association of Schoolmasters/Union of Women Teachers	3
Assistant Masters' and Mistresses Association	3
National Association of Head Teachers	1
Secondary Heads' Association	1
National Association of Teachers in Further and Higher Education	1
Headmasters' Conference	1
Local Authority Associations	4
Society of Education Officers	1
Secretaries of State for Education and Science and for Wales	1

GCE Examining Boards, acting jointly	5
CSE Examining Boards, acting jointly	5
Committee of Vice-Chancellors and Principals of Universities	1
Schools Council Higher and Further Education Liaison Group, to represent teacher-training interests	1
Three of Her Majesty's Inspectors of Schools appointed by the Secretary of State for Education and Science as an assessor.	

There shall be the following observers:

- 1 appointed by the Confederation of British Industry
- 1 appointed by the National Foundation for Educational Research
- 1 appointed by the Trades Union Congress
- 1 from the Local Authority Advisory Service.

There may also be not more than three additional observers.

2. The Chairman and Deputy Chairman of the Examinations Committee shall be appointed in a manner agreed by the Professional Committee.

#### The Publications Committee

23. The functions of the Publications Committee shall be:
  - a. To advise the Professional Committee and the Finance and Priorities Committee on matters of Schools Council publishing policy;
  - b. When so requested to make arrangements through Schools Council Publications for the publication of Schools Council material.
24.
  1. The members of the Publications Committee shall be such number of persons as the Finance and Priorities Committee after consultation with the Professional Committee shall from time to time determine, and shall be appointed by the Finance and Priorities Committee and by the Professional Committee.
  2. The Chairman of the Publications Committee shall be the Chairman for the time being of the Schools Council, and there shall be a deputy chairman appointed by the Committee from among its members.

#### The Schools Council Committee for Wales

25.
  1. The special needs of Schools and pupils in Wales shall be provided for by a Committee for Wales. The functions of the Committee for Wales shall be as follows:
    - a. Within the general policy and priorities indicated by the Council to consider and advise on all matters affecting the curricula and examinations of pupils in schools in Wales.



- b. To authorise expenditure within such limits, and for such broad purposes, as may be specified by the Finance and Priorities Committee, in consultation with the Professional Committee, and to make reports on such expenditure.
2. The membership of the Schools Council Committee for Wales shall be as follows:

National Union of Teachers	6
Secondary Heads' Association	1
Assistant Masters' and Mistresses Association	2
National Association of Schoolmasters/Union of Women Teachers	2
National Association of Teachers in Further and Higher Education ( 1 to represent the Association's teacher training interests and 1 its further education interests)	2
Welsh Joint Education Committee (Local Authorities Committee)	3
Universities Council for the Education of Teachers	1
The Secretary of State for Wales	2
Undeb Cenedlaethol Athrawon Cymru (The National Association of the Teachers of Wales)	1
The University of Wales	1

The Committee shall appoint not more than 5 co-optative members. There shall be the following observers.

- 1 from the Confederation of British Industry
- 1 from the Trade Union Congress
- 1 from the National Confederation of Parent-Teacher Associations.

3. The Chairman of the Schools Council Committee for Wales shall be elected by the Committee, not necessarily from among the members thereof, for a term of three years, and shall be eligible for re-appointment for a further three years.
4. The deputy chairman of the Schools Council Committee for Wales shall be elected by the Committee from among its members. The appointment shall be for a term of three years, and may be extended for a further three years, provided that the appointment shall lapse if the deputy chairman ceases to be a member of the Committee.

## Sub-Committees of the Committee for Wales

26. 1. The Schools Council Committee for Wales may constitute sub-committees having such composition and functions as may be determined in agreement with the Finance and Priorities Committee.
2. The Chairmen of any such sub-committees, if not in membership of the Committee for Wales, shall attend its meetings as observers.

## MISCELLANEOUS

### Official Custodian

27. The Trustees may cause to be vested in and transferred to the Official Custodian for Charities all freehold and leasehold lands and hereditaments and all stocks, shares and securities at any time held on trust for the purposes of the Schools Council.

### Dissolution

28. 1. If upon the winding up or dissolution of the Schools Council there remains after the satisfaction of all its debts and liabilities any property whatsoever the same shall, in such manner as shall be directed by the Finance and Priorities Committee, be applied for charitable purposes of an educational nature.
2. If within six months of the resolution for the winding up or dissolution of the Schools Council no direction as to the application of such property has been given by the Finance and Priorities Committee it shall be applied for charitable purposes in such manner as shall be determined by the Secretary of State for Education and Science.

### Amendment of Constitution

29. The Finance and Priorities Committee may, by resolution passed at a duly constituted meeting, amend this Constitution:

provided that no such resolution shall be valid-

- a. unless it has also been passed at duly constituted meetings within the preceding 12 months by both the Professional Committee and by Convocation;
- b. unless each member of the Finance and Priorities Committee, the Professional Committee and Convocation shall have been given one month's notice in writing of its terms and of the meeting of their respective committees at which it was to be considered;
- c. if it would cause the Schools Council to cease to be a body established for charitable purposes only.

### Interpretation

30. The Interpretation Act 1889 shall apply for the interpretation of the provisions of this Constitution as it applies for the interpretation of any Act of Parliament.

THE SCHOOLS COUNCIL  
ITS TAKE-UP IN SCHOOLS AND GENERAL IMPACT  
EXTRACT FROM THE FINAL REPORT (FINAL DRAFT)

Findings

1. Generally expectations of what the School Councils could achieve have too high both within and outside the Council. The reality has been that substantial allocations of resources over long periods of time are necessary to develop, disseminate and support the adoption of new teaching methods, and the timing of the dissemination and other activities relative to publication is crucial.
2. The Council has funded many large-scale curriculum development projects which, by general assent, and when judged against the criteria of the ITU\* study, have been successful in gaining acceptance by teachers of the ideas and materials they offer. Those projects which have gained most acceptance by teachers have offered complete courses, including pupil materials; accompanied this with means of assessment or examination links; and have been aimed at easily identifiable "target" groups of teachers within one traditional age range of schooling. They have also had sufficient time and resources in relation to publication and dissemination to establish themselves. They have not crossed the traditional "subject boundaries". Because of the time scales over which such developments need support and come to fruition, typically 7/10 years, the Council has yet to reap the full benefit of some of its large scale projects funded before 1978.
3. The Council's output of Working Papers and other publications which, although sometimes coming from projects, are not part of teaching schemes, are not in general read by heads or teachers. The exceptions are at the level of secondary school heads and "curriculum" deputies, and when documents have a title which identifies the intended readership. Outside school, however, the Council's output of such discussion documents is valued - especially by LEA advisers - for fostering debate and setting standards of what is possible in education.
4. The differences between projects in their successful generation of awareness and persuading of teachers to use their ideas have less to do with the kind of dissemination activities engaged in than it had to do the energy at which high levels of sustained support through personal contact were maintained. This depended crucially on the ability to involve, and obtain support from, local agents. Of all local agents the LEA adviser is the single most important.
5. While LEAs differed in their take-up of Council projects because of differences in general ethos and priorities, there were more specific factors which also explained the differences. "High user" LEAs had advisers who took responsibility for supporting curriculum development. They also had a range of different institutions within the LEA which could provide alternative channels for support. In the kind of curriculum development activities pursued "high user" LEAs did not differ from "low users", but the activities were pursued more purposefully, more frequently and more actively by the "high users".

\* "Impact and Take-Up"

## Findings in Relation to Specific Criteria

### Choice and Contact

6. To consider the level of contact made with teachers in terms of percentages is misleading if not allied with knowledge of the size and position of the audience being approached. However, when the intention is to encourage use of teaching schemes 40% might seem a rough and ready target for contact in a single subject, secondary school context. In a Primary school, "core curriculum" context, or in relation to a cross-disciplinary project this would be too high.

7. Of the large number of projects funded by the Council to produce teaching materials many have made contact with more than 40% of the appropriate teachers and some of these by substantial margins - even at primary level. However, the majority of such projects have not contacted more than 10% of the appropriate teachers in primary schools, 25% in middle schools - with a much smaller system, and 15% in secondary schools.

### Use

8. As a corollary, and because even the most successful curriculum development projects rarely persuade more than two-thirds of those contacted to become users, most Schools Council projects which produced teaching schemes are not used by substantial proportions of the intended audiences. The most successful Council projects tend to be aimed at small or readily defined groups of teachers. But most Council projects have been multi-disciplinary in nature, often crossing the traditional junior-secondary boundary in their age range. The Council has been extremely optimistic about the effects which can be achieved under such pre-set conditions. However, on the measures used in the ITU surveys, many Council projects have achieved high levels of use - comparable in everyway with the level achieved by the best of the non-Council projects.

9. The use of projects described by teachers is partial, with much adaptation by teachers to fit existing courses. While this is not necessarily a criticism of output intended to be exemplars or designed to allow selection of sections, the result is unlikely to affect teaching style. Projects were more often used extensively when they offered a complete course with pupil materials and associated methods of assessment/examination.

### Comparison

10. Overall, this performance shows the same variety of outcome as do the Nuffield and other teaching schemes included in the surveys for comparisons. The Nuffield projects which were mostly single subject in orientation, linked to examinations, and first into the field when LEAs could provide substantial backing, have generally higher levels of use than most Council projects. But some Nuffield and other non-Councils schemes have relatively low levels of use.

### Cost Benefit

11. The cost of the Schools Council's annual budget may be compared with that of running 3 comprehensive schools. There is no doubt that many thousands of teachers have seen sufficient merit in the work of the Council and its projects to join their endeavours. Whether those outcomes and the Council's general impact upon the education system is worth the cost of the Council, and the additional costs incurred by LEAs in supporting Council work, depends upon the values brought to bear upon the question. Verdicts must rest with the readers of the ITU's report.

## Impact

12. Teachers are luke-warm towards the Council, although the attitudes expressed are more favourable the higher one goes through the school age range, and the higher the status of the teachers replying. The general luke-warm attitude probably has much to do with the fact that Council <sup>products</sup> are not prominently labelled as such, and are thus unappreciated in schools. LEA advisers and the other groups consulted, however, acknowledge a general and beneficial impact upon the system. The Council is seen to set standards and expectations of what is possible in education; encourage debates of alternatives; and to be active in keeping the examinations system under review.

## REPRESENTATION ON THE STANDING COMMITTEES OF THE SCHOOLS COUNCIL

Finance and Priorities Committee

<u>Present</u>		<u>Recommended</u>
5	National Union of Teachers	2
2	National Association of Schoolmasters/Union of Women Teachers	1
2	Assistant Masters' and Mistresses' Association	1
1	National Association of Head Teachers	1
1	Secondary Heads' Association	1
1	National Association of Teachers in Further and Higher Education	1
3	Association of County Councils	2
3	Association of Metropolitan Authorities	2
1	Welsh Joint Education Committee	1
1	Local Authority Associations (nominated by the Society of Education Officers)	-
8	Secretaries of State for Education and Science and for Wales	5
<u>28</u>		<u>17</u>

Professional Committee

<u>Present</u>		<u>Recommended</u>
Members		Members
11	National Union of Teachers	3 (including 1 Primary)
4	National Association of Schoolmasters/Union of Women Teachers	1
4	Assistant Masters' and Mistresses' Association	1
1	National Association of Head Teachers	1
1	Secondary Heads' Association	1
-	Teachers nominated by subject committees	4
1	Committee of Vice-Chancellors and Principals of Universities	1
2	National Association of Teachers in Further and Higher Education	1
1	Universities' Council for the Education of Teachers	1
1	Confederation of British Industry	-
1	Trades Union Congress	-
1	National Confederation of Parent-Teacher Associations	-
3	Secretaries of State for Education and Science and for Wales	2
2	Association of County Councils	1
2	Association of Metropolitan Authorities	1
1	National Association of Inspectors and Educational Advisers	1
1	Society of Education Officers	1
-	Chairman, Committee for Wales (ex officio)	1
-	Chairman, Examinations Committee (ex officio)	1
<u>37</u>		<u>22</u>

<u>Present</u>		<u>Recommended</u>
Observers		Observers
-	Confederation of British Industry	1
-	Trades Union Congress	1
-	National Confederation of Parent-Teacher Associations	1
1	Subject Committee chairmen	-
1	CSE Boards, acting jointly	1*
1	GCE Boards, acting jointly	1*
1	National Foundation for Educational Research	1
1	Further Education Curriculum Review and Development Unit	1
1	Independent Schools' Joint Committee	1
2	Local Authority Associations	
<u>9</u>		<u>8</u>
Total <u>46</u>		Total <u>30</u>

\* When questions of examinations are under discussion the GCE and CSE Boards should be represented by two voting members each.

Convocation

Present

Recommended

2	Trades Union Congress	1
2	Confederation of British Industry	1
1	National Confederation of Parent-Teacher Associations	1
1	General Synod Board of Education	1
1	Catholic Education Council	1
1	Free Church Federal Council	1
2	Association of County Councils	1
2	Association of Metropolitan Authorities	1
1	Welsh Joint Education Committee	1
1	Society of Education Officers	1
3	Secretaries of State for Education and Science and for Wales	3
1 (acting jointly)	(Association of Principals of Colleges Association of Colleges for Further and Higher Education	1
1	Association of University Teachers	1
1 (acting jointly)	(Business Education Council Technician Education Council	1
1	(City and Guilds of London Institute Committee of Directors of Polytechnics	1
1	Committee of Vice-Chancellors and Principals of Universities	1
1	Council for National Academic Awards	1
2	National Association of Teachers in Further and Higher Education	1
1	Universities Council for the Education of Teachers	1
1	CSE Boards (jointly)	1
1	GCE Boards (jointly)	1
1	Independent Schools Joint Committee	1
4	Assistant Masters and Mistresses' Association	2
1	Secondary Heads' Association	1
1	National Association of Head Teachers	1
4	National Association of Schoolmasters/Union of Women Teachers	2
11	National Union of Teachers	4
		(1 Primary)
6	Six members drawn from the community at large, including one other representative of parents	6
-	Chairman of Examinations Committee (ex officio)	1
-	Representative of subject committees	1
-	National Foundation for Educational Research	1
-	Further Education Curriculum Review and Development Unit	1

56

46



Examinations Committee

<u>Present</u>		<u>Recommended</u>
Members		Members
4	National Union of Teachers	1
3	National Association of Schoolmasters/Union of Women Teachers	1
3	Assistant Masters' and Mistresses' Association	1
1	National Association of Head Teachers	1
1	Secondary Heads' Association	1
1	National Association of Teachers in Further and Higher Education	1
1	Headmasters' Conference	1
4 (acting jointly)	(Association of County Councils Association of Metropolitan Authorities)	1
1	Society of Education Officers	1
1	Secretaries of State for Education and Science and for Wales	1
5	GCE Boards, jointly	3
5	CSE Boards, jointly	3
1	Committee of Vice-Chancellors and Principals of Universities	1
1	Higher and Further Education liaison group	1
—	Local authority advisory service	1
—	National Foundation for Educational Research	1
<u>32</u>		<u>21</u>
Assessors		Assessors
$\frac{3}{3}$	Her Majesty's Inspectorate	$\frac{2}{2}$
Observers		Observers
1	Confederation of British Industry	1
1	National Foundation for Educational Research	—
1	Trades Union Congress	1
1	Local Authority advisory service	
Up to 3	Additional observers	Up to $\frac{2}{4}$
<u>7</u>		<u>4</u>
Total <u>42</u>		Total <u>27</u>

Committee for Wales

<u>Present</u> Members		<u>Recommended</u> Members
6	National Union of Teachers	2 (1 primary, 1 second- dary)
1	Secondary Heads' Association	1
2	Assistant Masters' and Mistresses' Association	1
2	National Association of Schoolmasters/Union of Women Teachers	1
1	National Association of Head Teachers	1
2	National Association of Teachers in Further and Higher Education	1
3	Welsh Joint Education Committee	1
1	Universities' Council for the Education of Teachers	1
2	Secretary of State for Wales	2
1	Undeb Cenedlaethol Athrawon Cymru (UCAC)	1
1	[The National Association of Teachers of Wales]	1
1	University of Wales	1

22

Co-optative Members

1	Teacher Centre Wardens	1
1	National Foundation for Educational Research	1
1	National Association of Inspectors and Educational Advisors	1
1	Welsh Secondary Schools Association	1
1	Society of Education Officers (Welsh region)	1
	Teachers nominated by subject associations	2

5

20

Observers

1	Confederation of British Industry	1
1	Trades Union Congress	1
1	National Confederation of Parent-Teacher Associations	1

3

3

Total 30

Total 23

DR. RHODES BOYSON, M.P.

2



HOUSE OF COMMONS  
LONDON SW1A 0AA

*educator*  
Prime Minister

*I think you kept  
Dr Boyson's earlier  
note on this*

The Rt. Hon. Mrs. Margaret Thatcher, MP  
The Prime Minister,  
House of Commons,  
London SW1A 0AA.

24th April, 1981

*MA 29/2*

*ml*

*Dear Margaret,*

Your letter of the 31st December asked me to let you know the 1978-79 figures, comparing the percentage of pupils from England, Wales and Northern Ireland obtaining 5 'O' levels or C.S.E. Grade 1's, and one or more 'A' levels, as soon as these were published.

These results are now available and I append them to the previous results, a copy of which I sent you earlier. They show little significant change as compared with 1977-78, but it is still worth stressing the fact of the great improvement of academic results in Northern Ireland, over fifteen to sixteen years, as compared with England, and especially with Wales. I believe the changed form of secondary school organisation in England and Wales must have been a major influence on these figures.

*All good wishes*

*Yours ever*

*Rhodes*

Dr. Rhodes Boyson MP

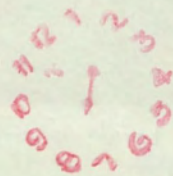
Qualifications of School Leavers in England, Wales and Northern Ireland

	<u>ENGLAND</u>	<u>WALES</u>	<u>N.IRELAND</u>
1962-63			
<u>Leavers</u> with 5 or more 'O' level passes as a percentage of all leavers	15.7	19.5	16.6 <sup>2</sup>
<u>Leavers</u> with 1 or more 'A' level passes as a percentage of all leavers	8.9	9.3	8.8
1969-70			
<u>Leavers</u> with 5 or more 'O' level passes or CSE Grade I results as a percentage of all leavers	23.1	25.2	24.5 <sup>2</sup>
<u>Leavers</u> with 1 or more 'A' level passes as a percentage of all leavers	15.9	15.3	17.0
1977-78			
<u>Leavers</u> with 5 or more higher grade 'O' level or CSE results as a percentage of all leavers	23.7	22.3	28.4 <sup>2</sup>
<u>Leavers</u> with 1 or more A level passes as a percentage of all leavers	15.5	14.2	19.8
1978-79			
<u>Leavers</u> with 5 or more higher grade 'O' level or CSE results as a percentage of all leavers	23.7	23.1	28.5
<u>Leavers</u> with 1 or more 'A' level passes as a percentage of all leavers	15.4	14.4	19.7

1. 'O' level grades A to C and CSE Grade 1.
2. This assumes that all leavers who had obtained 'A' level passes had also obtained 5 or more 'O' level or CSE passes (or 'O' grades A to C and CSE Grade 1).



29 APR 1981



COPIES

*Educator*



ELIZABETH HOUSE,  
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01-928 9222

FROM THE SECRETARY OF STATE

Mike Pattison Esq  
10 Downing Street  
LONDON  
SW1

*NJS/osa*  
*na*

*24* March 1981

*Dear Mike*

*MP*

*see front of file (copy)*

'THE SCHOOL CURRICULUM'

.. I enclose a copy of the paper 'The School Curriculum' which is to be published at noon tomorrow, 25 March.

*detail*

*MJ* Copies of the paper are being sent to the Private Secretaries to the Secretaries of State for Foreign and Commonwealth Affairs, Industry, Employment, Scotland, Social Services, Mr Ibbs and Sir Robert Armstrong.

*Yours ever*

*Chin Eagles*

MISS C M EAGLES



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*Education*  
*MS for interest*  
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*17 MAR*

DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

J R Ibbs Esq  
Central Policy Review Staff  
Cabinet Office  
70 Whitehall  
LONDON  
SW1

17 MAR 1981

*Re: Mr Ibbs.*

Thank you for your letter of 11 March about my forthcoming policy document on the School Curriculum.

As regards the important subject of preparation for working life, I think there may be a misunderstanding about paragraph 42 of the document. This is concerned with the subjects which should be common throughout the first five secondary years; but it is not intended to cover everything of importance which I believe should be included in the curriculum for every pupil, and in particular it does not deal with transcurricular aspects of secondary education. It is important, as is indicated in paragraph 53(11), that careers education should often be given under different subject headings and by other teachers as well as specialist careers teachers. Preparation for working life is, of course, a vital and wholly general function of secondary schools. I therefore think it right to state the objective clearly in paragraph 39(3), at the beginning of the section about secondary education, and then to have an extended section (paragraphs 53-55) on the general matter of preparation for working life, including careers education.

I am grateful to you for your suggestion that the paper should include a reference to some important attributes which cannot readily be examined. I accept what you say and am proposing to add to paragraph 15 the point that examination courses "do not, for example, always develop the pupil's ability to get things done or to work as a member of a team."

Your third point is, I believe, based upon a misunderstanding. I am not asking schools to have a written statement of their curricula: such a requirement would indeed be impracticable because of constraints on staffing in particular areas of the curriculum at different times. Nor would such a requirement be appropriate; what is needed, and what I am



asking for, is that schools should analyse their aims and set these down in writing. It is not for me to guide schools on how they should set out their aims which are bound to vary and to be, to some extent, subjective. But I shall want, through HM Inspectorate, to inform myself of what schools are doing.

This last point bears on your fourth suggestion. Published material based on the kind of work referred to in paragraph 61 will help to promulgate good practice in authorities and schools. I shall, in my Circular, tell authorities that I shall want to be informed, after two years, of the steps that they and the schools have taken in the light of the guidance given in the paper. From the Government's point of view, the most important point for the future is that our policy statement will inform all aspects of education policy which bear on the school curriculum, and I propose to make this clear in the Circular.

Yours sincerely

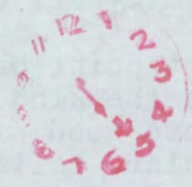
Mark Carlisle

MARK CARLISLE

P.S. Copies of this letter go to the recipients of yours.



18 MAR 1987



*[Faint, illegible handwritten text]*



Secretary of State for Industry

DEPARTMENT OF INDUSTRY  
ASHDOWN HOUSE  
123 VICTORIA STREET  
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TELEPHONE DIRECT LINE 01-212 3301  
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*Education*

11 March 1981

Peter Shaw Esq  
Private Secretary to the  
Secretary of State for Education  
and Science  
Department of Education and Science  
Elizabeth House  
York Road  
London SE1

*MSD*

*Dear Peter*

SCHOOL CURRICULUM

*Not copied  
to us*

My Secretary of State has seen your Secretary of State's letter of 2<sup>nd</sup> March in response to his earlier letter of 20 February about the curriculum document. He has also seen the amendments proposed to meet the Prime Minister's wish to emphasise in the document the importance of computer science and information technology. He notes that the Prime Minister is content with the revised document and has asked me to say that he too is content.

I am copying this letter to Nick Sanders, Richard Dykes (Department of Employment), Don Brereton (Department of Health and Social Security), Godfrey Robson (Scottish Office), John Craig (Welsh Office), Francis Richards (Foreign and Commonwealth Office), Terry Matthews (Chief Secretary's Office), Gerry Spence (CPRS) and David Wright (Cabinet Office).

*Yours sincerely*  
*Catherine Bell*  
CATHERINE BELL  
Private Secretary

11 MAR 1981





*NJS to see.  
The foul-up  
may be of  
interest to you!*

**CABINET OFFICE**  
*Central Policy Review Staff*

*MA*

With the compliments of  
J. R. Ibbs

*V MS*

70 Whitehall, London SW1A 2AS  
Telephone 01-233 7765



CABINET OFFICE  
*Central Policy Review Staff*

70 Whitehall, London SW1A 2AS Telephone 01-233 7765

From: J. R. Ibbs

Qa 05281

11 March 1981

*Dear Secretary of State,*

The School Curriculum

Thank you for copying to me your minute of 2 March to the Prime Minister on this important subject.

Unfortunately, a copy of the policy document was not attached and your Department was unable to get one to this office until 10 March. I hope you will therefore forgive me if I raise at this rather late stage one or two points which the CPRS raised in discussion of an earlier draft but which are not reflected in the final document. (A number of our points have already been taken on board and for this I am grateful.)

First, in view of the importance (reflected in the foreword and in paragraph 39(3)) which the Government attaches to preparation for working life, we find it surprising that paragraph 42, which recommends - in effect - a core of subjects for the secondary curriculum, should make no mention of careers education and preparation for working life. I suggest that this key paragraph should recommend the inclusion of careers education and preparation for working life in the curriculum for every pupil. This could be linked with a reference to the useful discussion later in the document (paragraphs 52-55).

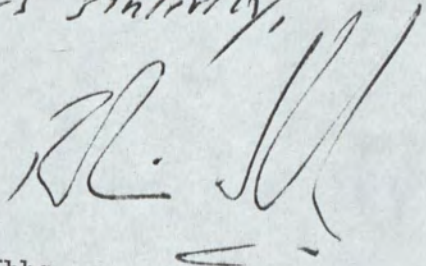
Secondly, we believe the Government could usefully give a boost to the 'education for capability' movement, by mentioning, in paragraph 15 or 16, the importance of attributes which cannot readily be tested by examinations, notably the ability to get things done and to work as a team.

The Rt Hon Mark Carlisle QC MP  
Department of Education and Science  
Elizabeth House  
S E 1

Thirdly, while we welcome the intention that schools should have a written statement of the curriculum and that LEAs should have a curriculum policy, the document gives no indication of how specific these statements should be. I gather that you are considering giving fuller guidance on these matters in the circular which will accompany the document. We think it will be important to do so. It would be helpful if the draft circular could be seen by interested Departments.

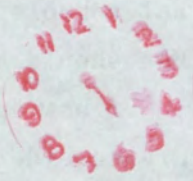
Finally, it seems desirable that either the document or the circular should say how your Department intends to use the proposed curriculum statements in monitoring and influencing curricular developments in individual institutions and LEAs.

I am sending a copy of this letter to the Private Secretaries to the Prime Minister, the Secretaries of State for Industry, Employment, Social Services, Scotland, Wales, the Foreign Secretary, the Chief Secretary, and to Sir Robert Armstrong.

*yours sincerely,*  


J R Ibbs

11 MAR 1981







*Sub*  
Education

10 DOWNING STREET

From the Private Secretary

9 March 1981

*NJS in dealing*  
*RF 25.3.81 To check*  
*OK SP 19.3.*

THE SCHOOL CURRICULUM

The Prime Minister has seen your letter of 6 March to Mike Pattison. She was grateful to your Secretary of State for making the changes proposed in that letter, and is now content - subject to any further comments from colleagues - for publication to go ahead.

No doubt you will be in touch with us again in the usual way to clear the exact timing of publication.

I am copying this letter to Jonathan Hudson (Department of Industry), Richard Dykes (Department of Employment), Don Brereton (Department of Health and Social Security), Godfrey Robson (Scottish Office), John Craig (Welsh Office), Francis Richards (Foreign and Commonwealth Office), Terry Matthews (Chief Secretary's Office), Gerry Spence (CPRS) and David Wright (Cabinet Office).

**N. J. SANDERS**

Peter Shaw, Esq.,  
Department of Education and Science.

*VUB*

010



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

Mike Pattison Esq  
10 Downing Street  
London SW1

*Preleyan - Yes  
no*

6 March 1981

1  
PRIME MINISTER  
Mr Carlisle stands ready to  
amend his curriculum document  
to meet your points. Happy  
to let it go ahead with  
these amendments, subject  
to any further comments from  
colleagues?

MS

6/3

*Dear Mike,*

Thank you for your letter of 4 March about the paper on the school curriculum.

My Secretary of State agrees that this paper should make a substantial explicit reference to computer science and information technology. He will introduce the subject very early in the paper by amending the second sentence of paragraph 4 as follows:-

"In an increasingly competitive world economy, and with the prospect of ever more rapid changes arising from technological developments, especially in computer science and information technology, the quality of school education will become even more important than it already is."

This will ensure that the subsequent discussion of what pupils need to learn carries an even clearer implication that new computer and information technologies have to be taken into account in many areas and aspects of the school curriculum. To ram the point home explicitly, Mr Carlisle will add the following new paragraph 50.A.

"Microelectronics

50.A. The use of computers and other microelectronics-based devices in schools is of growing importance not only in computer studies but also in mathematics, science and other areas of the curriculum. Many aspects of adult life and work are likely to be transformed by developments in computer science and in information and control technology. The Secretaries of State consider it important that pupils should become familiar with the use and application of computers, particularly through direct experience in the course of their studies. The Government is supporting the use and application of microelectronics in secondary schools through a programme of curriculum development and in-service training."

they feel  
a bit left  
out.. MS

The paper will thus fit in very well with the scheme for putting more micro-computers into our secondary schools which DES Ministers have been discussing with DOI Ministers (although they were not aware of what was said at the meeting you refer to, which they were not invited to attend). That scheme is now being worked on in consultation with the local education authorities, whose cooperation is essential, with a view to ironing out the very considerable practical problems which need to be overcome to ensure its success.

I am sending copies of this letter to Jonathan Hudson (Department of Industry), Richard Dykes (Department of Employment, Don Brereton (Department of Health and Social Security), Godfrey Robson (Scottish Office), John Craig (Welsh Office), Francis Richards, (Foreign and Commonwealth Office), Terry Mathews (Chief Secretary's Office, Treasury), Gerry Spence (CPRS) and David Wright (Cabinet Office).

*Yours sincerely*

*Pete Shaw*

P A SHAW  
Private Secretary



he DG  
✓ MS

10 DOWNING STREET

From the Private Secretary

4 March 1981

BF

Dear Peter

We spoke about your Secretary of State's minute of 2 March, covering the draft of a guidance paper on the curriculum in schools.

As I told you, the Prime Minister is concerned to find no reference to computer science and information technology. You may be aware of discussions about information technology which have been taking place within the E framework. The Prime Minister held a meeting of Ministers here earlier in the week, which had before it a CPRS paper circulated by Mr. Ibbs to the Ministers concerned on 16 February. The annex, entitled "Elements of a Government Action Plan for IT", includes as point 4:-

"To install a micro computer in every secondary school by the end of 1982. This scheme is well advanced. It will include procurement from a British company; training for teachers and specially designed software. Local businessmen will be involved in the programme."

I understand that Mr. Baker said in the course of the meeting that this proposition had been cleared with your Ministers. The Prime Minister regards this work as the key growth area of the future. She therefore considers that we must be seen to be dealing with it in schools.

We agreed that you would let me have your Secretary of State's reaction to this point as soon as possible.

I am sending copies of this letter to Jonathan Hudson (Department of Industry), Richard Dykes (Department of Employment), Don Brereton (Department of Health and Social Security), Godfrey Robson (Scottish Office), John Craig (Welsh Office), Francis Richards (Foreign and Commonwealth Office), Terry Mathews (Chief Secretary's Office, Treasury) Gerry Spence (CPRS) and David Wright (Cabinet Office).

Yours ever

Mike Pattison

Peter Shaw, Esq.,  
Department of Education and Science.

VS

PRIME MINISTER

Following the consultation papers on the curriculum, Messrs Carlisle and Edwards are now ready to issue a guidance paper to LEAs and schools.

The first 13 pages of the paper set the background. The guidance itself, broad as it is, begins at paragraph 33 on page 14. The key passages are probably the specific areas of the primary school curriculum discussed in paragraph 38 on page 18 (Flag A), the theme for the secondary phase in paragraph 39 on page 20 (Flag B) and the specific areas in the secondary curriculum from paragraph 44 onwards (Flag C).

Content that the Secretaries of State should publish as proposed?

MP

N.B. - I can find nothing about computer science and "information technology". You remember

3 March 1981

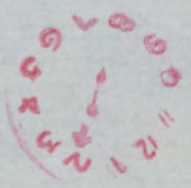
that Kenneth Baker's paper yesterday made a point that every secondary school would have the relevant equipment by 1982 and this had been cleared with Mark Carlisle. It is the way of the future and we must be seen to be dealing with it at school. - How I missed a reference to it?



PRIME MINISTER

THE SCHOOL CURRICULUM

1. The thrust of our educational policy is towards quality. I have therefore given high priority to the curriculum in the schools. The problem here is urgent. But we have first to assert the Government's locus and then to secure our objectives through others.
2. After sustained efforts over nearly two years Janet Young and I, with the help of the Secretary of State for Wales, have cleared the ground for a major statement of guidance to local education authorities and schools on our policy for the school curriculum. It builds on the constitutional position of the Secretaries of State and the established responsibilities of our partners in the education service. The Secretary of State for Wales and I now propose to issue the enclosed paper and personal foreword.
3. The objective of the paper is to secure, over the coming years, on the basis of the existing statutory division of responsibilities and within the resources available, a better curriculum in the majority of our schools. To this end we need to enlist both the co-operation of the education service and the support of those whom it serves and who pay for it - parents, industry and commerce, and the public at large. To do its job, the paper has to convince two audiences - the mainly well-informed and professional one in local education authorities and schools and the lay one outside. Both have to be clear that we mean business. Our message will be unpalatable to some local authority and teacher interests, but I believe that our supporters in and outside the education world will welcome it.
4. The paper has been seen in draft by the Secretaries of State for Industry, Employment, Social Services and Scotland, as well as by the Treasury, the FCO and the CPRS. We have sought to take account of their comments in the paper and the foreword.
5. The Secretary of State for Wales and I are now ready to send the paper to the printers, for publication in a few weeks' time. I thought that you would wish to see it before we do.



[-3 MAR 1981

6. I am sending copies of this minute for information to the Secretaries of State for Industry, Employment, Social Services, Scotland and Wales, and to the Foreign and Commonwealth Secretary, the Chief Secretary, Mr Ibbs and Sir Robert Armstrong.

M.C.

MARK CARLISLE

2 March 1981



FOREWORD BY THE SECRETARIES OF STATE

Early in 1980 the Department of Education and Science and the Welsh Office published "A Framework for the School Curriculum", setting out a number of proposals. At the same time HM Inspectorate published "A View of the Curriculum" as a discussion document.

Wide-ranging consultations ensued. We are grateful for the many detailed and thought-provoking comments we have received.

We now issue this paper. A paper on the Welsh language in schools will follow later this year.

The present paper offers guidance to the local education authorities and schools in England and Wales on how the school curriculum can be further improved. We shall shortly issue a Circular to the authorities calling the paper formally to their attention.

Parents, employers and many others also care about our schools. The paper explains to them where the Government stands on a matter which lastingly affects our national prosperity and the whole nature of our society. Technological and other changes require an urgent response from our schools.

This paper covers the whole period of compulsory education. What is taught at school should be adapted to the needs of every pupil, including the gifted, and those with special educational needs, so that everyone is appropriately prepared for the practical demands of adult and working life.

We believe the paper to have lasting importance for the quality of education in England and Wales.

Mark Carlisle

Nicholas Edwards

Draft 2/3/1981

THE SCHOOL CURRICULUM

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## THE SCHOOL CURRICULUM

### INTRODUCTION

1. The school curriculum is at the heart of education. In this paper, which comes at the end of several years of public discussion and Government consultation with its education partners, the Secretaries of State for Education and Science and for Wales set out their views on the way forward and the action they believe is now needed on the part of the Education Departments, local education authorities, teachers and schools in relation to the school curriculum for the 5-16 age range.
2. The schools of England and Wales have, as does the national education system, the fundamental aim that education should serve the individual needs of every pupil and student. This aim, which is embodied in the 1944 Education Act's reference to the duty to secure education suited to each pupil's age, ability and aptitude, means that what is taught in schools, and the way it is taught, should help all children to realise their potential to the fullest possible extent.
3. Since school education prepares the child for adult life, the way in which the school helps him to develop his potential must also be related to his subsequent needs and responsibilities as an active member of our society. Parents, employers and the public rightly expect the school curriculum to pay proper regard to what the pupils will later want and be called upon to do. It helps neither the children, nor the nation, if the schools do not prepare them for the realities of the adult world.
4. Indeed, the future of the children in the schools and of the country depends heavily on what the schools have been able to do for them. In an increasingly competitive world economy, and with the prospect of ever more rapid changes arising from technological developments, the quality of school education will become even more important than it already is. As far as the schools are concerned, the quality of a pupil's education depends mainly on three factors: the quality of teaching, the resources available, and the curriculum. All three factors are connected: this paper concentrates on the curriculum, but keeps the other two factors in view.

5. The 5-16 curriculum cannot, and should not, remain static, but must respond to the changing demands made by the world outside the school. This sets the schools a challenging task. Many schools are tackling it with success, as HM Inspectors' national surveys of primary and secondary schools\* have shown. But the evidence from those surveys also reveals some serious weaknesses which require present practice to be substantially modified.
  
6. This calls not for a change in the statutory framework of the education service but for a reappraisal of how each partner in the service should now discharge those responsibilities assigned to him by law. The Secretaries of State consider that curriculum policies should be developed and implemented on the basis of the existing statutory relationship between the partners and that this process must be based upon a clear understanding of, and must pay proper regard to, the responsibilities and interests of each partner and the contribution that each can make.
  
7. The Education Act 1944 lays upon the Secretaries of State the duty to "promote the education of the people of England and Wales". This requires them to take an overall view of the content and quality of education, and of the resources devoted to it, in the light of national policies and national needs. For example, every school should seek to give every child an adequate grounding in literacy, numeracy and other essential skills needed in our increasingly complex and technological society. The Secretaries of State have an inescapable duty to satisfy themselves that the work of the schools matches such needs. They must work with their partners in the education service so that their combined efforts secure a school curriculum which measures up to the whole range of national needs and also takes account of the range of local needs, allows for local developments, and draws on the varied skills and experience which all those concerned with the service can contribute.
  
8. The Education Acts lay on local education authorities the responsibility of securing the provision of efficient and sufficient primary and secondary education to meet the needs of their areas. As with central Government, this implies a concern by authorities with the content and quality of education as well as with the facilities provided. To fulfil their responsibilities effectively within a national framework, authorities have to exercise leadership for their areas and interpret national policies and objectives in the

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\* Primary Education in England (HMSO, September 1978); Aspects of Secondary Education in England (HMSO, December 1979)

light of local needs and circumstances. Moreover, local authorities are concerned (in both county and voluntary schools) with policies for the level, distribution and development of resources - staff, buildings, equipment and materials - which bear on the curriculum and standards of achievement. They also foster cooperation and complementary provision among their schools, and between schools and further education colleges.

9. Local authorities thus have a responsibility to formulate curricular policies and objectives which meet national policies and objectives, command local assent, and can be applied by each school to its own circumstances. The Secretaries of State believe that the formulation of local policies, and decisions concerning their implementation, would be improved if all local authorities were fully informed about the curricular practices and aims of both county and voluntary schools in their areas and the extent to which the schools are successful in achieving these aims; the Secretaries of State believe that those governors of voluntary secondary schools who are statutorily responsible for the secular curriculum should be ready to assist the local authority in this task.

10. It is the individual schools that shape the curriculum for each pupil. Neither the Government nor the local authorities should specify in detail what the schools should teach. This is for the schools themselves to determine. Existing articles of government commonly give to the governors the general direction and oversight of the conduct and curriculum of the school, although curricular matters are often in practice devolved upon the head teacher and staff. Whatever the formal responsibilities of governing bodies, they can provide a forum for bringing together teachers, parents and the local community. There should always be the closest consultation and cooperation between the governors, head teacher and staff. The teachers.

provide their professional skills and experience and the fullest knowledge of opportunities and constraints and of individual pupils' capabilities and expectations. What schools teach and achieve is largely a measure of the dedication and competence of the head teacher and the whole staff and of the interest and support of the governing body.

## EDUCATIONAL AIMS

11. The school curriculum needs to be rooted in educational aims which are accepted within and outside the education service. In "A Framework for the School Curriculum" the Secretaries of State offered the following list of broad educational aims to which individual authorities and schools might refer in drawing up their own lists:

- (i) to help pupils develop lively, enquiring minds, the ability to question and argue rationally and to apply themselves to tasks, and physical skills;
- (ii) to help pupils acquire knowledge and skills relevant to adult life and employment in a fast-changing world;
- (iii) to help pupils to use language and number effectively;
- (iv) to instil respect for religious and moral values, and tolerance of other races, religions, and ways of life;
- (v) to help pupils understand the world in which they live, and the inter-dependence of individuals, groups and nations;
- (vi) to help pupils appreciate human achievements and aspirations.

12. This statement was widely accepted, although some variations of detail were suggested in the consultations. The Secretaries of State accordingly commend it, without further refinements, as a checklist against which local authorities and schools can test their curricular policies and their application to individual schools.

13. What each school teaches cannot be determined in isolation. The school itself contributes to the formulation of its authority's policies on the curriculum. It has to apply these policies to its own work in the way best suited to it and to its pupils' particular needs and circumstances. It has to judge how it should best respond to parents' hopes and aspirations for their children and to the expectations of employers and of the higher and further education system. It must have regard to the evolution of educational thinking, which is itself often the product of economic and social changes.

There are frequently demands, for which a good case can be made, for new subjects to be taught in schools and for new areas to be covered within the rubric of traditional subjects. New claims are always being made - for example, for the development of economic understanding, environmental education, preparation for parenthood, education for international understanding, political and social education, and consumer affairs.

14. But the time available to schools is limited. They have to devise priorities and <sup>to</sup> do so in a way which ensures that each pupil can be offered a broad programme, but one that includes what is essential and is coherent and balanced and properly suited to his needs. Provided that they fully discharge this overriding responsibility - and this is a major challenge - the schools can legitimately look to the further and higher sectors of education, and to parents and employers, to cover, or supplement, those elements in the curriculum which they have not been able to include for the pupil concerned, and which others can provide as well or better.

15. For a majority of pupils the period of compulsory education culminates in public examinations. These exert a particularly important influence on the school curriculum, an influence which extends to age ranges well below the 4th and 5th secondary years. For many pupils examination results are an essential means of assessing academic achievement. Examinations serve as a useful stimulus to good performance, <sup>and</sup> parents and employers set great store by them. Examination syllabuses are not, however, intended to be teaching syllabuses; nor can a combination of examination courses always provide a complete and balanced programme for an individual pupil. Schools are under considerable pressure to increase the number of pupils on examination courses and the number of subjects taken by individual pupils; but it is important not to overload pupils with too many examination subjects, or to pursue unrealistic examination targets, practices which harmfully restrict learning opportunities. Examinations must be designed and used to serve the educational process. This is one of the Government's objectives in promoting a single system of examinations at 16+ to replace the existing dual system of GCE O levels and CSE examinations.



16. Examination certificates do not purport fully to describe achievements at school even for those pupils who obtain high grades in many subjects. Moreover many pupils leave school with no written record of their work and achievements. The Secretaries of State believe that this is a weakness in the education system which should be remedied. Local experiments with records for school leavers have illustrated the issue's difficulty and complexity. But the Secretaries of State consider that it merits not only further local experiment but also study at a national level. They have therefore invited the Schools Council to accelerate and expand the research and development work in this area on which it has already embarked.

#### RESOURCES

17. The school curriculum, like other aspects of education, will be constrained over the next few years by pressures on resources. Local education authorities and schools will continue to contend with the long-standing shortage of well-qualified teachers in such subjects as mathematics, the physical sciences and craft, design and technology, which the measures already taken, and now under consideration, by the Secretaries of State will seek to mitigate, but are unlikely to remedy for some time. Financial restrictions are bound, at least in some areas, to constrain the efforts of authorities and schools to improve the school curriculum and to give teachers such further training as they may need for that purpose. Coinciding as they will with falling pupil numbers, they will test to the limit the commitment and resourcefulness of elected members and officers of local authorities and of all those who work in the schools. The Secretaries of State believe that authorities and schools will wish to take a long view of the importance of the school curriculum to the quality of education, and, in spite of the difficulties, to give priority to the objective of an effective curriculum.

## THE RECOMMENDED APPROACH

18. Against this background, and with a view to their statutory obligations in relation to the national education system, the Secretaries of State have decided to set out in some detail the approach to the school curriculum which they consider should now be followed in the years ahead. Many authorities and schools are already acting in accordance with this approach. In the light of the general guidance in this paper the Secretaries of State now believe that every local education authority should frame policies for the school curriculum and plan the deployment of the available resources to that end; and that every school should analyse its aims, set these out in writing, and regularly assess how far the curriculum within the school as a whole and for individual pupils measures up to those aims. They recognise that work on many aspects of the curriculum will continue to be undertaken by the schools, the associations of subject teachers and the local authorities, a process in which the Schools Council plays a substantial part. They consider that for the next stage of the work on science and modern languages the Education Departments themselves should take the lead.

19. The Secretaries of State recognise that the curriculum can be described and analysed in several ways, each of which has its advantages and limitations. They have thought it most helpful to express much of their guidance in terms of subjects, because secondary school timetables are almost always devised in subject terms, they are readily recognised by parents and employers, and most secondary school teachers are trained in subjects. But a subject title hardly indicates the content or level of study, or the extent to which teaching and learning meet particular objectives. Moreover, many important elements of the curriculum are to be found "across the curriculum" rather than exclusively within any one subject. A subject title is a kind of shorthand, whose real educational meaning depends on the school's definition of what it expects children will learn and be able to do as a result of their studies in the

subject in question. Some subjects contribute to more than one aim of the curriculum; some aims need a contribution from more than one subject. In analysing the curriculum, therefore, other frames of reference are also required. These may be in terms of the skills required at particular stages of a pupil's career; or of areas of experience such as the eight used in HM Inspectors' Working Papers on the Curriculum 11-16: the aesthetic and creative, the ethical, the linguistic, the mathematical, the physical, the scientific, the social and political, and the spiritual. In translating general principles into practice schools need to develop more than one kind of analysis as working tools of curriculum planning.

20. The sections which follow do not cover exhaustively every subject or aspect of the curriculum, but seek rather to focus on certain elements which the Secretaries of State wish to emphasise at the present time. The Secretaries of State stress that these elements, important as they are, represent only a part of the curriculum of a school or pupil, which should be as broad as the practical limitations, outlined in paragraph 14, permit. The curriculum has also to satisfy two other requirements.

21. What is taught in schools, and the way it is taught, must appropriately reflect fundamental values in our society. The schools have long recognised this as one of their important tasks which calls for perceptive and sensitive treatment both within the classroom and outside it. The work of schools has to reflect many issues with which pupils will have to come to terms as they mature, and schools and teachers are familiar with them. Three such issues deserve special mention at the present time. First, our society has become multi-cultural; and there is now among pupils and parents a greater diversity of personal values. Second, the effect of technology on employment patterns sets a new premium on adaptability, self-reliance and other personal qualities. Third, the equal treatment of men and women embodied in our law needs to be supported in the curriculum. It is essential to ensure that equal curricular opportunity is genuinely available to both boys and girls.

22. The second requirement is for breadth, which is commonly defined in terms of subjects. Virtually all subjects prepare some pupils for subsequent specialisation and can also help to broaden every pupil's education if they are provided in appropriate depth and combinations; but each does so in its own way and emphasises certain ideas, skills, and branches of knowledge. For example history, geography and economics serve to give the pupil an insight into the nature of society (including his own) and man's place in his environment. Classical languages introduce the pupil to aspects of history and culture as well as the disciplines of language and literature. Subjects like art, music and drama are needed to develop sensibilities without which the pupil will not be able to avail himself of many opportunities for enriching his personal experience. Such subjects as physical education, home economics and craft, design and technology make a particular contribution to the acquisition of physical and practical skills which are an essential complement of the pupil's intellectual and personal development.

23. There are also some essential constituents of the school curriculum which are often identified as subjects but which are as likely to feature in a variety of courses and programmes and may be more effectively covered if they are distributed across the curriculum. These concern personal and social development and can conveniently be grouped under the headings of moral education, health education (including sex education) and preparation for parenthood and family life.

24. Moral education in schools seeks to promote integrity, considerate behaviour and the pupil's understanding of the relationship between action and beliefs. It has to recognise the critically important influence of the home and society upon children's moral development and the formation of moral attitudes. It is occasionally taught on its own; more often it is most effectively achieved as a significant aspect of other subjects, in particular - but not exclusively - of literature and of religious and health education. Awareness of moral values is also encouraged by appropriate and well planned assemblies, as well as by good pastoral care. The school needs to make explicit to parents, pupils and the local community its aims in moral education; and the head teacher and his staff need to keep curricular, pastoral and other provision under review so as to ensure that these aims are translated into effective practice.

25. Health education, like preparation for parenthood, is part of the preparation of the individual for personal, social and family responsibilities. Health education should give pupils a basic knowledge and understanding of health matters both as they affect themselves and as they affect others, so that they are helped to make informed choices in their daily lives. It should also help them to become aware of those moral issues and value judgements which are inseparable from such choices. Preparation for parenthood and family life should help <sup>pupils</sup> to recognise the importance of those human relationships which sustain, and are sustained by, family life, and the demands and duties that fall on parents.

26. Schools are responding in a variety of ways to the need for sound sex education. Sex education is one of the most sensitive parts of broad programmes of health education, and the fullest consultation and cooperation with parents are necessary before it is embarked upon. In this area offence can be given if a school is not aware of, and sensitive to, the cultural background of every child. Sex education is not a simple matter and is linked with attitudes and

behaviour. The regulations to be made under Section 8 of the Education Act 1980 will require LEAs to inform parents of the ways and contexts in which sex education is provided.

#### Religious education

27. The place of religious education in the curriculum and its unique statutory position accord with a widely shared view that the subject has a distinctive contribution to make to a pupil's school education. It provides an introduction to the religious and spiritual areas of experience and particularly to the Christian tradition which has profoundly affected our culture. It forms part of the curriculum's concern with personal and social values, and can help pupils to understand the religious and cultural diversity of contemporary society. The Secretaries of State consider that local education authorities should keep under review the provision made for religious education, bearing in mind the requirements of the Education Act 1944 as regards collective acts of worship and religious instruction; and that they should also reconsider from time to time the appropriateness of the Agreed Syllabus for their area in the light of the needs of particular groups of pupils and changes in the society in which the pupils are growing up.

## PRIMARY AND SECONDARY EDUCATION

28. Throughout primary and secondary education (whether this takes place in "primary", "middle", or "secondary" schools) the curriculum needs to be viewed as a whole and to take account of different needs and abilities: to be concerned not only with what is to be learned but also with how it is to be learned. Each school needs to secure breadth of curriculum for all pupils. Since all will not follow identical programmes of work, each pupil's programme should be balanced and meet his personal needs as he progresses. Authorities and schools need to ensure continuity in pupils' programmes both within and between the primary and secondary phases, whether this involves direct transfer from primary to secondary schools or transition through middle schools. Records should be kept and transmitted with this end in view.

29. Special schools serve children with physical or mental disabilities or emotional disorders or a combination of these. The range of ability and needs varies greatly. Many special schools are small or span a wide age-range. But like all other schools special schools must try to offer a curriculum which fully meets the educational needs of each of their pupils in the way best suited to the pupil. They too need a written statement of their aims and, in the light of it, to appraise regularly the effectiveness of the programme offered to each pupil. Local authorities, therefore, will wish to engage special schools in local discussion on their policy for the curriculum. This will also help to maintain continuity in the programmes of work of pupils who transfer between special and ordinary schools.

30. In the day-to-day work of the schools, what is taught and how it is taught are in practice inseparable in their effect on the pupils. It is well understood that both need to continue to catch the pupils' interest and imagination. The more successfully these objectives are secured, at every level of ability, the more likely are pupils to feel that what they do at school, particularly

during the last years of compulsory education, has relevance and meaning for their lives. Success here may help with the problem of truancy. But it is important for the education of every pupil.

31. No less important is what teachers expect their pupils to achieve. It is part of the teacher's professional role to recognise and develop the potential of individual pupils. All pupils should be encouraged throughout their school career to reach out to the limit of their capabilities. This is a formidable challenge to any school, since it means that the school's expectations of every pupil must relate to his individual gifts and talents. It is as necessary to meet this challenge for the ablest as for those who learn slowly and with difficulty or who have special educational needs, whether they are in ordinary or special schools: no group's needs should be subordinate.

32. Pupils are most likely to give of their best and to make lasting progress if they are regularly in contact with teachers who are dedicated and well-grounded in their profession. The Secretaries of State believe that professional development throughout a teacher's career, which schools and teachers have long recognised to be necessary, will continue to be essential and will need also to take account of advancing technology. Within the school each teacher should, wherever possible, be deployed where his professional strong points can be fully used to promote the quality of the pupils' education.

#### THE PRIMARY PHASE

33. Primary schools aim to extend children's knowledge of themselves and of the world in which they live, and through greater knowledge to develop skills and concepts, to help them relate to others, and to encourage a proper self-confidence. These aims cannot be identified with separate subject areas, nor can set amounts of time be assigned to the various elements. Often <sup>a</sup>single



activity promotes a variety of skills. One teacher is commonly responsible for most of the work of a class: one of the strengths of this form of organisation is the opportunity it gives for skills to be applied and practised in a variety of circumstances - for example, by including calculating and measuring in craft or geographical work; or drama and music in religious education or history; or reading and writing virtually everywhere.

34. Within limits both detailed curricula and the teaching approaches used will properly vary from school to school according to the strengths of the teachers and local circumstances. Within classes, teachers have to be sensitive to the different abilities and interests of children both as a group and as individuals so that the range and pace of the programme are appropriate. An approach which may be suitable for an able child - for example through a relatively sophisticated use of language - may be beyond the understanding of a less able child: to treat both alike would be an injustice to one or both.

35. Primary schools rightly attach high priority to English and mathematics. This is an overriding responsibility: it is essential that the early skills in reading, writing and calculating should be effectively learned in primary schools, since deficiencies at this stage cannot easily be remedied later and children will face the world seriously handicapped. The schools must, however, provide a wide range of experience, in order to stimulate the children's interest and imagination and fully to extend pupils of all abilities. There is no evidence that a narrow curriculum, concentrating only on the basic skills, enables children to do better in these skills: HM Inspectors' survey suggests that competence in reading, writing and mathematics may be improved where pupils are involved in a wider programme of work and if their skills in language and mathematics are applied in a variety of contexts.

36. This wider curriculum should incorporate certain key elements. Children should be encouraged, in the context of the multi-cultural aspects of Britain today, <sup>and of our membership of the European Communities,</sup> to develop an understanding of the world, of their own place in it and of how people live and work. This involves, certainly for the more able children and in a simpler form for many others, an introduction to the concepts of history, such as chronology and cause and effect, and to the weighing of evidence from different sources; opportunity to become acquainted with written material of different types, and to learn to distinguish fact from fiction; some understanding of the geography of their home area and of more distant places; and an appreciation of religious beliefs and practices. In addition, children's curiosity about their physical and natural environment

should be exploited; all pupils should be involved in practical as well as theoretical work in elementary science, to develop skills of observation and recording. These skills can be further enhanced, and children introduced to different ways of recording and interpreting experience, through aesthetic and practical subjects such as art and craft and physical education. Music, both instrumental and vocal, contributes to children's development in a similar way. Finally, schools are concerned with the personal and social development of their pupils in the widest sense; they need to foster, in their approaches to the curriculum, children's developing awareness of themselves as individuals and of the way in which they relate to others.

37. Most primary schools already incorporate most or all of these elements in their curricula; deficiencies occur less often as a matter of policy than where space is short or teaching expertise lacking. What is now needed is to develop a good deal of what is common practice in a more demanding way, particularly in order to ensure that challenging work is provided for the ablest. Schools should stimulate the more able children to acquire and make use of books, other reference sources and original data in ways that suit the occasion: their teachers should more than is now common expect the older pupils to observe and classify, to make simple generalisations, to appreciate inter-relations, and to arrive at and test their own ideas. These aims are relevant not only to science in primary schools, discussed in the next paragraph, but more widely.

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38. Certain aspects of the primary school curriculum, about which concern has been expressed in recent years, merit specific mention.

(a) Topic work

History and geography in primary schools are often, and increasingly, taught through the study of selected topics which frequently involve both of these subjects and more. It is important that schools should have a clear overall plan for work of this kind, so that ideas and skills as well as information suitable to the children are extended and developed as the children move through the school. The skills and ideas include not only those associated with the subjects being studied, for example mapping skills in connection with geography, but also those concerned with using and understanding books, with writing and with mathematics.

(b) Science

Primary schools should provide more effective science teaching. Children should be given more opportunities for work which progressively develops their knowledge; it is equally important to introduce them to the skills and processes of science, including observation, experiment and prediction. Considerable efforts have been made over the past few years to stimulate and support science teaching in primary schools, and these efforts have been intensified following the recommendations in HM Inspectors' Survey of Primary Education in England. But more is needed: many primary schools could make more effective use than they do of those teachers who have some specialist knowledge of science. The Secretaries of State intend to take further action in relation to school science (see paragraph 47 below).

(c) Art and Craft

Art and craft are included in the curricula of all primary schools; HM Inspectors' survey found that children would benefit if their work were based more often than it is on direct observation and study. Their work should encourage the development of skills and inventiveness in producing artifacts. More emphasis than at present should be placed on work in three dimensions and some of this might be of a simple technological kind aimed at designing

and **making** things that work. Art and craft are often usefully associated with other aspects of learning, for example topics in history and geography, but they are also valuable in their own right as a vehicle for individual expression.

(d) French

Experiments in the teaching of a foreign language, usually French, in primary schools have, despite the high hopes entertained in the 1960s, had mixed results. These suggest that primary schools should seek to introduce or maintain the teaching of a modern language only where continuing teaching expertise and coordination with secondary schools are assured and it is clear that pupils' early start will be exploited in their later work. The further study of modern language provision referred to in paragraph 50 below will be relevant.

THE SECONDARY PHASE

39. The Secretaries of State wish to emphasise three propositions about secondary education, which are developed and extended in what follows:

(1) Schools should plan their curriculum as a whole. The curriculum offered by a school, and the curriculum received by individual pupils, should not be simply a collection of separate subjects; nor is it sufficient to transfer, with modifications, the ideas about the curriculum in the separate selective and non-selective schools of an earlier generation into the comprehensive schools attended by most pupils today.

(2) There is an overwhelming case for providing all pupils between 11 and 16 with curricula of a broadly common character, designed so as to ensure a balanced education during this period and in order to prevent subsequent choices being needlessly restricted.

(3) School education needs to equip young people fully for adult and working life in a world which is changing very rapidly indeed, particularly in consequence of new technological developments: they must be able to see where their education has meaning outside school.

40. At present, for the first three years in most secondary schools pupils follow broadly similar programmes. These generally include English, mathematics, science, history, geography, religious education, art, music, home economics, craft design and technology, physical education and games. Nearly all pupils also embark on a foreign language, usually French. In some schools some form of group studies - 'humanities' or 'environmental studies' or 'design studies' - may replace some of the single subjects, wholly or partly. For a minority of pupils there may be an opportunity to begin a second foreign language, classical or modern, in the second or third year, and science courses may begin to be more sharply differentiated for abler pupils.

41. In the fourth and fifth years, the number of subjects studied by all pupils is much reduced. Some subjects are dropped, others added, with varying degrees of guidance and control. The result is that a balanced curriculum for each individual pupil is not always assured. As a consequence some pupils are deprived of valuable opportunities for employment, for continued education, or for enlarging experience and understanding in ways which could help them as adults and as citizens. Giving up too many subjects at age 14 also has a bad effect on the preceding school years. Motivation and sustained effort in a subject may be at risk if the pupil knows that he will soon abandon it. Some choices have to be made at age 14, especially where 2-year examination courses are to be followed. Moreover it is right that 14-year old pupils should have some freedom to shape their lives; and a freely made choice can improve motivation at school. But the choice must be so managed that pupils' secondary schooling does not suffer. Pupils should not drop potentially valuable subjects before they are mature enough to understand their importance or to have mastered their elementary ideas and skills. Courses should be so designed that pupils who drop a subject for good reason are enabled to achieve something of value.

42. Although choices are made, and have to be made, at the end of the third year, every pupil up to 16 should sustain a broad curriculum. The level, content and emphasis of work will be related to pupils' abilities and aspirations, but there should be substantial common elements. These should include English and mathematics, whose vital importance schools already recognise in the time and attention they devote to them. To these should be added science, religious education and physical education; in addition, pupils should undertake some study of the humanities designed to yield lasting benefit and should retain opportunities for some practical and some aesthetic activity. Most pupils should study a modern language, and many

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should continue to do so through the whole five-year period. Within all this there should still be room for choice, so that all pupils can give expression to their aptitudes and interests in taking up additional subjects or reinforcing their largely common programmes. But it is essential that in the event the programmes offered to each pupil should maintain breadth. The importance of this, together with the significance of any particular choices for future career opportunities, should be explained to pupils and their parents before the end of the third year.

#### Specific areas of the curriculum

43. English, mathematics, science and modern languages are generally treated as separate items in school time-tables. The Secretaries of State consider that their key position makes it appropriate to give each some special consideration here. In their view, it is important that every school should ensure that each pupil's programme includes a substantial and well-distributed time allocation for English, mathematics and science up to age 16, and that those pupils who do take a modern language should devote sufficient time to it to make the study worth while. The Secretaries of State do not suggest minimum times which should be devoted to these subjects. Any suggested minima might too easily become norms, or be interpreted too rigidly. It is for the local education authorities to consider, in consultation with the teachers in their areas, whether to suggest minimum time allocations in these subjects, as broad guidance for schools.

#### English

44. English is of vital importance in the development of pupils as individual and as members of society: our language is our principal means of making sense



of our experience and communicating with others. The teaching of English is concerned with the essential skills of speech, reading and writing, and with literature. Schools will doubtless continue to give them high priority. As the Bullock Report stressed, language is part of the means of learning in all subjects, so that English is a necessary concern of all teachers and there needs to be an organised policy for English across the curriculum. The Secretaries of State consider it necessary to strengthen the knowledge and expertise of the many teachers who are currently teaching English without being appropriately qualified to do so, and hope that this will be seen as a priority within the in-service training programme.

#### Mathematics

45. Mathematics rightly forms part of virtually every pupil's curriculum throughout the first five years of secondary education. It is essential for day-to-day living and is the key to much human knowledge and understanding. Mathematics teaching should draw on the content of other parts of the curriculum to demonstrate its applications; and all teachers should seek consistency of approach to the mathematics they use. In particular the work done in mathematics and in science should be brought closer together than it often is at present.

46. Further action will need to be considered in the light of the Cockcroft Committee's recommendations, which are expected later in the year.

#### Science

47. The increasing importance of science and its applications in the modern world, and the rapid development of technology, reinforce the case for science as an essential component of education for all pupils of 11-16. More science

is now being taught to more pupils. Some fundamental issues must now be faced.

(i) Syllabuses must be designed in such a way as to preserve the high standards of the best science teaching which exists now; and at the same time to take further the ideas which need to be introduced at the primary stage and to meet pupils' different needs and abilities.

(ii) Courses for pupils up to 16 need both to ensure a reasonable balance across the sciences and to maintain depth and rigour. Many examination syllabuses, especially at O level, are overloaded and out of date: this appears to be an important factor which turns pupils away from science. Too many 16+ examinations test mainly the candidates' powers of recall, rather than testing sufficiently their understanding or their ability to think and work scientifically. Any new O level or other 16-plus syllabuses must continue to provide a satisfactory basis for A level courses.

(iii) Usually during their third year, pupils have to choose whether they wish to study one, two or three science subjects or no science at all in the fourth and fifth years. Pupils rarely return to a science subject after dropping it at the end of the third year. Many able pupils, particularly girls, decide at 13 not to aim at a career in science or engineering and make subject choices accordingly; there is evidence that by the age of 16 some of these would like to change their minds but it is then usually too late. These consequences can be avoided only if pupils continue with some work in the three main sciences in the fourth and fifth years, and there are those who argue that for all pupils, including the less able, a scientific education requires a programme of this breadth.

(iv) The education and training of many science teachers in one pure science only do not equip them well for teaching - as many of them have to do - outside their own specialism; nor for relating their science to the needs of the wider world.

(v) The problem is not only one of resources. If there is to be science for all up to age 16, and if the shortage of able scientists and engineers is to be alleviated by attracting more able pupils, particularly girls, to the physical sciences, more teachers and more laboratories are needed; science should command high priority within the in-service training programme; and existing resources need to be deployed to still better effect. But even if these resource difficulties are mitigated, it will be possible to accommodate science in the 11-16 curriculum on the required scale, and at the same time maintain for all pupils a broad programme which adequately covers all the essential elements, only if courses can be developed which meet the requirements in (i) to (iii) above but do so without making unacceptable demands on curriculum time.

The Secretaries of State intend to consider these issues further, in consultation with the interests most directly concerned, and to publish their conclusions.

#### Modern languages

48. There has been a marked increase in the proportion of pupils studying a foreign language, usually French, in the early years of secondary education. At present over 80% of pupils are studying a language at this stage, compared with no more than about 30% some 20 years ago. However, the very large drop-out from language classes after two or three years of secondary schooling, as well as the shortage in some places of suitably qualified modern language teachers, has had the result that the percentage of young people completing a 5-year course has not significantly increased over the same period.

49. The Secretaries of State believe that, given particularly Britain's place in the European Communities, most pupils should have the opportunity to learn a foreign language; and that at least two or, if possible, three years of language teaching should be provided as a minimum. Wherever

possible pupils should be encouraged to keep up a modern language until the end of the fifth year of secondary education. French is, for various reasons, the dominant foreign language studied; but languages other than French need also to be offered within the area of each local education authority. The Secretaries of State consider that the available language teaching resources can be used to full effect, and the best balance achieved between languages on offer, only if modern language provision as a whole is planned by the local education authority across its area, taking account of the facilities available in both schools and further education. In this connection, authorities may find it necessary to give similar consideration to classical languages.

50. Important questions about modern language provision remain:

- a. What foreign languages other than French should be available to secondary school pupils? To what extent should pupils study more than one language? How far should our membership of the European Communities be taken <sup>into</sup> account in assessing objectives?
- b. Far more pupils than in the past now have a first language which is not English or Welsh. This constitutes a valuable resource, for them and for the nation. How should mother tongue teaching for such pupils be accommodated within modern language provision so that this resource does not wither away and the pupils may retain contacts with their own communities?
- c. How suitable are present courses for pupils up to the age of 13 or 14? What are their educational and practical linguistic value both in themselves and as a preparation for continued study?
- d. What should be the objectives of what is taught and learned, and what should be the balance between the various language skills? What should be the "cultural" element in a course?
- e. In the development of modern languages what relative priorities should be given to the length of courses and their extension over the range of ability?

f. Should more pupils be enabled to continue study of a foreign language beyond 16? How might this be secured?

The Secretaries of State intend to consider these questions further, in consultation with the interests most directly concerned, and to publish their conclusions.

#### Craft, design and technology

51. The Secretaries of State attach special importance to craft, design and technology as a part of the preparation for living and working in modern industrial society. When it is taught imaginatively, this work helps pupils to understand that the practical application of discoveries and inventions is as vital to our society as scientific research. It encourages creative skills and the ability to identify, examine and solve problems, using a variety of materials. The problems tackled by able pupils are intellectually demanding and stretch to the full their inventive and innovative powers. Problems seldom have a single "correct" answer: their resolution requires the gathering of information, the practical application of knowledge and, frequently, cooperation with others both inside and outside school. Craft, design and technology can also enrich and add interest to what is taught in other subjects. It can enable boys and girls to absorb, consolidate and develop the science and mathematics they learn and to give them a practical application, and to develop their language skills in practical situations. Where it is used to demonstrate science and technology in action, it can help pupils to understand the possibilities of technological change and to profit from them later.

#### Preparation for adult life

52. It is a major function of the schools to prepare children and young people for all aspects of adult life. Secondary schools, building on the foundation laid by primary schools, need to ensure that this function is reflected in the whole of their curriculum. The Secretaries of State attach particular importance to three inter-related ways in which pupils can be so prepared.

(i) The curriculum needs to be related to what happens outside schools. As schools and examination boards have increasingly acknowledged in recent years, the curriculum needs to include more applied and practical work, particularly in science and mathematics; and pupils need to be given a better understanding of the economic base of our society and the importance to Britain of the wealth-creating process.

(ii) Pupils need better and more systematic careers education and guidance. In the earlier secondary years all pupils need a carefully planned programme in good time to prepare them for the subject choices that they will make by the end of the third year. In addition to the contribution made by specialist careers teachers, subject teachers should relate their subjects to the outside world, and those with tutorial responsibility should also play a part. As pupils move through secondary education, the careers service will supplement the continuing careers education and guidance given by the school. The Secretaries of State endorse the recommendation made in "Education for 16-19 Year Olds"\* that careers education and guidance should assess personal strengths and weaknesses; impart knowledge about jobs and the qualifications required for them, and the opportunities for post-16 education and training; and develop pupils' skills in taking decisions about these matters.

(iii) An increasing number of local education authorities and schools have recognised the importance of establishing links between the education service and industry: each side has much to contribute to the other. Many different arrangements have developed in recent years, many as a result of local initiatives, and others prompted by the national bodies active in this area. The Secretary of State for Education and Science has accordingly commissioned a study from a senior industrialist of the nature and coverage of these activities, their effectiveness, and ways in which it might be enhanced.

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\* Department of Education and Science, January 1981

53. The Secretaries of State consider it essential that career opportunities should be kept equally open to boys and to girls. The obstacles to equal employment opportunities for women are deeply rooted in attitudes in the home and in society. Schools can do much to diminish these obstacles through the content of the curriculum, the way in which the work is organised and the subjects taught, and careers guidance, as has been illustrated in HM Inspectors' recent paper "Girls and Science".\*

54. Useful advice is available to schools from two projects sponsored by the Schools Council: the Schools Council Industry Project, which has been working with schools in five local education authorities and has recently extended its coverage; and the Skills for Employment project which is working with schools and industry representatives in schools in five local education authorities to link what is taught in schools with skills needed on the job. A further publication from HM Inspectors, "Schools and Working Life: Some Initiatives", describes aspects of the work in 12 schools aimed at helping pupils to prepare for working life.

55. The present paper is concerned with the curriculum in the period of compulsory education. The review "Education for 16-19 Year Olds" is concerned with the educational provision for that age-group as a whole. The 16-19 phase of education is closely related to what has gone before it. It builds on the foundation which the schools have laid, and its requirements affect what the schools do. Accordingly in considering the curriculum, particularly in the later stages of the compulsory period of education, both local education authorities and schools need to take account of its significance for pupils' subsequent progress, whether in school or in further education. Similarly the authorities and the institutions concerned have a duty to ensure that their post-16 provision, including special education provision, is coherently related to the curriculum provided in schools for pupils up to 16.

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\* HMI Series: Matters for Discussion, 13: HMSO 1980

## THE WAY FORWARD

56. The guidance given in this paper reflects what many authorities and schools already do, often as the result of sustained effort and experiment over the years. Further progress will similarly be gradual and will be affected by the availability of teachers and other resources. The Secretaries of State believe that all concerned in the education service will wish to maintain momentum in the improvement of the school curriculum and to review progress regularly. The Secretaries of State will themselves be responsible for taking further the work which is now required on science and on modern languages. They will also consider what further action is needed on mathematics in the light of the Cockcroft Committee's report.

57. The improvements in the curriculum sought by the Secretaries of State fall to be achieved mainly by local education authorities and schools within the constraints set by limited resources. The Secretaries of State believe that each authority should have a clear policy for the curriculum in its schools and make it known to all concerned; be aware of the extent to which its schools are able, within the resources available to them, to make curricular provision which is consistent with that policy; and plan future developments accordingly, in consultation with the teachers and others concerned in their areas.

58. The pace and pattern of improvements in the curriculum will depend above all on the energy, imagination and professional skill of the teachers. This paper sets out the key questions, in the view of the Secretaries of State, for each school to pursue, building on what it has already achieved.

59. Schools should, as recommended in paragraph 18 above, analyse and set out their aims in writing, and make it part of their work regularly to assess how far the education they provide matches those aims. Such assessments should apply not only to the school as a whole but also to each individual pupil, and



need to be supported by the keeping of adequate records for each pupil's progress. The assessments will help schools to plan effectively and to give, both to pupils and their parents, a clear account of what the school is offering.

60. The Secretaries of State welcome the work on reappraisal of the curriculum and clarification of objectives which is already in progress in some schools and authorities. For example, for the last three years in five local education authorities schools and senior advisers have been engaged with HM Inspectors on a curriculum enquiry based on the Inspectorate's working papers "Curriculum 11-16".

61. The Secretaries of State will wish to inform themselves in due course about the action which, within the resources available to them, local authorities are taking in the light of the guidance in this paper.

62. HM Inspectors, in the pursuance of their normal duties, will provide the Secretaries of State with information about, and assessments of, the curriculum offered by schools; and offer professional advice to teachers and others concerned. The Assessment of Performance Unit will also continue its programme of monitoring specific aspects of the performance of pupils in schools.

63. The achievements of the education service stem from the contributions of all the partners in it. The Secretaries of State believe that these achievements provide a firm foundation for the further improvement in the school curriculum envisaged in this paper. It is right that the practical difficulties should be acknowledged both within the service and outside it. But the partners in the service, like the nation, are committed to the quality of education. This commitment finds its natural expression in what is taught in our schools.

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PRIME MINISTER  
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CONFIDENTIAL

THE EDUCATION BILL 1981

(Special Educational Needs)

MS

Brief for the Second Reading on Monday February 2nd

1. Provision for Special Educational Needs - from the 1944 Education Act to the Report of the Warnock Committee.
2. The Education Bill 1981
  - (i) Background
  - (ii) Main Provisions
3. Developing Special Educational Provision:
  - (i) Resources
  - (ii) Involvement for Parents
  - (iii) Integration - meeting individual needs
  - (iv) Provision Before and After School

Conservative Research Department  
32 Smith Square, SW1

CC/SH  
2.2.81

1. Provision for Special Educational needs : From the 1944 Act to the Warnock Report

The 1944 Education Act imposed on local authorities the duty of identifying those children who through disability of body or mind required special education and the duty of providing the special education they required. However, whilst this Act was a break through in special education it was based on the assumption that handicap was a medical problem which prevented a child from learning. Consequently regulations were based on a medical model of 10 disabilities - blind, partially sighted, deaf, partially hearing, physically handicapped, delicate, epileptic, educationally subnormal, speech defective and maladjusted.

In addition the 1944 Act incorporated the prescription of the Mental Health Act (1959) that some children could, on medical examination, be classified as totally unsuitable for education in any local authority school and become the responsibility of the local health authority.

However, greater knowledge and understanding of the causes of physical and mental handicap has meant that in many cases modern local education authority practice has outgrown the legal framework of the 1944 Act: first, educational handicap is not necessarily related to medical disability, for example physical handicap may present few, if any, learning difficulties. Second, the recognition of multiple handicap has meant that the major disability diagnosed on medical grounds may not be the one that presents the greatest educational problem, increasing attention must be paid to secondary handicaps. Third the existing ten categories of disability each of which presents a definable educational problem are not always appropriate either to children within those groups whose learning abilities differ or to children with multiple handicaps who present difficulties of classification.

The Education (Handicapped Children) Act 1970 abolished the concept that some severely disabled children were ineducable by transferring responsibility for them from health to local education authorities. In April 1971 some were brought into the education service.

In November 1973, the Rt. Hon Margaret Thatcher, then Secretary of State for Education and Science announced an inquiry into the provision of special education. (Hansard 22 November 1973 W.A. col. 512)

The 'Committee of Enquiry into the Education of Handicapped Children and Young People' was appointed under the chairmanship of Mary Warnock and reported in May 1978 (Cmd. 7212 HMSO 1978). The Warnock Report offered four main recommendations:

A wider concept of special educational need which could cover emotional and behavioural disorders and significant

learning difficulties as well as physical and mental disabilities.

A multi-professional system of special educational assessment for children with severe or multiple disabilities.

The replacement of the 10 existing categories of handicap by arrangements recording the individual needs of each child.

The development of a more flexible range of special educational provision in both ordinary and special schools.

## 2. The Education Bill 1981

### (i) Background

The Conservative Manifesto promised to "restore to every child, regardless of background, the chance to progress as far as his or her abilities will allow" (p.25). This commitment to equality of opportunity extends to all children including those who suffer from some educational disadvantage. Following consultations on the Warnock Report with more than 400 organisations connected with education, health, the social services, careers and employment, on 3rd March 1980 the Secretary of State, Mr Mark Carlisle announced the Conservative Government's intention of introducing early legislation broadly along the lines recommended by the Warnock Report. A White Paper "Special Needs in Education" (Cmnd 7996) was presented to Parliament on 6 August 1980. The proposals of the White Paper are incorporated in the Education Bill 1981.

Baroness Young, a Minister of State at the Department of Education and Science has summed the Government's proposals as:

"~~legislation to update~~ the law for children with special needs so that they can benefit from the most professional assessment of their disability, that as far as possible they can be educated alongside all other school children and so that their parents can receive broadly those rights of choice and information given under our 1980 Education Act." (London 14.1.81)

Lady Young has also emphasised the importance of the new Bill as the education services contribution to 1981 as the International Year of Disabled Persons.

### (ii) The main provisions

(The Education Bill (1981) covers England and Wales. The Education (Scotland) Bill (1981) published on 10th December 1980 contains similar provisions)

Clause 1 takes up the recommendation of the Warnock Committee that the existing ten categories of handicap be replaced by the wider terms of "special educational needs", "learning difficulty" and "special educational provision". The emphasis will be on the individual needs of each child and the new definition will assist a wider group of children than are currently ascertained as handicapped.

Clause 2 extends the duties of local education authorities and school governors to take account of the new definitions and provisions for special education. Clause 2 also established the principle that provided account has been taken of parents wishes, that the arrangements are compatible with the necessary special educational provision, that resources are used efficiently and that there is no effect on the education of other children, all children who are in need of special educational provision are to be educated in ordinary schools. It will replace Section 10 of the Education Act 1976 which established a similar principle but confined integration to physical location excluding association in the normal activities of the school.

Clauses 4-9 refer to the identification and assessment of special educational needs. Children whose needs are such that the local authority needs to make a statement about them and determine their needs, will also include those aged two years or more, with their parents' consent. Parents will be involved in the making of assessments and drafting of statements. They will be able to appeal against the special educational provision proposed by the authority; appeal committees will be able to recommend that local authorities reconsider their decisions and parents will have a further right of appeal to the Secretary of State. Regulations will be laid under Schedule 1 after consultations.

Clause 10 amends the definition of 'Special Schools', prevents the withdrawal of pupils from these schools without the permission of the local education authority and takes precautions on the placing of children with special educational needs in Independent Schools.

Clauses 11 - 20 cover technical and consequential adjustments, although Clause 13 provides that in future local education authorities will not be able to close special schools without giving notice of their intentions and obtaining the permission of the Secretary of State.

### 3. The Development of Special Educational Provision

#### a) Resources

The Warnock Report itself made two important points about resources for special education; first that a great deal could be achieved through redeployment of existing resources and second that legislative reform should provide a framework within which special education could develop in step with resources.

The Government's plans for expenditure on handicapped pupils at maintained and non-maintained special schools remain broadly constant with the standards of provision in 1978-9, this is despite the fact that the number of pupils at special schools has fallen over that period.

Since the new bill seeks to bring special educational provision up to the current modern practice of most local educational authorities and will use the arrangements for parental appeals laid down in the Education Act 1980 it should not involve significant educational expenditure.

b) Parental Involvement

The new Bill makes significant improvements on the involvement of parents in special educational provision:

- Parents must be informed if a local education authority proposes to assess their child, and they can ask for their child to be assessed themselves.
- They must be given time and opportunity to give their views to the local authority.
- They must be informed, entitled to be present at, and allowed to give their views on, any examination of their child.
- If a local authority decides to make a statement they must send parents a draft for comment and parents will be entitled to a copy of any statement that is made.
- The Warnock Report recommended that parents should have access to a 'named' person. Clause 5(3) provides that when parents are notified that their child is being considered for assessment they must be given the name of an officer of the local education authority who can provide personal support and advice.
- There will be an appeals machinery and local authorities will be required to keep at least an annual review of the statements on every child; where changes are proposed parents must be informed and will have the right to make representations.

The Bill does not completely open up professional records to parents since in some cases this might either inhibit the contents of the record, or where it bears on the home background, damage the interests of both parents and their child. However, in the post-legislative guide local authorities will be urged to use their discretion and to be as frank with parents as is possible.

c) Integration - provision for individual needs

The principle of integration established in Clause 2 proposes that in general children with special needs should be educated alongside all other children and should be involved in school activities. However, as the Conservative Manifesto pointed out, our primary concern must be for the individual needs of each child. The Bill is informed by Chapter 7 of the Warnock Report and places emphasis on individual assessment for each child in terms of whether an ordinary school can accommodate her or his particular needs - being not simple integration but appropriate education.

The development of teacher skill in recognising and catering for special educational needs and in facilitating integration is critical. The Warnock Report prompted a greater emphasis on this aspect of initial and in-service teacher training by 14

local authorities, colleges and universities. From 1982 the Open University will be providing a course on special educational needs for teachers. Within existing resources a great deal can be done to improve teachers knowledge of and ability to help children with special educational needs. As the Warnock Report concluded:

"We must emphasise that organisational changes and additional resources will not be sufficient in themselves. They must be accompanied by changes in attitudes. Special education must be seen as a form of educational activity no less important, no less demanding and no less rewarding than any other, and teacher, administrators and other professionals engaged in it must have the same commitment to children with special needs as they have to all other children." (Report of the Committee of Enquiry into the Education of Handicapped Children and Young Persons pp 384-335)

d) Provision Before and After School

Recognising the need to identify and provide for special educational needs at the earliest opportunity the Bill gives L.E.A's with the permission of its parents, the power to examine and make a statement on children under two years of age.

Nursery education provides a valuable opportunity for immediate recognition and help, many L.E.A's give priorities of admission to children with special needs. Latest statistics also show that in January 1980, the number of children in nursery classes increased by 5,600. The Government have retained a nursery education building programme which in 1980/1 should encourage an addition of 2,000 places.

Local education authorities have the duty to ensure that facilities are available in schools or in further education for all those under 19 who wish to continue their studies. This applies equally to handicapped young people, but is impractical where facilities are unsuitable. Recognising that post-sixteen education is often the starting point of learning or training the Government has set up a review of the law governing the general basis of further education which will accommodate the needs and interests of handicapped students.

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PRIME MINISTER

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The recently announced public expenditure plans provide for a fall of about nine per cent (from nearly £9b. to £8b.) in expenditure on education over the five years 1979-1984. And yet the Government remains committed to maintaining and improving the quality of education. There are several reasons why we believe that this can be achieved.

The first reason is demographic - the number of children in school will fall by one and a half million over this period.

Secondly, the Government has concentrated on savings that do not directly affect education. For example, we believe that by allowing local authorities to make their own plans for providing meals (while protecting those on FIS and supplementary benefit) the school meals service will become much more efficient.

And thirdly, we are asking the majority of overseas students who come to this country from this autumn to pay the full cost of their tuition fees.

Schools

About a third of the savings (£240m. in England and Wales) will come from the schools. This amounts to six and a half per cent over this period. But there will be a fall of 13 per cent in pupil numbers. This gives a generous allowance for "diseconomies of scale" - the fact, known to every parent, that one child less in a house full of children does not lead to a proportionate drop in work or total household expenditure. In fact, over the next three years we are allowing £35m. extra (beyond the level required to maintain expenditure per pupil) for books and materials in the classroom.

With this fall in the school population, it would be wasteful to try to keep all the present school buildings in use but, of course, when there are closures other buildings may have to be improved or adapted. So while the money for basic building requirements will be nearly halved (from £90m. this year) the allowance for improvements will be increased by nearly 50 per cent (from £12m. this year to £17m.).

Despite the falling size of the school population, provision for special education has been protected. Expenditure is planned to remain at broadly the same level (£230m.) throughout the period because the Government thinks it is not safe to assume that the total number of children in need of special educational treatment will fall in line with the drop in total numbers.



Teachers

As school numbers drop, it is reasonable to expect a reduction in the number of teachers and by 1982-83 we plan for a reduction of just over 40,000. But even so the numbers of teachers we expect to see employed in that year is 10,000 more than the numbers required to maintain existing teacher/pupil ratios (currently at their best ever level).

Teachers are leaving the profession at the rate of 30,000 a year, because of retirement or for other reasons, so there are still opportunities for the young entrant. But because of their importance, the Government is extending the special scheme for training mature entrants to "shortage subjects", such as maths, science and technology, and because the quality of teaching is so important, the Government has provided for induction courses and in-service (or refresher) courses for teachers to be continued at the same level.

After School

Young people vote with their feet and in the last few years not as many as expected have chosen to go on to higher education. The age participation rate has fallen. The Government's plans allow for the number of students in higher education to be held at the present level to 1983-84 and this should provide sufficient opportunity for those who want it.

The colleges of further education have an important part to play in improving the numbers of skilled manpower and technicians for industry and commerce. So the plans allow for an increase of seven per cent (£40m.) next year in the provision for expenditure on non-advanced further education, which will be maintained at that level for the following years.

And because the Government attaches importance to the support of basic science as an investment in the country's industrial and intellectual future, expenditure in science will be increased so that by 1983-84 it will be five per cent above the £293m. for 1978-79.

Conclusion

The school population rose from 5m. after the war to a peak of 9m. Now it is falling. The overall picture can be clearly foreseen. But success in carrying through national policies depends very much on local decisions and when rolls are falling it depends on sensible decisions on rationalisation, sharing and amalgamation. And it depends too on the good sense and professionalism of teachers.

**CONFIDENTIAL**

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Education

22 April 1980

Your Secretary of State, accompanied by Lady Young, this afternoon spoke to the Prime Minister about outstanding Section 13 proposals, as set out in his minute of 21 April.

Mr. Carlisle explained the background to his intentions in respect of the two proposals relating to secondary provision in Islington and the proposals for Tameside. He said that he proposed to announce these on 6 May, unless events in the next few days led him to conclude that the proposals involving Highbury Grove required an earlier decision. The Prime Minister was content with these arrangements.

In respect of the proposals relating to Sutton Coldfield, Mr. Carlisle explained the background to his decision to accept. He intended to make the announcement tomorrow, 23 April. In the event of a change of political control on the Birmingham Council, it would be open to a new Council to submit a new Section 13 proposal, and this would be the cleanest means of dealing with the issue, although it was possible that a new Council would choose to deal with the matter in a different way involving further court action. The Prime Minister concurred with Mr. Carlisle's proposals in respect of Sutton Coldfield.

M. A. PATTISON

Peter Shaw, Esq.,  
Department of Education and Science

**CONFIDENTIAL**

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PRIME MINISTER

SUTTON COLDFIELD, TAMESIDE AND Highbury GROVE

I honestly think that Mr. Carlisle has got this wrong, at least as far as Sutton Coldfield is concerned.

There is no dispute anywhere about the merits of the decisions he is proposing, but only about their timing. If he goes ahead and announces Sutton Coldfield before the election, he has in mind that he is responding to the wishes of the local electorate in the catchment area of the school concerned, and I believe that he also has in mind the possibility of trying to force a Labour education committee in Birmingham to implement his decision. My guess is that what would actually happen is that the new administration in Birmingham would - with lots of publicity - simply sit back and say that they are not going to implement the proposal to change a comprehensive school into a grammar school when they are determined to complete comprehensive re-organisation in Birmingham as a whole.

Mr. Carlisle would then be faced with the choice of letting them defy him or trying to enforce his wishes by going to Court (under Section 99). I would have thought that Birmingham had a pretty good defence in any Court action, and the record of the DES lawyers over the years gives me little confidence that they would be reliable advisers in such a contentious case.

All my instincts are to suggest that, rather than Mark Carlisle laying himself open for this sort of trouble, he would do better to announce Highbury Grove before the local election (and therefore to take credit for a popular decision), and to defer both Tameside and Sutton Coldfield until after the elections on the grounds that he had not yet made his mind up. If pressed, he could with a straight face say that he was not going to play politics by announcing Section 13 decisions a couple of days before the elections. If Labour take over in Birmingham, they could then withdraw the proposal (assuming that a decision had not been announced) and there would be no great publicity about it.

there are no local elections in London, which helps

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It is very important, it seems to me, that there should be a successful act of converting a comprehensive school back to a selective school if the Government is to give its supporters evidence that it is willing to help all forms of secondary education, and to allow selection to be restored where that is the local wish. It is equally important that the very first example of such a change should be one where there is every prospect of a smooth transition, and not one where there is a chance - and perhaps a very significant chance - of the enterprise ending in humiliation.

MS

21 April 1980

cc: Mr. Pattison

CONFIDENTIAL



I have  
added a further  
note MS  
21/4

10 DOWNING STREET

PRIME MINISTER

Mr Carlisle's note (A)  
confirms the proposals  
which Nick summarized  
for you on Friday (B).

Mr Carlisle will discuss  
these with you at 16.00  
on Tuesday.

MAF  
21/4.

CONFIDENTIAL

PRIME MINISTER

OUTSTANDING SECTION 13 PROPOSALS

1. As you know I have to make decisions on 4 sets of very difficult section 13 proposals. I am grateful to you for agreeing to see me tomorrow since I am now clear about what I wish to do and would like to discuss with you what I propose and the timing of the announcements that have to be made.
2. All 4 are highly political and it is relevant to the first and the last that the local elections are on 1 May. The first is Birmingham's proposal to change Sutton Coldfield Girls School, which is at present a Comprehensive, into a Grammar School which I am intending to accept so that girls will then be given the opportunities for grammar school education now available to boys in the area. I think I should announce this before the elections.
3. The second and third are the first instalment of ILEA's proposals to rationalise secondary provision in Islington as a result of falling pupil numbers. I am disposed to approve their proposal to create a new girls school by amalgamating Highbury Hill and Shelburne. As for the proposals involving Highbury Grove, however, I consider ILEA's intention to reduce the size of a popular and over-subscribed school to be contrary to our undertakings at the election. I intend to turn this down while approving the closure of Sir Philip Magnus, which is the other school involved in the Highbury Grove proposals and is under-subscribed as well as being on a limited site.
4. Tameside, the fourth, is the most difficult as I have to decide where the balance of the argument falls as between the proposals of the duly elected Council and the views of a very substantial group of objectors. Since these proposals are a hotly contested issue in the local elections I intend to delay any announcement until after 1 May. I am bound to say, however, that unless Labour do badly I would have little option but to approve the proposals. The Tameside electorate will then have had two opportunities to express their views on them through the ballot box.

M.C.

MARK CARLISLE  
21 April 1980

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PRIME MINISTER

Mark Carlisle would like to come and have a word about three contentious Section 13 decisions which he has now made his mind up about. They are Highbury Grove, Tameside (where the Labour Council want to go comprehensive) and Sutton Coldfield (where the existing - Conservative - Birmingham District Council want to turn a comprehensive school into a grammar school).

Mr. Carlisle intends to turn down the ILEA's proposal on Highbury Grove, approve Tameside's re-organisation and approve Birmingham's proposal on the Sutton Coldfield school.

The reason he wants to see you is that he is worried about the politics of the timing of the announcements of these decisions. His present scheme is to announce Sutton Coldfield as soon as he has seen you, so that it will be publicly known before the local elections; to announce Highbury Grove the following week; and to announce Tameside a week after the local elections.

I also gather that he is at present minded to follow what could turn out to be a rather dangerous path so far as Sutton Coldfield is concerned. Birmingham is almost certain to go over to Labour control at the elections, and the incoming Labour Council will have to submit fresh Section 13 proposals, since the 1976 Act places a duty on authorities to implement approved proposals and they can no longer simply be withdrawn. Mr. Carlisle intends privately to turn down any such proposal from the new Birmingham Labour Council, assuming that there is sufficient local protest. I would not be at all surprised if Birmingham felt compelled to take him to court over any such decision, but I am told that he is confident that he could win the case.

Your diary is very full on Monday, but you could see him after Questions on Tuesday. Are you willing to see him at, say, 1600 on Tuesday 22 April?

Yes out.

\* or they could refuse to implement the approved proposals and challenge him to take s99 action against them. This would be uncharted legal territory.

MJS



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NB PM for now



MA

Education

DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

M A Pattison Esq  
Private Secretary  
10 Downing Street  
London SW1

4 January 1980

Dear Mike,

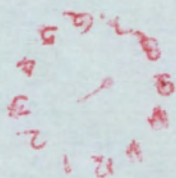
The Prime Minister may be interested to see the attached copy of the DES/Welsh Office consultative document "A framework for the school curriculum".

This will form part of the basis for the discussions outlined in the Report on local education authority arrangements for the school curriculum, which was published in the autumn of last year.

Yours ever,

Robert Green

R J GREEN  
Private Secretary



74 JAN 1980

Department of Education and Science  
Welsh Office

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# **A framework for the school curriculum**

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Proposals for consultation  
by the Secretaries of State  
for Education and Science  
and for Wales

January 1980

## FOREWORD BY THE SECRETARIES OF STATE

In the report on the Circular 14/77 review of local authority arrangements for the school curriculum, published in November 1979, we announced our intention of seeking a national consensus on a desirable framework for the school curriculum. This document sets out preliminary views on the form that framework should take and the ground it should cover. The emphasis is on issues and aspects of the curriculum of importance at local authority level. HM Inspectors' contribution to the debate is published as 'A View of the Curriculum' in their 'Matters for Discussion' series.

We shall be discussing these ideas with the major interested parties within and beyond the education service during the early months of this year. Comments will be welcome from all concerned. Our intention is that the consultations should lead to the preparation of a revised version of this paper providing guidance for local education authorities, schools and teachers.

MARK CARLISLE  
NICHOLAS EDWARDS

## A FRAMEWORK FOR THE SCHOOL CURRICULUM

### Introduction

1. The legal responsibility for the curriculum is laid down, in broad terms, in the Education Acts. The Secretaries of State believe that these statutory provisions are sound and do not intend to change them. But there is an accumulation of evidence, reinforced by the replies to DES Circular 14/77 (WO 185/77) and by the two surveys of primary and secondary education carried out by HM Inspectors, that there is a need to review the way these responsibilities are exercised. There are important differences from school to school and area to area, and in some cases the way in which responsibilities are discharged – or have been allowed to go by default – does not contribute as it should either to the efficiency of the schools or to their responsiveness to national needs. Some stock-taking in these respects is particularly appropriate at a time when Parliament is considering legislation dealing with the composition of governing bodies of schools.

2. As made clear in the report on the Circular 14/77 review of local authority curricular arrangements, the duty laid on Ministers by the Education Acts to promote the education of the people of England and Wales

“must involve an overall view of the content and quality of education seen from the standpoint of national policies and needs as well as the resources devoted to it. The Secretaries of State do not seek to determine in detail what the schools should teach or how it should be taught; but they have an inescapable duty to satisfy themselves that the work of the schools matches national needs. This task cannot be undertaken from the centre alone. The Government must bring together the partners in the education service and the interests of the community at large; and with them seek an agreed view of the school curriculum which would take account of the range of local needs and allow for local developments, drawing upon the varied skills and experience which all those concerned with the service can contribute.

The Education Acts lay the responsibility of providing efficient and sufficient primary and secondary education to meet the needs of their areas firmly on local education authorities. As with central Government, this implies a concern by authorities with the content and quality of education as well as with the facilities which they provide. To fulfil their responsibilities effectively within any nationally agreed framework authorities must exercise leadership and interpret national policies and objectives in the light of local needs and circumstances.....

At the heart of the system are the individual schools. Their role is vital, both in contributing to the formulation of agreed local policies, and in translating these into curricular content in the light of particular needs and circumstances. Existing articles of government for secondary schools commonly delegate to the governors ‘the general direction of the conduct and curriculum of the school’, although curricular matters are often in practice devolved upon the head teacher and staff. Whatever the formal responsibilities of governing bodies, there should always be the closest consultation and co-operation between the governors, head teacher and staff.”

3. The provision made by local education authorities for schools, in terms of buildings and equipment, teaching and other staff, teaching and learning resources and other support services, including teachers' centres and in-service training arrangements, has inevitable consequences for the curriculum that can be offered by the schools. Indeed this provision, and its deployment, has its justification in the curriculum and should be determined with curricular policies in mind. At the same time curricular policies, and their costs, must be decided in the context of the resources available for public expenditure as a whole and, within that, for education. These issues are of particular importance at the present time, because falling school rolls and the need to limit public expenditure make it the more important to establish priorities for the resources that are available and to redeploy those resources where it would be advantageous to do so. It is also important to recognise that some desirable aims may, because they depend on the total level of resources, take time to achieve.

4. The Secretaries of State consider that each education authority should have a clear and known policy for the curriculum offered in its schools; be aware at any time of the extent to which schools are able, within the available human and material resources, to make curriculum provision consistent with that policy; and, in consultation with teachers in the schools and within the resources available, plan future developments accordingly.

5. Authorities need to consider, and subsequent sections of this paper discuss, the educational aims which the school curriculum should seek to match; the responsibility of individual schools to articulate their own aims and assess the extent to which they are being achieved; the extent to which some key subjects should be regarded as essential components of the curriculum for all pupils; and ways in which the curriculum, whatever subject structure may be adopted, should seek to prepare pupils for employment and adult responsibilities in society and to provide a sound basis for continued education. The emphasis is on the period of compulsory education. Examinations for older pupils, and the curricular needs which determine the patterns these examinations should take, are currently under separate consideration.

6. Whatever the outcome of this work, however, the Secretaries of State consider that local education authorities should ensure that schools and further education colleges co-operate whenever such co-operation will lead to more effective use of resources and improve the curricular opportunities available to pupils.

#### **The aims of school education**

7. Schools are likely to be more effective in achieving their curricular aims if these aims are clearly set out in writing, are generally known and accepted by staff and pupils, and are systematically pursued through curriculum organisation and day-to-day teaching. The aims must be related to the age of the pupils and local circumstances, and interpreted in more specific objectives for groups of pupils at different stages. Schools should also review from time to time the extent to which their aims and objectives are appropriate and are being achieved.

8. It is not difficult to articulate broad aims for schools in a form acceptable to most people. Few people would dissent from the proposition that schools should help pupils to develop lively, enquiring minds, for example, or that they should help pupils to learn to

use language effectively. It is much more difficult to express in concise form a set of aims to comprehend the whole range of desirable school curricular activity. Any attempt at such an exposition may be most valuable as an indication of the values against which any substantial element of a school curriculum may be tested, rather than as a checklist of items which should be found within it.

9. A possible list, which draws heavily on that set out in 'Education in Schools' (Cmnd 6869), is:

- (i) to help pupils develop lively, enquiring minds, the ability to question and argue rationally and to apply themselves to tasks, and physical skills;
- (ii) to help pupils acquire knowledge and skills relevant to adult life and employment in a fast-changing world;
- (iii) to help pupils to use language and number effectively;
- (iv) to instil respect for religious and moral values, and tolerance of other races, religions, and ways of life;
- (v) to help pupils understand the world in which they live, and the inter-dependence of individuals, groups and nations;
- (vi) to help pupils appreciate human achievements and aspirations.

The list is closely related to development of body, mind and spirit; and to the acquisition of knowledge, skills and understanding. It also has much in common with the suggestion put forward by HM Inspectorate, in 'Curriculum 11-16' published in 1977, that the curriculum during the period of compulsory education should be concerned with introducing pupils to eight areas of experience: the aesthetic and creative, the ethical, the linguistic, the mathematical, the physical, the scientific, the social and political, and the spiritual.

10. There is plenty of scope for debate about priorities within lists of this kind, about desirable additions and variations in wording. What is important is that all concerned with the work of the schools, including local authorities, teachers, parents and pupils, should recognise that schools exist for the pursuit of such aims, and judge the curricula and work of schools by the effectiveness with which they contribute to their achievement. Effectiveness, in this context, should be judged not so much by the range of curricular opportunities offered by a school as by the curriculum provided within that range for individual pupils. Most school subjects, imaginatively handled, can contribute to the achievement of many - perhaps all - of the general aims set out above: this should be borne in mind when programmes of work are prepared. Nevertheless, if some major subject areas are omitted from the courses followed by individual pupils, there is a risk that their education will fail to give sufficient attention to one or another general aim or some important aspect of it. It is in this sense that it is important that each pupil's educational experience should be well balanced: and this can only be assured by co-ordinated planning within the school.

11. Schools should ensure that, where groups of pupils follow a common curriculum, it is well matched to aims and objectives and to the capabilities of the pupils concerned. Where pupils are given some freedom to select within curricular options schools should similarly ensure that individual chosen packages – at any one time and cumulatively from year to year – are both consistent with general educational aims and satisfactorily balanced in the sense described above.

12. Though necessary, it is not sufficient for each pupil's curriculum to be well balanced and consistent with agreed aims; this is a minimum requirement. Beyond this, more specialised curricular opportunities must be available – if not in every school then in each area, sometimes on a co-operative basis among institutions – to meet both individual preferences and national needs. Special consideration should be given by both authorities and schools to the curricular needs of ethnic minorities, the handicapped, the less able and the gifted, and to the avoidance of discrimination between the sexes. This last point is not met simply by making particular subjects and options formally open to boys and girls on equal terms; it is important that the educational and career implications of particular choices should be made clear, and efforts made to prevent traditional differences in the education of boys and girls exercising too strong an influence.

13. Local education authorities are responsible, in consultation with their teachers, for developing schools and colleges in each area which, co-operatively where necessary, can provide the necessary range of subjects and courses. Authorities can only exercise this responsibility effectively, and their responsibility for matching curriculum and resources, if they are well informed about the curriculum offered within their schools and through co-operative arrangements among institutions.

14. The Secretaries of State consider therefore that authorities should collect information annually from their schools about the curriculum offered, together with school assessments of the extent to which the curriculum matches school aims and objectives. They believe schools will find it particularly valuable if the preparation of such assessments forms part of their own self-assessment procedures.

#### **The structure of the curriculum**

15. The school curriculum is not, and should not be, either static over time or rigidly uniform throughout the country. It must continually evolve to reflect changes in social attitudes and values, new economic circumstances and employment patterns, improvements in our understanding of the learning process and educational technology, and the extension of knowledge. At one extreme the general aims, pursued through the curriculum, are relatively stable; at the other the content of some particular courses must change very rapidly. But all aspects and elements of the curriculum are subject to change. No curriculum, however good, can be expected to stand unchanged for long.

16. Much valuable work has been carried out by a variety of agencies in recent years with the aim of promoting desirable developments in the school curriculum. The report of the Committee of Inquiry chaired by Lord Bullock on English, Schools Council curriculum development projects, and reports and discussion papers from HM Inspectorate are examples. Other developments have spread from initiatives taken by individual schools and teachers. It is right that this should have been so, and that a variety of mechanisms for change should be encouraged.



17. The Secretaries of State consider, however, that the diversity of practice that has emerged in recent years, as shown particularly by HM Inspectors' national surveys of primary and secondary schools, makes it timely to prepare guidance on the place which certain key elements of the curriculum should have in the experience of every pupil during the compulsory period of education. Discussion in this paper is intentionally brief, and concentrates on issues important at local authority level. A fuller statement about the curriculum, and the principles which should determine its structure in the schools, is set out in HM Inspectors' 'A View of the Curriculum'.

18. In the course of the public and professional debate about the school curriculum a good deal of support has been found for the idea of identifying a 'core' or essential part of the curriculum which should be followed by all pupils according to their ability. Such a core, it is hoped, would ensure that all pupils, whatever else they do, at least get a sufficient grounding in the knowledge and skills which by common consent should form part of the equipment of the educated adult.

19. Thus expressed, the idea may appear disarmingly simple: but as soon as it is critically examined a number of supplementary questions arise. For example, should the core be defined as narrowly as possible, or should it, for the period of compulsory schooling at least, cover a large part of the individual's curriculum? Should it be expressed in terms of the traditional school subjects, or in terms of educational objectives which may be attained through the medium of various subjects, appropriately taught? The difficulties and uncertainties attached to the application of the core concept do not mean, however, that it may not be a useful one in carrying forward the public debate about the curriculum to the point at which its results can be of practical benefit to the schools.

20. The questionnaire attached to Circular 14/77 did not directly approach this problem, but it did include questions about certain subject areas, either because of their intrinsic importance for all pupils or because they appeared in their nature to give rise to special problems for local education authorities in establishing the general pattern of curricular provision for the schools in their areas.

### **English and mathematics**

21. The Secretaries of State consider that English and mathematics should form part of every pupil's course throughout the whole period of compulsory education. These subjects are essential both in their own right and because of the importance of language and mathematical skills for many other curriculum areas.

22. The importance of developing English, embracing language and literature, as a means of communication in all parts of the curriculum was set out in 'A Language for Life', the report of the Bullock Committee. This recommended in particular

- systematic policies for the development of reading competence in pupils of all ages and ability levels;
- an organised policy for language across the curriculum, establishing every teacher's involvement in language and reading.

The Secretaries of State consider these recommendations to be of great importance. They also consider that schools should pay careful attention to oral communication as well as to reading, writing and the appreciation of literature. Teaching should be carefully matched to the ages and capabilities of individual pupils, and opportunities should be taken, particularly at the secondary stage, to relate school work to the skills required in employment and adult life. The proportion of school time that should be devoted specifically to English and language skills must vary according to age and ability. The Secretaries of State consider that normally all pupils at all stages of compulsory education should devote not less than 10 per cent of school time to such work. Some pupils, especially in primary schools, should devote a larger part of their school time to it.

23. The teaching of mathematics in schools is at present under examination by the Committee of Inquiry chaired by Dr W Cockcroft, which expects to report by about the end of 1980. The Secretaries of State consider, however, that similar overall principles to those set out above for English should be applied:

- systematic policies for the development of mathematical competence in pupils of all ages and ability levels;
- an organised policy for mathematics across the curriculum, establishing the involvement of most teachers in fostering this development.

Again it is important that teaching should be carefully matched to the ages and abilities of individual pupils. At all stages, mathematical skills and concepts should be related to a variety of practical examples and situations, and at the later secondary stages to their application in adult and working life. As with English, the proportion of school time that should be devoted specifically to mathematics must vary according to age and ability, but the Secretaries of State consider that throughout the period of compulsory education not less than 10 per cent of school time should normally be devoted to it.

### Science

24. The Secretaries of State consider that science should form part of the experience of every pupil during the period of compulsory education. It should begin for all pupils in the primary school, and continue to hold a place in every pupil's programme to the end of the period of compulsory education. In the early stages the emphasis should be on the processes of science and a broad course embracing elements of physics, chemistry and biology and their practical applications should continue until at least the age of 13. During the later years of compulsory education integrated science courses based on two or more of the specific science subjects may be appropriate, but the Secretaries of State consider that at this stage all pupils should normally devote at least 10 per cent of their school time to science subjects or closely related work, and that pupils should not normally devote more than 20 per cent of their school time to science subjects.

25. Local education authorities are already considering the extent to which they should give particular attention to curricular provision for science in the light of the deficiencies to which attention has been drawn by HM Inspectors' primary and secondary surveys. Consistency of approach among an authority's primary schools, laying a sound basis for transfer to the secondary stage, is important. The need for primary school science specialists, as referred to in the primary survey report, should be considered. Particularly at the secondary stage, for pupils of all ability levels, it is important that attention should be paid to the industrial and practical applications of science and to links within the school curriculum between science, mathematics, and craft, design and technology.

## **Modern languages**

26. The Secretaries of State consider that most pupils should have the opportunity to become acquainted with another modern European language as part of their secondary education. Modern language teaching should normally begin during the secondary school stage. French should only be taught in primary schools where qualified staff are available, and where it can be satisfactorily linked with the teaching of modern languages at the secondary stage.

27. In general pupils should have a minimum of two, and preferably three years of foreign language teaching, amounting to about 10 per cent of school time during these years. While most secondary schools offer French as their first (or only) modern language, and it would not be practicable or desirable to change this, it is important that other languages should be widely available, and available as first modern languages for some pupils. Local authorities should keep under review the provision made for modern languages in their schools, and seek to ensure an adequate variety of languages in each area. It is important that some pupils should be able to learn more than one foreign language, but it is not normally desirable for pupils to devote more than 20 per cent of school time to foreign languages at any stage during the period of compulsory education.

## **Religious education**

28. The position of religious education in the school curriculum is unique, in that religious instruction is specifically provided for in the 1944 Education Act. The Secretaries of State consider it is right, as is commonly the case, for religious education to be linked with the wider consideration of personal and social values.

29. Local authorities should keep under review the provision made in their schools for religious education, bearing in mind the provisions of the Education Act as regards collective acts of worship and religious instruction. They should also have regard to the provision in the Fifth Schedule to the 1944 Education Act for the agreed syllabus to be reconsidered from time to time in the light of the religious and cultural diversity of the society, locally and nationally, in which pupils are growing up.

## **Physical education**

30. The Secretaries of State consider that physical education, taking a variety of forms, should normally be part of the curriculum for all pupils throughout the period of compulsory education.

## **Welsh language**

31. Regard will need to be had in Wales to the special position of the Welsh language and the Secretary of State for Wales will be circulating a separate document as a basis for consultation.

## Preparation for adult and working life

32. Schools contribute to the preparation of young people for all aspects of adult life. This requires many additions to the core subjects discussed above, in areas such as craft, design and technology; the arts, including music and drama; history and geography (either as separate subjects or as components in a programme of environmental and social education); moral education, health education, preparation for parenthood and an adult role in family life; careers education and vocational guidance; and preparation for a participatory role in adult society. The weight given to individual topics of this kind, and the method of providing for them within the curriculum, should vary according to local circumstances and the ages and capabilities of pupils, but, at one stage or another, all should find a place in the education of every pupil.

33. The Secretaries of State consider that substantial attention should be given at the secondary stage to the relationship between school work and preparation for working life. Pupils need to acquire an understanding of the economic basis of society and how wealth is created. Close links between the schools and local industry and commerce are valuable in this context, but also have wider benefits. Particular attention should be given to the place of careers education and guidance for all pupils, including the most able and those in the sixth form, planned in conjunction with the work of the careers service. Systematic careers education should begin not later than the third secondary year, and it is normally desirable that it should occupy a specific place in the timetable. Periods of work experience and work observation can be useful for pupils of all levels of ability.

34. The preceding two paragraphs cover a formidable range of subject matter, and indicate the intensity of the pressures on the schools. Some aspects are likely to find a place in time allocated to core subjects, and work in all these areas should be planned to aid wider development of the basic educational skills. Some topics may with advantage be made the subject of short courses. But the extent to which a school can enable an individual pupil to explore all this territory within the time available is clearly limited.

35. The subject options usually provided from the third year of secondary school onwards are a useful means of broadening the range of opportunities available to pupils and providing courses related to individual interests and career expectations, but such options should not be left entirely to pupil choice. Options may usefully be based on a scheme of subject combinations drawn up by schools, but whatever pattern is adopted, schools should ensure that each individual pupil follows a coherent and balanced educational programme. A balanced curriculum (see paragraph 10 above) remains important at all levels of the ability range.



PRIME MINISTER

*Has he need it? In full? This note clearly drafted by Mr Carlisle's response on the relative value of the H.M.I. survey*  
*Box 2*  
*MP 20/12/79*

I was glad that you had the opportunity to look through the HMI survey of aspects of secondary education in England. You asked for my views on the relative value of this kind of work. I think that the HMI survey has been a most valuable study for a number of reasons.

First the survey is based on detailed inspection of schools, but with the focus limited to those aspects deemed professionally and publicly to be of greatest importance - the shape of the curriculum, language, mathematics, science and personal development (including careers education). In respect of these the form of inspection within the Survey was as rigorous as, and perhaps more so than, within a full inspection. But we could not conceivably have mounted about 400 full inspections in 3 years because we do not have enough specialist HMI. Nor is there the same national concern about subjects like PE, home economics, art or drama - although HMI continue to deal with them in routine inspections.

Second, in terms of effect on schools there is little difference between a national secondary survey-type inspection and a full inspection. The oral report made to the school is exactly the same, within the limits of the exercise, as for a full inspection and, while it is true there was no written report to the governing body and LEA, such a report is always less "hard" than the oral one and possibly less useful in terms of its effect on the school's performance.

Third, the statistical methods underlying an approach of this kind increase the value of HMI time spent, in that they allow generalisations to be made in a publicly usable form about the organisation of schools and the standards of performance. No amount of individual full inspections giving rise to the traditional "rubric" report could ever focus national attention on major matters of concern. Nor could such reports enlist the support and interest of parents, industrialists, examining boards and others because they would not know what had been said. By contrast the follow-up programme to the report, which will deal with broad and specific issues will allow HMI to be engaged in serious debate with every Chief Education Officer in the country in a series of regional conferences to be held in January and February of next year.

*M. C.*

MARK CARLISLE  
20 December 1979



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20 DEC 1979

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Education

JRH



10 DOWNING STREET

From the Private Secretary

10 December 1979

*BF 17 12-79*

As I mentioned to you on the telephone today, the Prime Minister had a chance last weekend to look through the HMI survey on aspects of secondary education.

She would be interested to have Mr. Carlisle's views on the relative value of this kind of work, given the amount of time it must have involved both for inspectors and schools. Has this been at the expense of rather more detailed individual inspections?

U

*L. A. PATISON*

R.J. Green, Esq.,  
Department of Education and Science.

*GB*

PRIME MINISTER



020

To be aware of Carmonow's publication of this report. The Duty Clerk has a copy if you want to glance at it tonight. otherwise, I will put it in the week-end box

mb

MAP  
4/  
xii

PRIME MINISTER

The HMI report of their national secondary survey, "Aspects of Secondary Education in England" will be ... published at 12 noon tomorrow and I enclose a copy — report filed in separate folder. for you.

The Survey was carried out between October 1975 and March 1978 and concentrated on the education of pupils during the last two years of compulsory education. HMI inspected 384 schools of all types and these formed a structured sample of about 10% of all maintained secondary schools with pupils between 14 and 16.

The report does not allow comparison to be made with the past nor does it purvey any message about one type of school being preferable to another. It gives a general evaluation of the chosen aspects of secondary education and provides both a valuable analysis of problems which need to be tackled and a base line against which to measure future progress. It shows that there is much to be thankful for in terms of achievement and potential but identifies matters of concern such as inequalities of staffing or curriculum as well as specific weaknesses of provision. Some of HMI's findings have resources implications but the report recognises present constraints and there is much which LEAs and schools can do within their present means. The report's evidence reinforces the action we already have in hand in respect of the curriculum and standards.

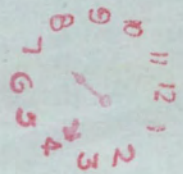
M.C.

Mark - do you really

MARK CARLISLE  
4. December 1979

think there is much point in this kind of massive survey which must have taken a lot of HM I's time. Schools have I would like rather have more detailed inspections  
mb





- 4 DEC 1979

JT



Education  
MAP

DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

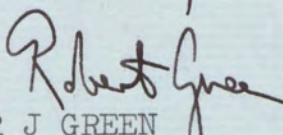
FROM THE SECRETARY OF STATE

M A Pattison Esq  
Private Secretary  
10 Downing Street  
LONDON SW1

9 November 1979

Dear Mike,

I attach a copy of the Report on Local Authority Arrangements for the School Curriculum. It is to be published at midday on Wednesday 14 November.

Yours ever,  
  
R J GREEN  
Private Secretary

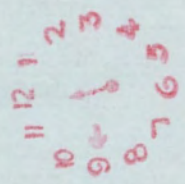
DEPARTMENT OF THE ARMY

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2  
Education

10 DOWNING STREET

PRIME ~~MINISTER~~

ms

EDUCATION BILL

The Opposition mounted a spirited attack today, but Mr Carlisle, the Chief Whip and the Leader of the House decided afterwards to stand firm on second reading next Monday. The indications at the moment are that this will work - but Monday will be noisy!

MS 29.10.79

PA

2

MS

PRIME MINISTER

I am sorry to have to report to you another Parliamentary mishap - this time concerning the Education Bill. It had been intended that the Education Bill would be published today and that the Second Reading would take place on Monday 5 November. In the exchanges after the Business Statement yesterday, Mr. Callaghan observed that this timetable was cutting things "very fine", and Mr. St. John Stevas undertook that the customary two weekends' consideration would be given. This morning the Department of Education and Science were able to put only 12 copies of the Bill in the Vote Office when business commenced, because of an unforeseen printing delay overnight. All might have been well if a further 600 copies had been produced before the adjournment, but business collapsed at 1230 and the extra copies were not available in the House until 1315.

Not suprisingly, the Opposition Chief Whip jumped in and protested. Mr. St. John Stevas decided to post copies of the Bill to Members, and they have been sent out during the afternoon. I guess that this will probably make things worse.

It is inevitable that there will be points of order on Monday afternoon: the Leader of the House and an Education Minister will be on hand to deal with them. The best course in these embarrassing circumstances is to wait until then and see how much trouble the Opposition are proposing to make. There is, however, every chance that the Second Reading of the Bill may have to be delayed if the Opposition are determined to take full advantage of the situation. We will ask the Leader of the House and the Chief Whip for their advice on Monday, in the light of the situation as it then appears.

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ms

MS

26 October 1979

PRIME MINISTER

Education 2

EDUCATION BILL

You might like to glance through the L paper on the Education Bill, which is to be considered on Wednesday, 24 October.

ms

You will see that section 22(2) of the Bill has been amended so that it now reads:

"A local education authority shall exercise their power to provide milk, meals or other refreshment in relation to any pupil whose parents are in receipt of supplementary benefit or family income supplement so as to ensure that such provision is made for him in the middle of the day as appears to the authority to be requisite."

A later section makes it unlawful for an LEA to charge for anything provided by virtue of the sub-section I have quoted.

What all this means is that Mr. Carlisle has given LEAs some discretion, but that they will find it difficult to provide nothing at all for pupils below the poverty line. There may at some stage be a test case to decide the force of "requisite" in this formulation, but that would only arise if an LEA took a very hard line.

The rest of the Bill, incidentally, is a large tidying up operation combined with controversial provisions on the assisted places scheme and a complete replacement of section 13 of the 1944 Act by the provisions in section 12 of the Bill - which give the Secretary of State the option of letting through on the nod reorganisation proposals for county schools to which no objections have been registered. Section 15 of the Bill applies the new "section 13" procedures to reductions in numbers.

MS

22 October 1979



Education

10 DOWNING STREET

From the Private Secretary

27 September 1979

Dear Philip

THE SCHOOL CURRICULUM

The Prime Minister has seen your letter to Tim Lankester of 25 September. The Prime Minister has commented that the revised draft commentary attached to that letter is very much better than the earlier draft which she saw. She is content, subject to any further views from colleagues, for your Secretary of State to go ahead as he proposes.

I am copying this letter to the Private Secretaries to the Members of H and to Martin Vile (Cabinet Office).

Yours ever

Nick Sandes

Philip Hunter, Esq.,  
Department of Education and Science.

cc: Home Office  
LCO  
Ld. Pres. Office  
D/Emp.  
D/Env.  
SO  
WO  
NIO  
Social Services  
CDL  
Ch. Secy, HMT  
Ch. Whip's Office  
D/Trans.  
Ch. Whip, Lords

THE SCHOOL CURRICULUM

I attach (at Flag A) a revised version of the DES paper on the curriculum which is intended to be published with the summary of the results of the responses to circular 14/77. I am told that Lady Young has devoted a good deal of time and effort to the drafting of this document and that much of it is in her own words.

I have been talking to the DES about their strategy for the next year or so. The picture is now a good deal clearer than it was when you first saw the papers, including the earlier version of this document at Flag B. What Mr. Carlisle proposes to do is to make it clear at Blackpool that the Government is going to get involved in educational standards, and to foreshadow the publication of this document. He will also have something to say about examinations and the quality of teachers.

If you agree the text, the document will be published at the end of October or the beginning of November. HM Inspectorate will put out their own views on the curriculum, with a short covering note from the Department, at the end of November and that document will be the basis for consultations with the local authorities and teachers. A further ingredient will be the publication of the HMI Secondary Survey just before Christmas. It will say that while a lot of good work is going on in our secondary schools, there remain a number of inequalities of staffing ratios, teachers' qualifications and levels of achievements. It will call for a greater degree of common curriculum up to the age of 16, reflecting the long-standing concern within the Inspectorate about the lack of structure and multiplicity of options in the secondary curriculum at present.

The consultations, which Lady Young may well take charge of, will run through 1980, with the object of reaching an agreed statement of policy towards the curriculum. The DES view is that the local authorities will be very ready to cooperate in those

/discussions and





**CONFIDENTIAL**

A

DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

Tim Lankester Esq  
Private Secretary to the  
Prime Minister  
10 Downing Street  
LONDON SW1

25 September 1979

*Dear Tim,*

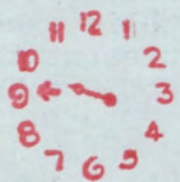
## REPORT ON LOCAL AUTHORITY ARRANGEMENTS FOR THE SCHOOL CURRICULUM

Your letter of 12 September recorded that, at the meeting between the Prime Minister, my Secretary of State and Baroness Young, it was agreed that the report on local authority arrangements for the school curriculum should be published, subject to certain changes in the covering commentary. Revisions were needed so as to set out the issues more clearly, and to indicate the Government's intention to base subsequent consultations on a further document setting out a proposed framework for the curriculum.

The commentary has been revised accordingly. Unless the Prime Minister or H Committee colleagues wish to raise further points at this stage my Secretary of State intends to send the document to HMSO for printing at the end of this week. It may be helpful if I record that the present text incorporates suggestions made in response to the earlier draft (circulated with Home & Social Affairs Committee paper H(79) 30) by the Secretaries of State for Industry and for Employment. My Secretary of State also recognises, as the Chief Secretary has suggested, that the publication date will need to bear in mind the timing of public expenditure announcements; it seems unlikely at present that publication could in any event be before the end of October.

**CONFIDENTIAL**

26 ... 1979



CONFIDENTIAL

**CONFIDENTIAL**

Copies of this letter and enclosure go to the Private Secretaries of H Committee Members and to Martin Vile at Cabinet Office. I am also writing separately to the Private Secretary to the Secretary of State for Social Services about a suggestion made by him.

*Yours ever*

*Philip Hunter*

P J HUNTER  
Private Secretary

**CONFIDENTIAL**

## PART I : COMMENTARY

1. There is now more widespread public interest in the content of education - what the schools teach - than ever before. DES Circular 14/77 (Welsh Office Circular 185/77) invited local education authorities to respond to a series of questions on a range of curricular matters. The Education Departments wish to record their appreciation of the effort devoted by authorities to preparing their replies, some of which were very detailed and supplemented by considerable background material.

2. Part 2 of this report is a summary of those replies: it shows substantial variations within the educational system in England and Wales in policies towards the curriculum. It also gives valuable insight into the ways in which authorities' curricular responsibilities are discharged. It does not describe the curriculum in individual schools. The task now is to see what conclusions can be drawn that will lead to a more coherent approach to curricular matters across the country. Underlying the proposals in this commentary must be the question of resources. But restraint in resources must not be allowed to inhibit agreement on objectives or progress on curricular issues that are not primarily resource - dependent. Indeed a period of financial constraint calls for more effective curricular arrangements if the limited funds available are to be put to best use.

Inter-relationships of the Education Partners

3. Local authorities' policies, and the ways in which they are implemented, should not stand in isolation. They must be seen in the context of the relationships between all the parties with responsibilities for school education: central and local government, school governing bodies and teachers. The Secretaries of State do not intend to alter the existing statutory relationship between these various partners. Indeed they believe that the effective development and implementation of curricular policies must be based upon a clear understanding of, and must pay proper regard to, the responsibilities and interests of each of the partners and the contribution which each can make.

4. Nevertheless the Education Acts lay upon Ministers the duty to "promote the education of the people in England and Wales". This must involve an

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

overall view of the content and quality of education seen from the standpoint of national policies and needs as well as the resources devoted to it. The Secretaries of State do not seek to determine in detail what the schools should teach or how it should be taught; but they have an inescapable duty to satisfy themselves that the work of the schools matches national needs. This task cannot be undertaken from the centre alone. The Government must bring together the partners in the education service and the interests of the community at large; and with them seek an agreed view of the school curriculum which would take account of the range of local needs and allow for local developments, drawing upon the varied skills and experience which all those concerned with the service can contribute.

5. The Education Acts lay the responsibility of providing efficient and sufficient primary and secondary education to meet the needs of their areas firmly on local education authorities. As with central Government, this implies a concern by authorities with the content and quality of education as well as with the facilities which they provide. To fulfil their responsibilities effectively within any nationally agreed framework authorities must exercise leadership and interpret national policies and objectives in the light of local needs and circumstances. Moreover, local authorities are concerned with policies for the level and distribution of resources, including staff, buildings, equipment and materials, which inter-act upon curriculum and standards of achievement. They are also in a position to foster co-operation and complementary provision among their schools, and between schools and further education colleges. It is therefore essential that they should be aware of, and take account of, the implications of their decisions on such matters for the curricula offered by their schools and colleges.

6. This does not mean that authorities should seek a detailed control of school curricula in their areas: but it does impose on them a responsibility to formulate curricular policies and objectives which meet national policies and objectives and command local assent. The Secretaries of State believe that the formulation of local policies, and decisions concerning their implementation, would be improved if local authorities were better informed about the curricular practices and aims of their schools and the extent to which the schools are successful in achieving these aims.

7. At the heart of the system are the individual schools. Their role is

vital, both in contributing to the formulation of agreed local policies, and in translating these into curricular content in the light of particular needs and circumstances. Existing articles of government for secondary schools commonly delegate to the governors "the general direction of the conduct and curriculum of the school", although curricular matters are often in practice devolved upon the head teacher and staff. Whatever the formal responsibilities of governing bodies there should always be the closest consultation and co-operation between the governors, head teacher and staff. Governing bodies can provide a forum for bringing together teachers, parents and the local community. In turn the teachers provide subject expertise and professional experience, and the fullest knowledge of opportunities and constraints, and of individual pupils' capabilities and expectations. At the end of the day, what schools teach and achieve remains a measure of the interest of the governing body and of the dedication and competence of the head teacher and the whole staff.

Local education authorities' policy and information needs

8. A nationally agreed framework for the curriculum is obviously very significant for teacher policies and resources at both national and local education authority level. In the view of the Secretaries of State it has a particular relevance to local education authorities' policies in the following areas:

staffing and staff development (including provision for posts of special responsibility in schools, and in-service training);

assessment (levels of performance within individual schools and throughout authorities' schools);

resources (covering buildings, equipment and financial allocations, including capitation);

educational records of individual pupils;

co-operation between schools and further education;

co-operation between schools and industry.

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

9. The responses to Circular 14/77 show that many authorities have developed policies in these areas. Such policies cannot be isolated from resource considerations, but are not totally dependent on them. It is important to look hard at desirable aims and objectives, and to establish proper priorities for the future. The report which follows contains many references to in-service training needs and the role of the local advisory services, both of which may be circumscribed by financial constraints in the short term. But many developments aimed at making the most effective use of both in-service training and advisory services can yield a big return for a modest outlay, or even be carried out without additional manpower.

10. On the evidence of the replies to Section A many authorities need to increase their working knowledge of what goes on in their schools, in order to improve their capability to develop and implement more effective approaches to staffing, curriculum development, assessment and the distribution of resources, all of which should be closely related to their curricular policies and the aims of the schools. Where improvements are needed in these respects it is for authorities themselves to decide how to make them.

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



Areas of specific concern

11. The responses to Section C of Circular 14/77 show that many authorities already have in hand a range of initiatives in respect of parts of the curriculum which have recently been topics of general concern. Evidence from HM Inspectorate's various surveys and from other sources indicates the need for further action. The Secretaries of State would like to see improvement in a number of respects:

- a. English There is a continuing need to extend good practice, and to give more help towards literacy to meet the requirements of the adult world (C2).
- b. Mathematics Many authorities are already producing guidelines for their schools (C4) but continued emphasis is needed on developing the mathematical skills suited to the needs of school-leavers at 16 entering employment (C5). There is some indication of a need for more co-operation among schools, and between schools and colleges.
- c. Modern Languages There is a need for clear policies on the provision of modern languages in primary, middle and secondary schools (C8, C9 and C10). Such policies must take account of the availability of teachers. The dominant position of French gives rise to concern about the position of other major languages. Decisions about the ages at which children should start (and finish) modern language courses, and about the languages available are often made at school level. The Secretaries of State believe that there should be more local co-ordination in the light of broad guidelines which would help to promote national coherence and protect the position of less commonly taught modern languages.
- d. Science Authorities have indicated their concern to tackle the deficiencies in primary science (C13) identified by the survey of 'Primary Education in England'. This problem and the replies from authorities on secondary science (C14) viewed in the light of known weaknesses of provision for the age range 13-16 suggest that further guidance is necessary on science options in secondary schools (C14 and C15), on the relationship between school science and industrial

processes (C14 and C16) and on the co-ordination of planning for science education for the 16-19 age groups between schools and further education (C15 and C17).

- e. Religious Education Authorities' positions in respect of reviews of their agreed syllabuses vary widely (C20). All authorities are required by law to have an agreed syllabus, and it is desirable for it to be reviewed from time to time.
- f. Preparation for working life The Secretaries of State believe that all authorities should regard the setting up of an adequate liaison arrangement between schools and industry as a major educational responsibility. They commend three particular matters to authorities for further action: careers education, work experience and understanding the national importance of industry. It remains a matter for concern that the importance of careers work in schools, including links with the careers service, is still often under-recognised, that the potentialities of work experience on a wider scale have not been sufficiently explored and that many pupils are not being taught how industry creates national wealth and the ways in which we depend upon industry for our standards of living.
- g. Welsh Language The Secretary of State for Wales will be publishing an independent report within Wales on the Welsh Language section of WO Circular 185/77. (In all other respects, however, the report on authorities' curricular arrangements covers England and Wales.)

12. A great deal of valuable work on the curriculum has been done in recent years by many agencies. The various associations connected with subject teaching have been particularly active. The Bullock Committee reported on English teaching in 1975 and the Cockcroft Committee on mathematics is expected to report by about the end of 1980. In addition HM Inspectorate's surveys of primary and secondary education and their work with 41 schools in 5 local education authorities on their working papers Curriculum 11-16 provide evidence of the ways schools operate the curriculum and respond to the

challenge of one sort of coherent framework.

13. The Secretaries of State consider that the time is ripe to draw these threads together as far as possible and to seek a measure of general agreement. The summary of responses to Circular 14/77 suggests that not all authorities have a clear view of the desirable structure of the school curriculum, especially its core elements. They believe they should seek to give a lead in the process of reaching a national consensus on a desirable framework for the curriculum and consider the development of such a framework a priority for the education service. They recognise that this is a complex and difficult task. Such a framework will need to relate to the broad shape of the whole curriculum for the various stages of school education, and be capable of flexibility in accordance with changing perceptions over time of individual and social needs. It would give central government a firmer basis for the development of national policies and the deployment of resources; and provide a check-list for authorities and schools in formulating and reviewing their curricular aims and policies in the light of local needs and circumstances, and for teachers in exercising their professional skills and extending the interests of their pupils. Conceived in this way an agreed framework could offer a significant step forward in the quest for improvement in the consistency and quality of school education across the country.

14. As a first step towards the development of such a framework the Secretaries of State have invited HM Inspectorate to formulate a view of a possible curriculum on the basis of their knowledge of schools. The Education Departments will draw up and circulate a draft policy document suggesting the form a framework for the curriculum might take and the ground it should cover. This document will provide a basis for consultations within and beyond the education service which the Secretaries of State propose to hold <sup>early</sup> in 1980.

15. The consultations will seek to reconcile the broad range of views on curricular issues, and to concentrate on the many points where agreement should be possible. They will give an opportunity for a constructive exchange of views, based on proposals which will reflect current thinking within the Departments and HM Inspectorate. The Secretaries of State recognise that some issues may arise which will need to be referred to specialist groups for further study, but at the end of the consultations, the Education Departments expect to publish a revised version of the framework document for the guidance of local education authorities and schools, which would be subject to periodic review.



HO  
WG  
CO  
CST

DSG.

Education

10 DOWNING STREET

From the Private Secretary

12 September 1979

cc: Master Set  
of Records

Dear Philip.

The Prime Minister held a meeting yesterday afternoon with your Secretary of State and Lady Young to discuss his proposals on the school curriculum.

The Prime Minister said that she understood that it was intended to publish the replies made by local education authorities to Circular 14/77 as soon as possible, that there would then be consultations with the relevant bodies, and that on the basis of these consultations, the Government would then set out its ideas on what the school curriculum should be. She fully agreed that the Government needed to give a lead on the question of curriculum and also on the question of standards, but she could not understand why it was necessary to enter into consultations before setting out our ideas. She assumed that the Department of Education and the Inspectorate already had a clear notion of what the core curriculum should be; if that were the case, the way in which Mr. Carlisle was proposing to proceed would surely waste time before the necessary changes in the schools took place.

Mr. Carlisle and Lady Young explained that there was no disagreement on aims. The only question at issue was how the aims of improving the curriculum and raising standards could be achieved. The Government had no power to impose its ideas on the local authorities. The Government could only persuade, and this necessarily required consultations. On the other hand, the draft commentary on the local authorities' replies to Circular 14/77 could certainly be sharpened up. Moreover, it should be possible to produce a further document setting out the Government's ideas on which the consultations would then take place - rather than wait for the consultations to be completed. In addition, the idea of a working party could be dropped. This should help to speed up the consultation process, and make it clearer from the start that the Government had its own ideas on curriculum.

Summing up the discussion, the Prime Minister said that Mr. Carlisle should arrange for the commentary to be revised so as to set out the issues more clearly, and also to make it clear that

/ it is

HS.

it is the Government's intention to base the consultations with the relevant bodies on a further document which would set out HM Inspectorate's ideas on the curriculum.

I am sending copies of this letter to John Chilcot (Home Office), George Craig (Welsh Office) and Martin Vile (Cabinet Office).

T. P. LANKESTER

Philip Hunter, Esq.,  
Department of Education and Science.



*Edmund*

10 DOWNING STREET

MR. LANKESTER

The Prime Minister is having a meeting next week with the Secretary of State for Education and Lady Young to discuss the DES proposals for further work on the school curriculum.

As Nick is away, you will have to do this meeting and I attach the relevant papers so that you can refresh your memory with the subject.

*EJ.*

5 September 1979

CONFIDENTIAL



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

*DofE response  
 supposedly  
 delivered today. Can  
 I see Chat, too, pl.*

*MAD 4/11*

*Top Copy on: Editor,  
 Parliament,  
 Pt 2,  
 Legislation.*

M Pattison Esq  
 Private Secretary  
 10 Downing Street  
 Whitehall  
 LONDON SW1

4 September 1979

*Dear mine,*

Your letter of 29 August asked for a report of the progress made on the Education Bill. Our aim is to have a Bill ready for introduction in the first week Parliament is back after the recess. Drafting instructions on the different items are either ready for Parliamentary Counsel or will be ready shortly.

The need for speed has been increased following decisions taken by Cabinet on public expenditure. If authorities are to be able to reduce expenditure on school meals, milk and transport in the next financial year, the Bill must now include clauses on these items and will need to receive Royal Assent as soon as is possible.

... I enclose a list of items to be covered in the Bill.

I am sending copies of this letter to John Stevens (Chancellor of the Duchy of Lancaster's Office), Ian Fair (Department of Employment), David Edmunds (Department of the Environment), John Chilcot (Home Office), Murdo Maclelen (Chief Whip's Office) and Martin Vile (Cabinet Office).

*Yours ever  
 P. J. Hunter*

P J HUNTER  
 Private Secretary

CONFIDENTIAL

# CONFIDENTIAL

## ITEMS FOR INCLUSION IN THE EDUCATION BILL

<u>Item</u>	<u>Date of policy approval</u>
1. Repeal of controls over the taking up of places at independent schools.	12 July H(79)28
2. The provision of an assisted places scheme for secondary pupils.	26 June H(79)18
3. Parental choice, local appeals and related matters.	12 July H(79)28
4. The publication of information about schools, including exam results.	12 July H(79)28
5. School government, particularly by providing for elected parent and teacher governors.	12 July H(79)28
6. The employment of teachers in day nurseries.	12 July H(79)28
7. Industrial Scholarships	12 July H(79)28
8. A minor extension of the mandatory award system to cover joint courses with institutions abroad.	12 July H(79)28
9. Grants for education in Welsh	12 July H(79)26
10. The pooling of educational expenditure.	12 July H(79)28
11. The financing of maintained advanced further education.	*
12. School meals and milk	*
13. School transport	*
14. The repeal or amendment of a number of central controls over educational authorities.	17 July H(79)35

\* A submission on these items will be sent to H Committee shortly.

# CONFIDENTIAL



Caroline  
Can we find time (1/2 hr) !  
for this next wk?  
MAP

PRIME MINISTER

You did not like the DES proposals for further work on the school curriculum. You instructed that Mr. Carlisle should define his objective, and how he intended to achieve it, before launching further national work.

Lady Young believes that it is now urgent to make progress on this. I understand that she feels that the objective can now be more tightly defined. She has asked if she, and Mr. Carlisle who should be back shortly, could come to discuss this with you next week.

Would you be prepared to spend half an hour on this next week, or would you prefer to ask Lady Young to put her proposals in writing?

MAP

Yes m.

4 September 1979

11 Sept - (Thursday).  
S.



*Tyfi*  
*To see for PM's discussion*  
*with Lady Young and I next*  
*week.*

*MP 7/11x*

PERSONAL

MR PATTISON

c Sir Derek Rayner

THE SCHOOL CURRICULUM

You mentioned that, having analysed returns following Circular 14/77, DES were proposing to enter a round of consultation with the "partners" on what should be done next.

2. In discussion with me this morning, Mr J G Owen, Director of Education for Devon, referred to the exercise without prompting. He said that the ideas of "guidelines" and "review" from and by the centre were much more in vogue now than they had been in the 1960s and early 1970s; he himself could get his own Education Committee to accept a policy of reviewing the performance of schools quite easily, for example.

3. Mr Owen thought it would be a great pity if DES now got stuck in consultation with the ACC, AMA and others, rather than (a) making the factual information provided by Circular 14/77 available generally and (b) publishing "norms" for educational provision and attainment (eg in English, Mathematics and Science). To consult would take a lot more time and probably miss the opportunity for reform represented by the public disquiet which produced Circular 14/77 in the first place and by what he described as the "softening up" of the education profession by that disquiet and the Circular.

4. I think that Mr Owen is right. The present exercise has been long drawn out. It began on Mr Callaghan's initiative in summer 1976 (three years ago) leading to DES's "Yellow Book"; was publicly launched by his speech at Ruskin College in autumn 1976; proceeded through the so-called "Great Debate" of winter/spring 1976 - 77; and culminated in the issue of Circular 14/77 (two years ago). To take the exercise into a new stage of consultation, unless this is done very expeditiously, does not seem to give the improvement of educational performance the urgency it deserves; risks paying excessive regard to the amour propre of the educational establishment; and may depress officers and others who, like Mr Owen, are only too ready to receive and act on a clear message from those who have the national responsibility of "promoting the education of the people", ie the Secretary of State and his department.

*CP*

C PRIESTLEY

30 August 1979



cc Ho Education <sup>SH</sup>  
wo  
co  
cc. Sir K. Berrill

10 DOWNING STREET

From the Private Secretary

14 August 1979

*Dear Philip*

The Prime Minister has seen your Secretary of State's minute of 9 August about the school curriculum.

Whilst the Prime Minister understands the pressures to publish replies to circular 14/77, she would like to be clear what your Secretary of State hopes to achieve at the end of this exercise. She is certainly prepared to see action on the school curriculum in the lifetime of this Parliament, but would like a clearer indication of what the Secretary of State would wish this action to be. She remains convinced that the consultation process is unlikely to produce really worthwhile results unless the Secretary of State approaches it with a clear cut view of what he would like to see come out of it. It is this which she would like to see defined before further steps are taken.


I am sending copies of this letter to John Chilcot (Home Office), George Craig (Welsh Office) and Martin Vile (Cabinet Office).

*Yours ever*

*Mike Pattison*

Philip Hunter, Esq.,  
Department of Education and Science.

TWP

  
RESTRICTED

Qa 04237

To: MR LANKESTER  
From: SIR KENNETH BERRILL

The School Curriculum

1. The Secretary of State for Education's minute of 9 August proposes going ahead with publication of a consultative document on the curriculum to be discussed with interested parties.
2. In our note to you of 19 July, we criticised the Department of Education and Science's original draft consultation paper on the grounds that it did not stress enough the need for the education system to be more responsive to the needs of industry and the economy. But we think the Secretary of State is realistic, given the structure and traditions of our educational system, in saying that proposals for unilateral prescription of the curriculum would create a major row with teachers and local authorities which would not, at this stage, be worthwhile for any benefits which might be obtained. On the other hand, it would be a great pity if a positive DES initiative to influence attitudes to the curriculum in the right direction were to be lost because of the difficulty of going as far and as fast as one might in principle wish. The CPRS believes that, provided the draft is adequately sharpened up and the DES gives a firm lead to the discussions, the Secretary of State's proposal to press ahead with consultations is the best approach.
3. We note that the Secretary of State for Industry (in a letter to Mr Carlisle of 23 July - copy attached) also suggested that the drafting of the paper should be modified to give greater weight to industrial objectives, but supported the general approach.
4. I am sending a copy of this minute to Sir John Hunt.

13 August 1979

KR  
RESTRICTED



Secretary of State for Industry

DEPARTMENT OF INDUSTRY

ASHDOWN HOUSE

123 VICTORIA STREET

LONDON SW1E 6RB

TELEPHONE DIRECT LINE 01-212 3301

SWITCHBOARD 01-212 7676

- 2. Mr. Dawson
- c. ~~Mr. Crawley~~
- c. 1. Miss Hayman
- 2. Mr. Johns

23 July 1979

The Rt Hon Mark Carlisle QC MP  
 Secretary of State for Education and  
 Science  
 Department of Education and Science  
 Elizabeth House  
 York Road  
 London SE 1

*Jan Musk*

CABINET OFFICE  
 A 3009  
 23 JUL 1979  
 FILING INSTRUCTIONS  
 FILE No. ....

cc Sir K Beind  
 Mr Harrop  
 Mr Faulkner

HOME AND SOCIAL AFFAIRS COMMITTEE  
 LOCAL AUTHORITY ARRANGEMENTS FOR THE SCHOOL CURRICULUM

I was glad to see the commentary which you propose to publish as a preface to the summary of local education responses to the circular issued in November 1977 (Annex B to H(79)30).

I welcome your main objectives and agree with the course of action proposed. I would like to suggest just two or three small changes in the commentary where I believe it would be valuable to mention points which are relevant to industry. I think these are well within the spirit of your draft and are certainly in the spirit of the Prime Minister's minute of 9 July asking us all to give priority in our policies to industrial considerations.

In paragraph 13 I suggest that the list of LEA policies should also include "Co-operation between schools and industry". It is important that authorities should have an enthusiastic, well-developed policy towards school/industry co-operation. This is particularly necessary in developing a closer relationship between the content of school education and the needs of an industrial and technological society, as recognised in paragraph 11.

In paragraph 17 (d) it would perhaps also be helpful to include a reference to the need to relate science teaching more closely to modern industrial applications and to the capabilities which people in industry require today.

I should particularly like paragraph 17(f) to draw attention to the national importance of industry. The 1977 Green Paper pointed out that only a minority of schools conveyed adequately to their pupils that we depend upon industry to create wealth. While this basic message is heard repeatedly at conferences, we still have a long way to go to get it incorporated in the curriculum for most pupils. It needs to be highlighted within the broad subject of "Preparation for Working Life". I should therefore

12

/be ...



be glad if you would consider the following revision to this sub-paragraph.

"Nevertheless, they commend three particular matters to authorities for additional action: careers education, work experience and understanding the national importance of industry. It remains a matter of concern that the importance of careers work in schools is still often under-recognized, that the potentialities of work experience on a wider scale have not been sufficiently explored and that many pupils are not being taught how industry creates national wealth and the ways in which we depend upon industry for our standards of living".

I am copying this letter to members of Home and Social Affairs Committee and to Sir John Hunt.

*Emm.*  
*Hunt*

13 AUG 1979



PRIME MINISTER

The attached minute from Mr. Carlisle is his response to your doubts about the paper which he prepared for H Committee on the school curriculum. Flag A is a further note from Sir Kenneth Berrill.

You felt that the consultation procedure would be expensive, time-consuming, and ultimately unproductive. Mr. Carlisle is reluctant to accept your alternative of prescribing a basic curriculum. He still speaks of positive action on the curriculum during the life-time of this Parliament. Before he sets anything in hand, I think he should still be asked to make it clear to you precisely what he wants to come out of the consultation process. If he has a result in mind, and proposes to engineer the process to produce the result, he should explain to you what his target is. If he cannot do that, your scepticism seems entirely justified.

The earlier papers are:

Flag B                      Paper for H Committee  
Flag C                      Sir Kenneth Berrill's earlier minute

*I entirely agree. It seems to me an exercise without any kind of leadership.*

Sir Keith Joseph has also commented - letter attached to Flag A.

*MAD*

13 August 1979





Education

PRIME MINISTER

THE SCHOOL CURRICULUM

1. You raised some questions about the proposals which I outlined in H(79)30.
2. Since we took office I and my Ministerial colleagues in DES have stated several times, in Parliament and elsewhere, that we intended to publish the replies made by local education authorities to Circular 14/77 and then to have consultations with the authorities, the teachers and others (in particular CBI and TUC). A similar undertaking was given by my predecessor. The object of publishing a summary is to get an authentic text in front of the public; if we do not, others (we have reason to believe that the National Union of Teachers are prepared to do so) may put out their own version.
3. On the assumption that the replies - including those from some authorities which simply do not know what curriculum their schools are following - will become public I do not believe that we can possibly defend a decision to take no further action. We could, I suppose, simply tell authorities that we look to them to put things right, but even if there were agreement amongst them on the action to be taken, I should be as sceptical as you about the likelihood of them taking effective action.
4. It is for this reason that I envisaged, in the draft Departmental paper which would issue with the summary of authorities' replies, consultations with the main interest groups leading in to follow up action, both under my control. The consultations would certainly not be protracted - probably only one meeting with each of the main groups - and the follow up action would be as brisk and businesslike as we can make it; it is certainly not my intention to allow the local education authorities to determine the nature and scale (and therefore cost) of the exercise.
5. What is not practicable, is to accompany the publication of LEAs' replies by some prescription of a basic curriculum. We may, for convenience, talk about "the basic curriculum", but what is needed is a national framework within which each primary or secondary school can take account of the age, ability and aptitude of its pupils, as well as the skills of its teaching staff in working out a curriculum which respects principles of general importance. This is not something which DES could do unilaterally, and we should arouse bitter resentment if we tried.

6. I suspect that some of the qualms you express arise from the drafting of the commentary paper and I am sure that we should sharpen this up. I agree with you that in this kind of operation the risks of diffuse and ineffectual action are ever present but the means to avoid this risk are within my control - and I shall see that they are exercised.

7. Subject to these provisos I believe - and the letter I have had from Keith Joseph shows he is of the same mind - it would be a fundamental error to abandon the 14/77 exercise now: to do so would preclude us from any positive action on the curriculum during the lifetime of this Parliament.

8. I am copying this minute to Willie Whitelaw, Nicholas Edwards and Sir John Hunt.

*Perry Gage*

*Jew*

MARK CARLISLE

(Approved by the Secretary  
of State and signed in his absence  
9 August 1979)

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6-5-1979

CONFIDENTIAL



✓ MAF 27/vv Education

HOME OFFICE  
QUEEN ANNE'S GATE LONDON SW1H 9AT

26 July 1979

Dear Philip

LOCAL AUTHORITY ARRANGEMENTS FOR THE SCHOOL CURRICULUM

Your Secretary of State and the Secretary of State for Wales circulated a paper to H Committee (H(79)30) on 12 July about the school curriculum.

The Home Secretary has seen copies of the letters from the Prime Minister's Private Secretary to you of 20 July and also the letter from the Secretary of State for Industry of 23 July. The Home Secretary proposes to take no action on the H paper until your Secretary of State has had a chance to respond to the Prime Minister's request.

I am copying this letter to Mike Pattison (No. 10), George Craig (Welsh Office), and to Martin Vile (Cabinet Office).

Yours sincerely

Tony Blair

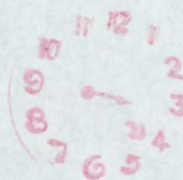
(A J BUTLER)

P J Hunter Esq

CONFIDENTIAL

12/14/79

27 JUL 1979





Education HS

10 DOWNING STREET

*From the Private Secretary*

Sir Kenneth Berrill  
Central Policy Review Staff

The Prime Minister was grateful for your minute Qa 04195 about local authority arrangements for the school curriculum.

She has decided that she would prefer to see a different approach considered. I enclose a copy of a letter that I have sent to Mr. Carlisle's office today.

MAP

KRG

20 July 1979

CONFIDENTIAL



cc: Sir Kenneth Benill

10 DOWNING STREET

From the Private Secretary

20 July 1979

*BF 27.7.79.*

The Prime Minister has seen your Secretary of State's paper H(79)30 on local authority arrangements for the school curriculum.

She is not convinced that the approach proposed will be productive. Her own view is that the realistic options are either to go for a basic curriculum, and to give firm guidance on it, or to leave matters very much as they stand at present. She takes the view that most local authorities will respond to the proposed memorandum by large-scale, expensive, and certainly interesting work, but that in the end this might produce very little.

I think it would be helpful if your Secretary of State were now to make a further submission to the Prime Minister before any action is taken on the proposals in H(79)30.

I am sending copies of this letter to John Chilcot (Home Office), George Craig (Welsh Office) and Martin Vile (Cabinet Office).

M. A. PATTISON

Philip Hunter, Esq.,  
Department of Education and Science.

CONFIDENTIAL

No - The curriculum paper is very poor - not really worth comment. Letter we go for a basic curriculum & give our guidance on it i.e. English, Maths, *and science*

PRIME MINISTER. Sir Kenneth Berrill asks whether you would like to intervene in the report Flag A - which you saw earlier. Would you like me to write as in the draft enclosed with this minute?

To: MR LANKESTER  
From: SIR KENNETH BERRILL *etc.*

Local Authority Arrangements for the School Curriculum *19/11*

1. In their joint paper to the Ministerial Committee on Home Affairs (H(79)30), the Secretaries of State for Education and Science and for Wales propose that local authorities should take explicit responsibility for the schools curriculum in their area and that they should operate within an agreed national framework. In the proposals for strategy initiatives summarised in E(79)24 several Ministers stressed the need for the education system to become more responsive to the needs of industry and of the economy. Rightly handled this initiative by the Education Secretaries of State could be a significant step towards achieving these Ministerial objectives on industry and education. *for international experience, very useful distinction*

2. There is, however, a danger that the present draft of the consultation paper circulated in H(79)30 may be less effective than it need be in two respects:

(i) It overplays the effect of resource constraints and thereby provides an excuse for those who wish to oppose changes in the curriculum. As with most change, there will be some initial costs and an acknowledgment that shortage of resources will make change more difficult is right both presentationally and on its merits. However, much can be done for little extra cost (especially while the national framework is being agreed) and what is basically needed is a more effective use of existing resources. Too great a stress on resource constraints risks giving schools and authorities an unjustified excuse for doing nothing.

(ii) While the draft makes some reference to making education more responsive to the needs of the economy, these are presented as subsidiary rather than as the Government's main objective. ('Preparation





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19 JUL 1979

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CONFIDENTIAL

for Working Life' is placed sixth out of six areas of specific concern.)  
The consultative document ought to make it explicit that the main object is to involve wider interest in the formulation of curricular policy through the LEAs and the Schools Council (which is no longer teacher dominated), but to do so in ways which will assist our economic performance.

3. The Prime Minister might like to consider writing to Mr Carlisle and Mr Edwards, expressing her support for their initiative, drawing attention to its close connection to the Government's long-term economic strategy, suggesting that Sir Keith Joseph should have the opportunity of commenting from the industrial point of view, and that emphasis of the draft paper be re-examined in this light. I attach a draft for this purpose.

4. I am sending a copy of this minute and attachment to Sir John Hunt, and to John Hoskyns.

LONDON

K3

19 July 1979

Att



CONFIDENTIAL

Draft minute to the Private Secretary to the Secretary of State  
for Education and Science

---

1. The Prime Minister has seen the H Committee paper on Local Authority Arrangements for the School Curriculum (H(79)30). She believes that this is a valuable opportunity which, rightly handled, could play an important part in furthering the Government's long-term economic strategy. Proposals for strategy initiatives made by a number of Ministers have recently been circulated to E Committee. Several Ministers have urged the need to make the education system more responsive to the needs of the economy generally and of industry in particular (see paragraph 1.2 of the Annex to E(79)24).

2. In this context the Prime Minister feels that it is important that the consultative document should hit the right note. She feels that the present draft needs further consideration in two respects:

- (i) It needs to drive home the point that the object of concentrating attention on the curriculum is not to secure uniformity for its own sake, nor just to disseminate the best practice in curriculum design as judged by professional educational criteria, but to make the shaping of the curriculum



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more responsive to the needs of the economy and the community generally and thus to contribute to enhanced economic performance. She feels that this emphasis fails to emerge.

(ii) There is a risk that resource constraints are overplayed. These clearly need to be mentioned but if they are stressed too much they could be seized on by schools and authorities as an excuse to do nothing. The very real scope for improvement even within limited resources could be given greater emphasis.

3. The Prime Minister would be grateful if your Secretary of State and the Secretary of State for Wales could consider the draft circular in this light and in the light of any comments which Sir Keith Joseph may wish to put forward.

4. I am sending copies of this letter to the members of H Committee and to Sir John Hunt.

CONFIDENTIAL



*Education*

DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

*NBPM*

*MJS*

The Rt Hon Norman St John Stevas MP  
Chancellor of the Duchy of Lancaster  
Privy Council Office  
Whitehall  
LONDON SW1

18 May 1979

*Dear Norman,*

I have seen your letter of 16 May to the Home Secretary, recording the approval of Legislation Committee for the early introduction of a Bill to repeal parts of the 1976 Education Act. The Bill was published and introduced yesterday, and I am most anxious to have Second Reading arranged for an early date.

I had hoped that this might be before the Whitsun Recess: the Bill is only one clause and I did not know whether the convention of allowing two week-ends to elapse after publication would have to be followed. But as this has not been feasible, I am still anxious for Second Reading to take place before the Budget Statement, if at all possible, so that we can get into Committee during the Finance Bill.

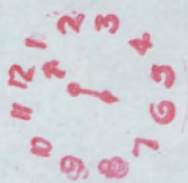
In view of the publicity which has been given to the Bill's proposals, it would be extremely embarrassing if we were to lose the political initiative gained by its early introduction. Moreover, Royal Assent before the Summer Recess is essential if some authorities are to be relieved in time of their statutory duty to reorganise their schools this September. Although I have seen the Minister of Agriculture's letter of 16 May to the Foreign Secretary, I wonder whether it is in any way possible to fit in the Second Reading on 11 June (or alternatively on Friday 15 June).

I am copying this letter to the Prime Minister, to other members of the Cabinet, to the Chief Whip and to Sir John Hunt.

*James ...*  
*Mark*

MARK CARLISLE

18 MAY 1979





J

*MS*

DEPARTMENT OF EDUCATION AND SCIENCE  
ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

Charlotte Egerton  
Privy Council Office  
Whitehall

14

May 1979

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PRIME MINISTER

You will know by now  
that there is to be an  
Education debate on Wednesday.  
Mr Carlisle will include the  
substance of this in his  
speech.

*MS*  
14/5

*MS*

Dear Charlotte,

... I attach a draft of the statement which my Secretary of State  
hopes to make in the House as early as possible this week.

We have spoken about this, and you hoped that it would be possible to find time for it on Wednesday. Of course, if we learn later today or tomorrow that time is to be allotted for Education during the Debate on the Address, the need for a separate statement will disappear, and its substance will be incorporated in the Secretary of State's speech.

The draft statement attached is, I hope, self explanatory, and is intended as an immediate step towards the honouring of manifesto commitments. The present draft may not yet be in its final form, but it is based on the Secretary of State's comments on a previous version.

Copies of this letter go to Nick Sanders and the Chief Press Secretary at No 10, and to the Private Secretaries to the Secretaries of State for Scotland and Wales, and the Private Secretaries to the Paymaster General and the Chief Whip.

Yours ever,

*Robert Green*

R J GREEN  
Private Secretary

Draft Statement by the Secretary of State

The Government will give the highest priority to a Bill to remove the compulsion on local education authorities to reorganise their secondary schools on comprehensive lines. It has been introduced in the House of Commons today. Meanwhile local education authorities and the governing bodies of schools will wish to know how they stand until it gets on to the Statute book. I am therefore taking this opportunity to make a statement about certain action I have taken.

The previous Government required certain local education authorities and voluntary schools under section 2 of the Education Act 1976 to submit proposals, or further proposals for reorganisation. I have today taken the necessary formal steps to withdraw those requirements which are still outstanding. This means that those authorities and schools which have not submitted proposals or further proposals in response to the requirements will no longer be under any legal compulsion to do so. Authorities which have already complied with such requirements will be asked whether they wish their proposals to stand.

The previous Government also gave a number of directions under section 3(1) of the 1976 Act. The effect of these directions was to require authorities to give public notice of the proposals they had submitted under section 2 and to proceed further with them as though they had been submitted under section 13 of the 1944 Act.

Where section 3(1) directions have already led to the giving of such public notices, and the proposals have not yet been approved, authorities will be asked to inform my Department if they wish me to proceed with consideration of their proposals. In those cases in which the public notice stage has not been reached, I have withdrawn the directions.

Authorities and other bodies directly concerned are being informed.



Some proposals made as a result of action under the 1976 Act have already been approved under section 13 of the 1944 Act but not yet implemented. Some authorities will no doubt proceed with reorganisation on the basis of the approved proposals. Some authorities may however wish not to reorganise, or to reorganise on the basis of different proposals. These authorities will be asked to inform my Department of their intentions so that they necessary action can be taken once the Bill has become law to relieve them of any statutory duty to give effect to the approved proposals.

I have also revoked directions contained in orders made under section 99 of the Education Act 1944 in relation to secondary reorganisation proposals and steps are being taken to terminate legal proceedings where these have been taken.

So much for secondary reorganisation. I now turn to another aspect of the Education Act 1976. The former Government used its powers under the Act to restrict very severely the freedom of local education authorities to support pupils at independent schools. We shall restore that freedom. I hope in due course - though not in the Bill to which I have already referred - to introduce legislation to remove the powers of control over the support of local education authorities of education in non-maintained schools contained in section 9(1) of the Education Act 1944, section 6(1) of the Education (Miscellaneous Provisions) Act 1953 and section 5 of the Education Act 1976.

But in the meantime my rt hon Friend the Secretary of State of Wales and I propose not to exercise our powers of control. We are therefore taking the necessary formal steps to give general approval to local authorities' arrangements to assist or take places at independent schools so that, pending legislation, authorities wishing to make such arrangements will no longer need to seek specific approval.

I and my rt hon Friend have made, and will shortly be laying before the House, an amendment to the Scholarships and other Benefits Regulations, 1977 to relieve authorities of the need to secure Ministerial approval to payments under Regulation 4(d) of those regulations in respect of the attendance of children at non-maintained schools.

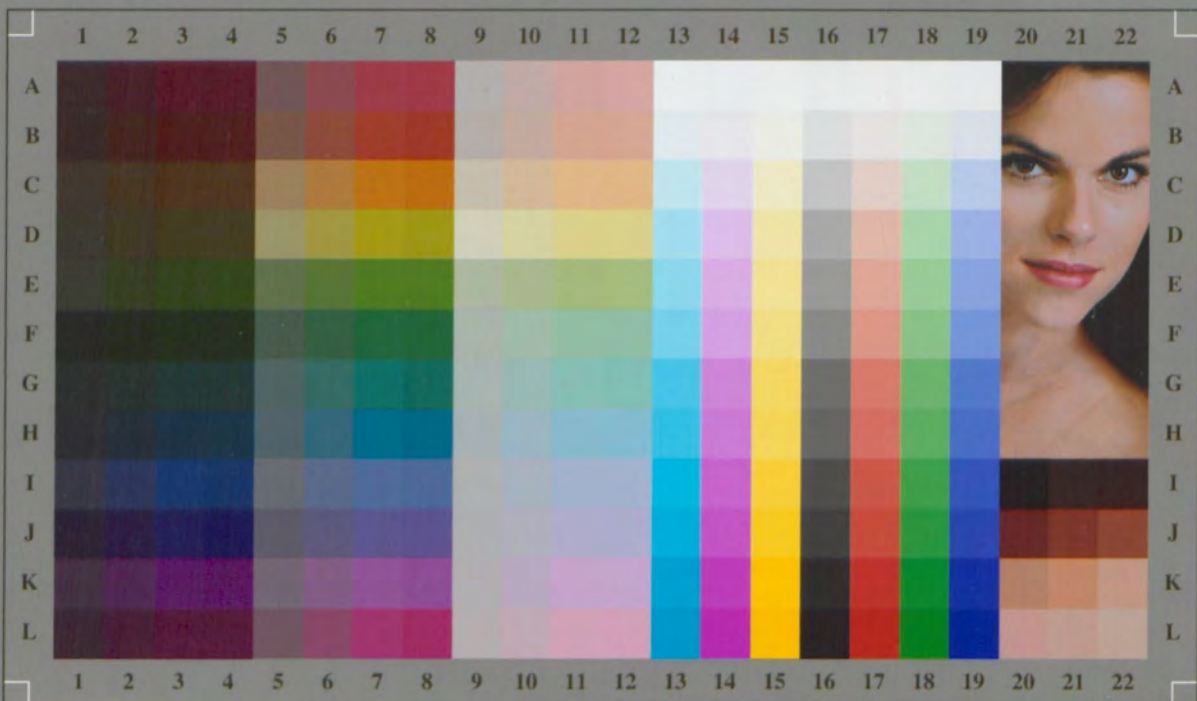
The effect, Mr Speaker, of the measures I have announced in this statement is that the Government are honouring at the earliest possible moment our election pledge to allow local education authorities to take up places at independent schools if they wish to do so and removing from them the compulsion imposed by the previous Government to reorganise on comprehensive lines when they did not wish to do so.

I apologise, Mr Speaker, for inflicting on you a statement which is rather lengthy and contains a number of legal technicalities. But in view of the importance and urgency of these matters I thought that the House would wish to have them brought to its notice as soon as possible.

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