



## CABINET OFFICE

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The Rt Hon Mark Carlisle QC MP  
Secretary of State for Education and Science  
Elizabeth House  
York Road  
London SE1

*Your Secretary of State,*

Thank you for your letter of 23 July and for sending me a copy of your recent one to the Lord President on the size of the Civil Service.

### The "Rayner project"

2. Your assurances are welcome. The Prime Minister expressed some scepticism when I saw her on 16 July about the subject of study. I explained that you believed there were real issues here and that I myself was hopeful that the study would be worthwhile, not least because the Paymaster General had expressed some anxiety to me about his computer organisation at Crawley with which your organisation at Darlington has connections. I had hoped to discuss progress with Mr Chattaway on a visit to Darlington on 1 August but, owing to ill health, I have had to postpone that until later. At this stage, I think that we may leave things as they are on the basis that the project report will have to be acceptable to us both and that the Prime Minister is likely to take an interest in it.

### Efficiency and Waste in local government

3. The Prime Minister has asked me for advice in connection with efficiency and waste in local government. I should be grateful for the help of yourself and Lady Young in respect of education and the services associated with it. My thinking is as yet pretty uninformed but it may help you to help me if I tell you what is in my mind at the moment.

4. First, there may be policy conflicts between a desire to reduce statutory controls over local authorities on the one hand and the desire to help ensure that educational resources are used to good effect on the other. It would be very interesting to have your views on the right balance, assuming that, if statutory controls

are cut back, you and your Department would be working on the basis of some actual controls which you and the local educational authorities would hope to see as more rational and less irritant than the present pattern and of certain other means of advising and influencing LEAs, including the negotiation of the educational element in the Rate Support Grant, central services and inspection.

5. Secondly, being unfamiliar with the detail of central administration in education, I do not readily see how a central department with limited powers and very limited responsibility for the direct management of institutions can exert any effective influence over autonomous, statutory authorities actually responsible for providing services, in respect of the cost of administration, what happens in educational establishments and ancillary services. This is not so much in terms of such crisis interventions as now when the centre seeks large cuts in the quantum of spending as in terms of the ongoing search for value for money. The problem in education is, perhaps, in giving an effective expression to what I might call the "guarantor" role of the centre as embodied in its general duty to promote the education of the people. This "promotion" role conveys to me the idea of either setting educational objectives from the centre or identifying and making known those set by others; promulgating them at the level of individual establishments as a basis for staff, curriculum and educational resource management; and monitoring to establish whether they are being achieved. In this respect I have great sympathy with the enclosed note sent me by the heads of two comprehensive schools. I have discussed their ideas with them at length and am impressed by the emphasis they laid on defining aims; establishing criteria for success; leadership; and, given what they believe to be the defective arrangements for the accountability for schools, the need for objective examinations from outside the employing LEA (as they place little value on inspection by the LEAs themselves and regret that they and their staffs see your Inspectors in their schools so little) and for the publication of the examiners' reports. (What they said to me about inspection recognised very clearly that schools are different but that it is possible to set sensible criteria for each and to measure each against them. They attach

great importance to the idea that parents and pupils, especially those in the lower ranges of ability, should believe that an LEA and its schools want to deliver good and relevant education and they felt that the "value for money" aspect of central inspection was an important element in this. They also suggested that a damaging lack in our arrangements was that of effective provision for "staff college" training in management for senior staff.)

6. I should be grateful if, as a first step, you would be good enough to let me have notes on the means available to you to promote efficiency and value for money in the provision of educational services and in the use of manpower by local authorities. Then I should very much like, given her local government experience, to discuss these with Lady Young. I note that in your letter to the Lord President you propose no reduction in the size of your Inspectorate; I share the view that it should be effective (especially as I understand numbers of local authority inspectors are being cut), but it would be helpful to know how it is intended to use it to maintain and improve standards in education.

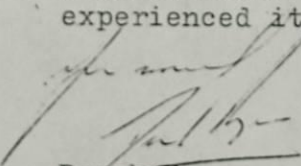
#### Building and other controls over local authorities

7. The Prime Minister has asked me about control of capital expenditure on building by LEAs and about the intended level of other controls exercised on your behalf. I should be grateful for assistance in providing her with information about this next month.

8. I understand that the size of your Architects and Building Branch has been reduced - that, for example, it now has just over 40 professionals in post as against 65 in 1975. It would be helpful if you or your Department could give me staff numbers, distinguishing between professional and other staff, for the period since June 1970; a prediction of future numbers, taking account of the "size of the Civil Service" exercise and of the general review of controls as it bears upon the total level of expenditure on the one hand and on the quality of educational premises and equipment on the other; and a note on the question whether services provided centrally by the Branch do or do not duplicate or overlap those of other agencies, including LEAs - for example, whether LEA architects and surveyors really need advice on matters of quality.

As for other controls, I should be grateful if I might be informed of the outcome of the review now in train.

I am sorry that I have to send you a long letter - that I have a real interest in education as an employer of young people who have experienced it will I hope do something to excuse it.

  
Derek Rayner

PS I am copying this to the Lord President.

REPORT ON STRATEGIES NEEDED TO COPE WITH SOME OF THE PRESENT  
UNIMAGINATIVE USE OF RESOURCES IN EDUCATION AND ENCOURAGE GROWTH  
AT A TIME OF ECONOMIC DIFFICULTY AND FALLING ROLLS.

This is the personal report from the Headteachers of two large S.P.S. Comprehensive Schools which should on any criteria be "seriously difficult" to run. They are not - and we therefore put the following ideas forward because we feel strongly that if sound management techniques have solved many of the problems we have faced then any school should be able to achieve more and cope with impending cuts, micro-technology and falling rolls/roles.

THE AIM:- to point up the present un-imaginative use of resources in Education and to emphasise strategies which may be brought to bear to shed such ineffectual use, thus leaving time, energy and space for further achievement at all levels.

- I.1 The Aims of every school should be clearly defined (and agreed upon) in an explicit School Management document.
- I.2 The Objectives included therein should be clear cut criteria with Education taking prime place de facto and other aspects of the school community taking a necessarily subsidiary role.
- I.3 The quality of the Education provided depends upon sound teaching supported by the effective management of resources; teachers and pupils being the prime resource.
- I.4 Sound teaching may only occur within a clearly defined framework of order and control.
- I.5 The pastoral and academic aspects of schools should NOW be integrated. This may be done by careful assessment of academic standards together with social inter-relationships completed by the CLASS TEACHER. Once specialist needs have been identified then the relevant external agency should be involved as teachers are unable per se to influence some social factors over which they have little control.

- 1.6 Education at Primary level should concentrate its resources on numeracy, literacy and oracy and thus prevent unnecessary underachievement at II+.
- 1.7 Considerable rationalization of post I6+ education should take place immediately to prevent additional wastage of resources.
- 1.8 With such rationalization, middle schools will no longer be a viable proposition.
- 1.9 If schools are to be managed well then Headteachers and Deputies should have basic training in management. Is there any Company that would put in a Managing Director who had never directed? In addition, without the re-establishment of acceptable salary differentials one of the prime motivators of incentive will remain inactive, particularly with Scale IV post holders and above.
- 2.0 The D.E.S. should be i/c such management training yet appear to be insufficiently geared to management techniques (for example, Cosmos N.6I - October 1978, outmoded, outdated and irrelevant material was used at a cost of some £25,000 in salaries and time)
- 2.1 As Secondary Education has no central training centre of its own to compare with the Scottish Centre for Studies in School Administration at Moray House then until such a national establishment is set up institutions such as the Anglian Regional Management Centre and Brighton Polytechnic should be utilized further (although some of their courses are already outdated).
- 2.2 When the D.E.S. carry out "special projects" they should be significantly followed up. On a recent exercise one school completed 500 man-hours of statistics for a particular project. This was followed by a totally inadequate and superficial (in the opinion of both staff and pupils of the school) visitation by four H.M.I.'s. The exercise concluded with an apology personally delivered by a fifth H.M.I. from a chief Inspector. The school still awaits the return of the statistics some seven months later.

\* Courses on the Staffing and  
Management of Schools.

- 3 Likewise courses and projects mounted by L.E.A.'s should be relevant and significant. Frequently they prove to have neither of these qualities.
- 2.4 Schools should be trained and encouraged to mount their own Staff Development programmes
- 2.5 By such internal programmes attitudes of the pupils and curriculum innovation benefit enormously, q.v. the schools of the present writers.
- 2.6 When Staff are encouraged to develop, certain vulnerabilities are reduced and hitherto unknown and unrealized potential is fulfilled.
- 2.7 A basic principle here concerning appointments is that every job above scale one should have a detailed specific job specification.
- 2.8 Agreed methods of decision-making (taken at the lowest appropriate level) should be instituted in all schools, thereby giving security, responsibility and accountability to every member of staff.
- 2.9 The expected and normal aggression and conflict may then be faced openly and dealt with so that unhealthy characteristics are minimized. Staff, pupils and parents should all have their due place for decision-making within the school.
- 3.0 Entry to schools should have a substantial element of parental choice. This acts both as a stimulus and a moderator on standards and increases the public accountability of schools.
- 3.1 L.E.A.'s likewise must show greater evidence of public accountability in the control systems operated by public works.
- 3.2 With micro-technology, the silicon chip and huge non-unemployment at I6+, I8+ and 2I+, massive curricula changes will need to be made for the 1980's and 1990's. This will NOT be possible unless attitudes begin to change now by sound in-service-training both at initial and later levels.

3.3

Concerning Initial Teacher Training, students are "licensed to practice" but at times little else. We would suggest that to improve this situation staff in the Universities and Colleges exchange with Secondary teaching staff on a regular basis.

3.4

The D.E.S. could and should provide a framework for these changes by the close monitoring of schools and the dissemination of good practice more quickly and effectively.

In conclusion, if such techniques work (and they do) in OUR SITUATIONS then they can and will in any situation. What we need is better training for Management; the ability to use the resources we already have well and the ruthless cutting out of waste space, energy and manpower. In the longer term Unions and Management must agree on a code of professional standards and procedures to monitor these. Meanwhile we would suggest that the recommendations of this report should be implemented with all possible speed.