

REPORT BY HER MAJESTY'S INSPECTORS ON THE
EFFECTS OF LOCAL AUTHORITY EXPENDITURE POLICIES
ON EDUCATION PROVISION IN ENGLAND - 1985

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Department of Education and Science
Publications Despatch Centre
Honeypot Lane
Stanmore
Middlesex HA7 1AZ

Telephone: 01-952 2366 (Extension 503)

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INTRODUCTION

1. This is the ninth of HM Inspectorate's short annual reports on the effects of local authority expenditure policies on education provision in England. It is based on evidence from our routine and centrally programmed visits to schools and colleges during the autumn term 1985 together with returns made in November 1985 by our district inspectors (for schools, and for further and higher education) for each of the 97 Local Education Authorities (LEAs) in England, except for the Isles of Scilly.

2. As for the previous two years, this report seeks to cast light upon the extent to which the resources needed for effective education are being provided efficiently at a time when expectations of education are both higher and changing and when institutions are being called upon to improve the overall quality and appropriateness of education. In the present economic climate, the continuing fall in the total number of pupils and students and the significant changes taking place in many aspects of education, the complex relationship between what is spent on education and the quality of what is actually provided in schools and colleges continues to be a focus of attention. As in all inspection HMI first assessed the quality of the pupils' and students' learning in the context of the provision made for them and their response and what is known to be achieved by pupils and students elsewhere. Only then did they seek to make more explicit those factors which they judged to be contributing to the quality of what was observed. Such factors included the quality of teaching, the level and appropriateness of the resources available, the management and deployment of those resources, and the leadership provided at various levels.

3. At the heart of this report are those judgements by HMI of the quality of the work in class and lecture rooms, laboratories and workshops, up and down the country made during the autumn term of 1985, that is the observed effects. These all arise from one term's inspection visits to schools and colleges, the purpose and duration of which varied. Thus the data collected cannot be taken as statistically representative of the country as a whole, of any one LEA, or of

any type of institution, nor can it provide a complete report on the state of education in England*. Furthermore, the sum of these individual observations cannot be directly related to the assessments made by district inspectors of LEAs' provision overall. But the observations are sufficiently numerous and diverse to give some indication of the current issues and trends and to provide a reasonable picture of the general position in schools and further and higher education, particularly when set alongside information from the previous two reports.

4. The observed effects, which describe the actual provision in individual schools and colleges, the response made by pupils and students, and HMI's assessment of both, are one part of the evidence base. The second is the district inspectors' returns. These consist of statistical and financial information provided by each LEA about overall levels of expenditure and the distribution of resources in each authority for the years 1984/85 and 1985/86; the district inspector's broad assessment of the appropriateness of that provision in each case; and of the impact of any changes. No account is taken in this report of any changes in local authorities' expenditure policies, actual or planned, since autumn 1985.

5. The assessments made throughout are our professional judgements made in situ about the present standards of education and levels of supporting resource provision in institutions; their effect upon the quality of work now taking place; and the scope they provide for schools and colleges successfully to meet calls for change. Such judgements, and the issues they raise, do not relate only to LEA expenditure policies for the year 1985/86. Past levels of expenditure and hence the basis of provision on which current policies build; the quality of management at all levels in the service, and the effect of falling rolls and consequent reorganisation, all contribute in varying ways to what is observed at any given time. Throughout all this it remains the case that the relationship between the levels of educational expenditure by LEAs and the quality of the education provided in individual institutions is neither simple nor direct.

*See also other HMI reports and publications including reports on provision in certain LEAs (eg Redbridge and Wigan).

PRINCIPAL FINDINGS

6. These principal findings attempt to identify and articulate important messages for the education service about levels of resources for education and the quality of what it does. Such links between resources and quality are not straightforward, and those familiar adversaries of clarity and simplicity, (shifting numbers of pupils and extensive variations in provision and practice), confuse an already complicated picture. During the past year the disturbing influences of these factors were augmented by the obvious and not so obvious effects of the teachers' pay dispute that affected LEAs, schools, teachers and pupils variously throughout the period of our survey.

7. As in recent years there has been little overall change in the total resource provision made for education by the large majority of LEAs. In secondary schools there were some further improvements in pupil:teacher ratios (PTRs), while in many primary schools some of the previously unplanned improvements in PTRs have been reversed as school rolls rise. There have also been continuing improvements in the number of advisers and advisory teachers, in the provision for in-service education and training (INSET) and in the supply of consumable materials. The slightly improved provision for books, noted last year, has not been repeated and provision has only been held steady this last year, while that for equipment and furniture has deteriorated. Further and higher education (FHE) was again this year judged to be better provided for, in relation to its needs, than are schools; non-advanced further education (NAFE) appears to be relatively well placed to adapt to the emerging patterns of student need arising in part from changing trends in employment, and advanced further education (AFE) still has some scope to provide for some further increases in the total number of students. But NAFE and AFE are not so well provided for, particularly if they are to meet new and changing demands, as to make any worthwhile transfer of resources from them to the schools sector a realistic proposition. Adult education and youth and community work remain only modestly provided for, making it difficult for the services to meet the growing and changing demands being made upon them. Small improvements in the provision for schools have sometimes been made but do not apply consistently either across or within LEAs, primary and secondary phases, or institutions. Disparities in provision within and between schools, and in turn the opportunities available to

pupils, are widening as a result of various factors: these include local policy decisions; further increases in the financial contributions made by parents and others to some schools; and central government initiatives such as the introduction of the Technical and Vocational Education Initiative (TVEI), the lower attaining pupils project (LAPP) and the Education Support Grants (ESGs). Furthermore, where low baselines of provision have now been operating for some years in some LEAs, increases of the sort noted are not sufficient to enable all schools to respond confidently and effectively to the many calls for change and development aimed at improving the overall levels of achievement of pupils.

8. Throughout the system the large majority of the work seen was judged satisfactory or better, though the actual proportion in schools was slightly lower than that in the previous two years. Variations in the proportion of work judged satisfactory were evident for different schools, for different age groups, and for pupils of different ability levels. In all schools it was the work of pupils of below average ability which was least satisfactory. In many lessons teachers were failing to differentiate adequately between their pupils on the basis of sound judgements of pupil potential and their educational needs. Taking all institutions together the most frequently noted factor affecting the work was again the quality of teaching. This was followed in order by the identification of pupils' and students' needs, the match between the teachers' qualifications and experience and the work being undertaken, the level, deployment and management of resources, and the pupils' behaviour. Though the relationship between the quality of work and levels of resources is acknowledged to be complex and direct causal links impossible to make, the data and its analysis confirmed that there is a statistically significant association* between satisfactory or better levels of appropriate resources and work of sound quality, and between unsatisfactory levels of resources and poor quality work.

9. The quality of the leadership and management offered by subject co-ordinators, heads of department, heads, principals and LEAs made a vital contribution not only to the quality of present work of pupils and students but

* In this report the expression "statistically significant association" is used to mean that work of satisfactory or better quality was significantly more likely than expected by chance to be associated with satisfactory or better levels of resources which were judged helpful in securing the quality of work observed.

also to the capacity of institutions to bring about change and improvement in order to raise standards of achievements. In over a quarter of the schools visited poor leadership and management at one or more levels was considered to be adversely affecting the quality of work, the levels and deployment of resources, the organisation and planning of the curriculum, the take-up of INSET, the behaviour of pupils, and the morale of teachers. In only half the schools visited was the planning and organisation of the pupils' work, including relating tasks carefully to the age, ability and aptitude of the pupils, judged satisfactory. Better planning of some of the work, and the necessary time to do it, with all that that means for the organisation and management of the institutions, was required in about one-third of the schools visited. Over the last three years this same picture has emerged with little sign of any significant improvement. The internal management of most FHE institutions continues to cope well with the changing client groups and their changing needs. However, in many LEAs the paucity of first-hand information about their FHE systems, arising in part from insufficient advisory support, appears to be limiting their capacity to formulate and implement coherent policies, for example, in connection with staff development.

10. There is evidence that in an increasing proportion of LEAs more attention is being paid to the management of aspects of the education service. More LEAs are developing and implementing explicit and systematic policies in relation to the curriculum and staffing; the role and function of the inspectorate; and the matching of INSET provision to the identified needs of the service, schools and individual teachers. In some cases this is the result of centrally provided resources being targetted on specific developments. These improvements in LEA management need to continue and become more widespread if the system as a whole is to derive the maximum possible benefits from the finite resources available to education.

11. While the overall number of teachers has decreased, though proportionately more slowly than the number of pupils, this year has seen an increase in the number of pupils and teachers in primary schools. While generally the number of teachers is adequate for the work currently being undertaken there is evidence of increasing shortages of sufficient teachers in subjects such as

mathematics, physical science and CDT, and for early years education. The establishment and maintenance of a broad, balanced curriculum for every pupil remains a problem, partly because relatively few LEAs in practice are implementing a policy of allocating teachers to schools in order to staff an agreed curriculum; partly because of the wide range and variation in PTRs both between and within LEAs; and partly because a substantial number of teachers are not placed where their expertise and experience are most needed. The consequence of this is that there is a mismatch between the initial qualifications and experience of some teachers and their teaching programmes; some curricular experiences are no longer available to all pupils; and some schools seek to maintain some subject work by teaching during lunch time or after school. Systematic attention to coherent policies ^{INSET} related to identified teacher and curricular development needs would contribute to solving the difficulties, but in addition there is a need for the carefully planned and sensitively executed redeployment of some teachers. Levels of teaching staff are satisfactory in AFE and also in NAFE, though in the latter case there is an increasing need for redeployment and retraining if institutions are successfully to respond to changes in employment and student demands, and the generally more than adequate staff/student ratios are to be used to maximum effect.

12. The steady improvements made each year since 1981 in the provision of books for schools was not continued in the last year although provision was held steady. There are many schools with insufficient numbers of books; others with old stock which cannot be replaced; and many which are having to choose between the replacement of old stock and the purchase of the books needed to introduce new courses and examinations. Both schools and FHE face the continuing difficulty of replacing ageing capital items of equipment, particularly in practical subjects or where technological change is most rapid. The problem is much more acute in schools than in FHE but in the longer term less complex, demanding and costly. However, the picture is patchy, caused in part by the continuing wide variations in the capitation made available to schools; the growing differences in parental contributions to schools; and the funding made available through specific national curriculum development projects such as the TVEI, ESGs and the LAP projects.

13. It is clear that the disparities in provision both between and within LEAs and institutions are increasing. The variations in PTRs, capitation, parental contributions, and the selectivity of funding deriving from schemes such as the TVEI and the ESGs, all contribute in various ways to the differences in provision observed for similar pupils and for those of different ages and ability groups. In general, in terms of levels of resources, the 11-16 age group is less well provided for than are the 16-19 year olds, while the 16-19 year olds are better provided for in NAFE than in schools. In quite a number of authorities this latter situation arises in part from the economies and diseconomies of scale, particularly in the size of teaching groups which in NAFE generally tend to be larger than similar groupings in many sixth forms where they are often so small as to be educationally unsatisfactory and financially costly. These groupings are often a consequence of falling rolls and failure to take school places and schools out of use.

14. The condition of much of the accommodation used by pupils, students, teachers and lectures continues to deteriorate. Last year's report warned that without urgent attention the cost of putting things right would become prohibitive. There has been no such improvement. In fact there has been no improvement overall in the state of school buildings since 1981, and the current programmes of maintenance in many LEAs suggest that the situation is likely to continue to worsen. The quality of the furniture available is also now becoming of concern as schools find it increasingly difficult to replace worn, inappropriate items. In some schools and colleges the conditions in which teaching and learning take place adversely affect the quality of pupils' and students' work and do nothing to encourage their sense of enjoyment and pride in their school or college. In many more the environment is shabby and uninviting and does little to stimulate learning or to impress parents or other visitors. The cost of attending to these problems, added to those arising in some authorities from vandalism and arson, is mounting and has now reached proportions where it is difficult to see how on present funding the education service can prevent further decline let alone reverse the situation.

15. Overall the schools sector is generally stretched for money and resources. NAFE and AFE are better provided for and in relation to staff morale and curriculum and course development are more buoyant than schools, though there

are signs of a squeeze on provision in some areas of their work and of problems ahead when responding to the need for change in respect of replacing expensive equipment, recruiting certain key staff and in providing for much needed staff-development. The youth service and adult education are both experiencing some difficulty in responding to changing needs and new demands upon them because of shortages of human and material resources and inadequate training opportunities for new and existing staff.

16. But it is the schools sector where there is cause for most concern. It is getting by and providing satisfactorily for most pupils in many places by robbing Peter to pay Paul; doing less; or with the help of sizeable contributions from parents. There are sharp polarisations in provision between schools in different parts of the country and within the same LEA. Where hard decisions about priorities have to be made at LEA level it tends to be building maintenance, re-decoration and furniture replacement programmes that suffer. At school level it is the least able in all types of school and top junior and early year secondary pupils who appear to bear the brunt of reduced or inappropriate provision. In addition many schools are finding it increasingly difficult to replace old books, equipment and furniture; to implement curricular change; and to respond to planned changes in assessment and examination procedures.

17. Not all these problems are directly or indirectly attributable to absolute shortages of money and resources and it is clear that more of either or both would not solve all the difficulties. There is a marked need for efficient and effective management of people and resources at every level of the service; improved leadership; INSET better matched to the identified needs of teachers, schools and colleges; and, above all, much clearer perceptions by teachers of pupils' potential and needs, and an improved differentiation of the tasks set so as to better match the pupils ages, aptitudes and abilities. But addressing any or all of these has a cost in money, time or both and to be effective that cost will not be cheap.

18. As always it is high quality teaching that is at the heart of good education. Such teaching is present throughout the system but is not as general or widespread as any concerned party would wish. For that which exists to be

sustained, and for more of it to be spread more generally through out schools and colleges, there is a need for the resources necessary to do the job well; decent, stimulating conditions in which to work; and that respect and support which are the mirror images of professional commitment and competence. This report shows that most teaching and learning are satisfactory or better; that there is not numerically a shortage of teachers; and that most schools are not falling down, leaking or facing crises in the availability of materials and equipment. That many schools are being affected in these ways, and many teachers and pupils working in depressing conditions with inadequate resources, support and leadership, is adversely affecting much of what goes on in our schools. Few involved in providing or providing for education can take much, if any, pride in a national service within which three-tenths of all the lessons seen were unsatisfactory; one-fifth was adversely affected by poor accommodation; a quarter was suffering from shortages of equipment; in three fifths of the schools where an assessment was possible, the teachers' perceptions of pupils' potential and needs were inadequate; and half the schools visited needed to widen their range of teaching styles to bring about a better match with what was being taught if the changes and improvements called for by national policies for education were to be achieved. The damaging effects of all this on pupil performance and on the teachers' morale and their ability and willingness to bring about much needed change are showing themselves clearly.

19. All that needs to be done has a cost, and everything cannot be done at once. But given agreement about priorities, sufficient and suitably targetted resources, effectively and efficiently managed, the education service should be capable of developing the better trained, equipped, well-led and managed teaching force needed to raise standards generally to the levels currently achieved by the best schools and intended by so many national and local policies for raising the standards of pupil and student achievement.

Schools

QUALITY OF WORK

20. During the autumn term of 1985, 1,648 maintained schools (out of a total of over 25,000) and a total of 11,961 classes were visited. The schools visited included 863 nursery and primary, 729 secondary (including sixth form colleges) and 56 special schools. The purpose of the visits varied: 67 schools were the subject of inspections lasting up to five days; 179 were visited as part of national surveys or inspection exercises; the remaining 1,402 were visited, usually for one day, for routine or subject specialist purposes. Thus the nature and extent of the evidence available and the range of judgements possible vary; many visits did not provide information about all areas of expenditure considered in this report, nor on all aspects of the schools' work.

21. One feature of the work underlying this year's report has been that while more schools were visited in the autumn term 1985 than in the corresponding period in 1984, fewer actual lessons were seen. This was one consequence of the teachers' dispute which continued throughout the period. Lessons were lost for various reasons, in particular strike action and teachers ^{not covering} for absent colleagues.

22. Schools have been affected by the dispute in a number of ways other than cancelled lessons. HMI have also reported disruption to a wide range of activities which traditionally support the teaching and learning that takes place in schools. As a result of action by the teachers there have been reductions in, and in some schools an almost complete disappearance of, for example, curriculum planning and development; staff meetings; INSET; extra curricular activities; contact with parents; report writing.

23. It is not one of the purposes of this report to comment as such on either the teachers pay dispute or its consequences but while these latter have varied from LEA to LEA and school to school, many schools have undoubtedly been operating in conditions some way removed from the norm, and this cannot but have had some effect on those aspects of provision and response, observation of which underlies many of the judgements in this report. Because of this some reference

must be made to the dispute but it does not follow from this general proposition that any direct and quantifiable link can be discerned between the teacher's action and the various issues raised in the report following the many visits made. As noted elsewhere, the effects of any one factor cannot be disentangled from those of the many others which affect levels of resources, their deployment and availability and the quality of educational provision and the response of pupils.

24. In around 70% of all the lessons seen the provision made by teachers was judged satisfactory or better* (around 75% in 1984). In just under four-fifths of the lessons the quality of pupils' response was judged satisfactory or better (the same proportion as in 1984). In the case of provision, the proportion of lessons judged satisfactory or better was lower than in the previous two years, more so in secondary than in primary or special schools. There were also variations in the quality of work related to the age and ability level of pupils. In the primary and nursery schools, four-fifths of all the lessons in the nursery classes were judged satisfactory or better, while less than two-thirds of lessons with seven year olds were similarly judged. In secondary schools just over four-fifths of lessons for 16-19 year olds were judged satisfactory or better (the proportion so deemed for students following A-level courses was greater than that for students following one-year courses), while less than two-thirds of lessons for 13 year olds were similarly judged (a smaller proportion than in 1984). In those primary and secondary school classes where pupils were grouped in one way or another according to ability, over three-quarters of lessons for the most able were judged satisfactory or better, (nine-tenths in 1984), whereas the equivalent proportion for lessons for the least able was substantially lower at three-fifths (a lower proportion than in 1984).

25. Of the resource factors associated with work judged less than satisfactory in the primary schools visited, the most frequently identified was

* Satisfactory provision implies that the material being taught, and its presentation, were supported by adequate, appropriate resources, and were commensurate with the age, aptitude and ability of pupils.

unsatisfactory or unsuitable accommodation which adversely affected the work in 918 lessons (almost one-fifth of the total and more than last year). This was followed, in descending order by the inadequate provision of books, either in number, quality or appropriateness; the lack of sufficient equipment; inappropriate furniture; and poor quality or unsuitable school produced teaching materials. Of the non-resource factors identified as adversely affecting the quality of work in primary schools the most commonly referred to was teaching groups containing pupils with a very wide range of ability or of mixed age. Together these factors were affecting some 1,270 lessons, or just over one-quarter of the total. Other influences, noted in descending order, were: the inappropriate size of the group in relation to the work being undertaken; the mismatch between the initial qualifications and experience of the teacher and the age group or matter being taught; the wide range of learning difficulties in some classes; and the poor behaviour of pupils.

26. At the secondary level, unsuitable accommodation was adversely affecting the work in 1,560 lessons (over one-fifth of the total and slightly more than last year). This was followed by inappropriate furniture, insufficient books, unsuitable school-produced materials and inadequate levels of equipment. Of the non-resource factors restricting the quality of the work, the most important were the wide range of ability in some teaching groups; mismatch between the initial qualifications and experience of teachers and the subject being taught; the size of the teaching group (too large or too small); the poor behaviour of pupils; and the range of learning difficulties in some teaching groups.

27. In special schools, as in the others, the most common factor restricting the quality of the work was unsuitable accommodation followed by insufficient or inappropriate furniture, equipment and books. Of the non-resource factors the most important were the excessively wide range of learning difficulties and abilities within teaching groups; mismatch between the initial qualifications and experience of teachers and the work they were undertaking; the wide age range in some classes; and poor behaviour of pupils.

28. The most ~~frequently noted~~ factors influencing the levels, availability and appropriateness of resources in the schools were the teachers' and the schools'

perceptions of the educational needs of individual pupils. In over three-fifths (598) of the schools where an assessment was made these perceptions were judged to be inadequate in some of the work seen. Next was poor school or departmental management, followed by the presence or absence of policies in schools relating resource provision to the curriculum to be taught, and the level of capitation received by schools. The last of these applied in 189 schools, or over one-fifth of those where a judgement was made.

29. Improvements in the quality of work as well as curriculum change and development in the schools visited required: a wider range of teaching styles more carefully matched to what was being taught; more effective identification of individual pupils' potential and educational needs; improved preparation of lessons linked to more time for teachers to undertake necessary planning; greater provision and take-up of INSET opportunities; and improved liaison between feeder and receiver schools in order to ensure better curricular progression and planning. Each of these was needed in at least one-quarter of the schools; the first in over half and the next two in about two-fifths. In addition, there was a need for increased advisory support in two-fifths of the schools visited. The need for improved leadership and management was also clearly identified in over one-quarter of the schools visited. This is considered later in the report (paragraphs 88 to 91).

30. While some of these factors influencing the quality of work have been common for the last three years, others have increased in their importance this year, for example, the provision of furniture and the behaviour of pupils. This reinforces the conclusion drawn in previous reports that it is impossible to claim any direct causal relationships between the quality of education and any one factor or factors, including overall expenditure; there are clearly too many variables combined in different ways in different situations for this to be possible. Indeed, the relative importance of the individual factors to the quality of work varies between primary, secondary and special schools. However, some points do remain constant. The evidence reveals, as last year, a statistically significant association between satisfactory or better levels of resources and work of sound quality and that above all, the quality of teaching stands out as the dominant factor influencing effective learning in schools.

TEACHERS AND TEACHING QUALITY

Teacher Numbers

31. Having the right number of teachers with the necessary subject and other expertise, suitably deployed, remains the most important contribution to quality in education. Overall, between September 1984 and September 1985 there was a 1.1% reduction from 395,390 to 391,000, in the number of full-time equivalent teachers* employed by local authorities. The number in secondary schools fell by 5,630, while there were increases of 1,175 and 65 teachers employed respectively in primary and special schools. The number of secondary teachers includes teachers employed on specially funded schemes (mainly the TVEI, but also the LAP projects). During this same period the number of pupils fell by just over 135,000 (1.9%): a decrease of 137,200 in secondary and 2,100 in special schools, against an increase of 4,300 in primary schools. The rate at which teacher numbers fell in secondary schools continued to be lower than the rate of decline in pupil numbers. In primary schools the rate of increase in teacher numbers exceeded the rate of increase in pupil numbers.

32. The overall staffing levels for nursery schools were judged satisfactory in 72 LEAs and less than satisfactory in 6; the remaining 18 LEAs do not have separate nursery schools. In relation to primary schools, 75 LEAs (80 last year) were considered to have appropriate overall staffing levels for present needs. In secondary schools, for the 11-16 age range the overall staffing levels were regarded as appropriate for the size and location of schools in 80 LEAs (the same as last year), whereas for the 16-19 age group the corresponding number was 84 LEAs (83 last year). In 93 LEAs the overall staffing levels in special schools were considered satisfactory.

* Full-time equivalent 'teachers' include those in full-time and part-time employment on both permanent and temporary contracts; those on occasional service are not included within this year's figures and those used for comparison purposes.

33. In the large majority of LEAs pupil: teacher ratios (PTRs) in primary, secondary and special schools have not changed by more than 0.5* in either direction compared with those of the previous years. Fourteen LEAs improved their primary school PTRs by amounts ranging from 0.6 to 1.7 while 17 LEAs worsened their PTRs in primary schools by amounts ranging between 0.6 and 1.7; six of the latter joined for the first time the group of 55 LEAs with ratios worse than the average PTR nationally for primary schools, which in September 1985 was 21.7. A further three of the 17 LEAs worsened their PTRs from ones already worse than the average PTR nationally. The variation in primary pupil: teacher ratios in individual LEAs ranged from 14.6:1 to 26.2:1, but in the primary schools visited the range was from 8.0:1 to 37.1:1 (excluding those currently being reorganised).

34. Ten LEAs improved their secondary school PTRs by amounts ranging from 0.6 to 1.1 and seven LEAs worsened their PTRs by amounts ranging from 0.6 to 2.0. Fifty-three LEAs have a less favourable ratio than the present average PTR nationally for secondary schools of all types, which in September 1985 was 16.1:1. However, as in primary schools, there was a wide-variation between LEAs' overall PTRs and between those and the ratios in individual schools. Average secondary school PTRs in LEAs ranged from 13.1:1 to 17.2:1, but in the 11-18 schools visited the range was from 8.5:1 to 19.4:1 while for 11-16 schools visited the range was from 11.9:1 to 35.5:1.

35. For the majority of LEAs PTRs represent a basic planning allocation of teachers which is then supplemented to reflect local policy decisions based on considerations such as the size, location, and curricular needs of schools, and financial constraints. Falling rolls, which are now seriously affecting secondary schools, and the unavoidable difficulties arising from reorganisation, are other considerations which LEAs have to address. In general, LEAs were

* As an example of the effect of PTR changes of this order, a secondary school with 1000 pupils on roll has a staff of 62.1 when the PTR is 16.1:1. A changes of the ratio to 16.6:1 would result in a reduction to 60.2 teachers or a loss of almost 60 teaching periods; a change to 15.6:1 would result in an increase in the staffing establishment to 64.1 and a gain of 60 teaching periods.

judged to take great care in their consultations about final staffing allocations to schools, making known the criteria being used. However, in three LEAs final decisions on staffing allocations rested with the area officers; but in one LEA area officers were using slightly different criteria and thus creating anomalous situations in similarly placed schools. Over one-third of district inspectors drew attention to the beneficial effects on individual schools of the additional teachers appointed as part of the TVEI. In the schools in 13 LEAs extra resources via the TVEI have improved teacher morale and made it possible for teachers to employ teaching methods which increased active pupil participation in the learning. Other effects included enhanced curricular planning and additional opportunities for INSET. However, comment on the 13 LEAs revealed widening disparities in resources between the schools within the TVEI and those not.

36. Various ways of ensuring that staffing levels meet the curricular needs of schools are available to LEAs. Compared with previous years an increased number of LEAs have a policy whereby the number of teachers to be employed in each school is determined in relation to a defined curriculum (curriculum-led staffing). Thirty LEAs reported that they have an agreed curriculum of some kind for their primary schools, of which 25 stated that they appoint teachers with appropriate qualifications to their primary schools to teach this curriculum. For secondary schools, 33 authorities have an agreed curriculum of some kind for the determination of staffing levels and 29 of these reported that they appointed teachers with the necessary subject expertise to teach this curriculum. Of the remaining authorities, almost all make some adjustments to staffing levels in individual primary and secondary schools in an attempt to protect the curriculum. This is common in the case of small schools, or those experiencing an acute and significant decline in roll. Additional staff are also allocated to schools in socially disadvantaged areas and to schools with significant numbers of pupils for whom English is a second language. In the latter case most LEAs make use of the financial arrangements allowed under Section 11 of the 1966 Local Government Act.

37. Despite the increased emphasis being given to curriculum-led staffing and the other devices to protect the curriculum in schools, necessary subject and other expertise was missing from some of the schools visited. In 141 schools (42 primary, 96 secondary and 3 special) subjects or aspects of education had been removed from the curriculum, or their availability much reduced, in the

current academic year as a result of a reduction in teaching staff. In the primary schools remedial support was most commonly affected, followed by music, PE and art. In the secondary schools a total of 22 subjects, in addition to remedial teaching, had been affected. These included, in descending order of frequency, modern languages (usually the second foreign language), music and instrumental tuition, drama, remedial provision, business studies, classics, art, religious education and economics. The pupils most commonly affected by such reductions in the curriculum were the less able (nearly half of all instances), though in one-third of cases it was the more able who were affected. The 11-14 age group was most frequently affected, followed by junior school pupils. In 144 schools where there was a lack of sufficient subject expertise, teaching was taking place out of normal school hours in order to maintain the curriculum. In the primary schools music, PE and games were most commonly involved, while in the secondary schools the subjects most commonly maintained by such arrangements were, in descending order of incidence, music, Latin, computer studies, PE and games and German. Overall, in 374 primary, secondary and special schools visited (about one-quarter) more, or more appropriately qualified, or better deployed, teachers were judged to be needed if the schools were to improve the quality of their present work and develop their curriculum in response to new demands.

38. The problems outlined above were compounded by difficulties in recruiting sufficient teachers in specific subject areas. Seventy-three authorities provided details of 783 posts which they had not been able to fill by September 1985: a 50% increase over the figure provided in September 1984. There were 137 vacancies for mathematics, 129 for science, 95 for CDT, 67 for English, 62 for modern languages, 39 for home economics and 37 for business studies. Other subjects affected were religious education, history, geography and computing. For all the reasons outlined, the match between teachers' initial qualifications and experience and the job they were asked to do was unsatisfactory in a number of schools; in over one-eighth of authorities district inspectors reported an increase in the incidence of non-specialist teaching in schools over the last twelve months.

39. Thus, despite the general appropriateness of staffing levels in the majority of LEAs; overall improving PTRs as a result mainly of unplanned changes

in school rolls; and the claims that curriculum-led staffing policies are increasingly being implemented, there are problems in maintaining and developing a curriculum appropriate to the needs of all pupils. Although the overall number of teachers in the system is probably adequate, they are distributed unevenly - sometimes very unevenly - throughout the system. In some LEAs the teaching force is not always deployed in such a way as to meet the needs of schools; in others there is an absolute shortage of certain subject expertise, exacerbated in some cases by the specific demands of special projects such as the TVEI and the ESG schemes. If schools are to have teachers with the necessary expertise and experience to provide a broad, balanced curriculum for all pupils of all levels of ability, some redeployment will be necessary or, in some cases, more teachers.

QUALITY OF TEACHING

40. Once again, in almost all lessons where the quality of pupils' work was satisfactory or better it was the good quality of teaching which was judged the most important contributor. Conversely, in nearly nine-tenths of the lessons seen where the quality of work was less than satisfactory, the teaching was also less than satisfactory. Overall, the quality of pupils' work was being adversely affected by the quality of teaching in 3,668 lessons (three-tenths of all those seen). One example which illustrates this was a mathematics lesson concerned with ratio. The teacher worked through two examples on the blackboard without asking for any contributions from the pupils, who were then required to copy these into their books. A third example was then given to the pupils to do but none had completed the work by the end of the lesson. The pace of the work was slow and few pupils gained much from the lesson; towards the end pupils' behaviour deteriorated and the noise level got out of control. The unduly didactic approach provided for little involvement of the pupils, and linked to the slow pace, made for a poor quality of the lesson. By way of contrast, in a good physics lesson on wave theory, the pace was brisk, pupils participated in discussion, and practical work reinforced the ideas developed. Pupils were required to identify patterns from demonstration work illustrating the generation of stationary waves using a frequency generator. Using their observations a theoretical expression relating frequency, wavelength and velocity was derived by the pupils. Their response was lively and enthusiastic.

41. The many factors contributing to teaching quality are inter-related and not easily separated. Indeed, some are concerned with the personal qualities of the teacher*. However, those factors most frequently noted were: the match between the teachers' initial qualifications and experience and the tasks they are asked to do; the extent to which the potential of the pupils and their educational needs are carefully identified; the suitability of the teaching styles used; the time available for teachers to plan their work; the level and appropriateness of available resources, and their effective management. All these, together with the quality of leadership at all levels in schools, contributed significantly to teachers' morale and the quality of their teaching. Increased opportunities for INSET, and increased levels of advisory support, were also required for improvements in the quality of teaching.

42. Poor match between teachers' initial qualifications and experience and what they were being called upon to do adversely affected the quality of work in about one-eighth of all the lessons seen. In primary schools the most common problem was of teachers being required to teach age groups for which they were neither trained nor had previous experience of teaching; in some cases this arose directly as a result of deployment without retraining. For example, in one primary school a music session involved songs unsuitable for the majority of the infant pupils; one song had to be abandoned when the teacher realised that almost none of them could read the words. The teacher had not been trained to teach infants and had had little experience of teaching them. There were also lessons where the teachers' initial qualifications and subsequent experience had not provided the necessary subject knowledge and understanding, for example, in science. In the secondary schools, the mismatch was almost exclusively related to the teachers' initial qualifications and experience and the subject they were being asked to teach. For example, in one French lesson the reading of the passage by the teacher and pupils revealed poor accents and the translation into English lacked accuracy. The teacher had studied French as a subsidiary part of his degree and had not included it in his post-graduate training; in five years of teaching French he had received no help and advice. In special schools where only 284 lessons were seen, mismatch

* See "Education Observed 3: Good teachers" for a more detailed analysis of the characteristics of good teachers, HMSO, 1985.

centred on the teachers' lack of the necessary qualifications and the experience required to deal with particular age groups and types of special need.

43. The match was judged appropriate in well over nine-tenths of all the lessons seen where the work was judged satisfactory or better. However, where the work was considered less than satisfactory, mismatch was restricting the quality of teaching and learning in one-third of the lessons in primary and secondary schools. In special schools, mismatch was a contributory factor in almost half the lessons judged less than satisfactory. Overall, in all types of school there was a statistically significant association between work judged less than satisfactory and mismatch between the teacher's qualifications and experience and the work they were undertaking.

44. Systematic and careful identification of the educational needs and potential of pupils are essential first steps in seeking to ensure that the work set is appropriate. Once achieved, and allied to appropriate teaching styles, differentiation of work and careful preparation of lessons, the teaching and learning can both be effective. In almost half the schools or departments visited some work being set was not appropriate to the needs and abilities of the pupils. The failure to identify the educational needs of individual pupils, or teachers' expectations of the pupils' potential being too low, were adversely affecting the quality of some of the work in three-fifths and one-half respectively of all schools visited. In some lessons in over three-fifths of the schools the need to employ a more appropriate range of teaching styles was judged necessary if the teaching and learning were to be more effective.

45. Better preparation of lessons was considered necessary in three-tenths of the schools visited; the problem was proportionately greatest in secondary schools. In over one-third of the primary and secondary schools, and in three-fifths of the special schools visited, the teachers ^{were judged to} require more time for the planning and preparation of lessons. Finally, in 337 schools (one-fifth of the total visited) improvement in the morale of teachers was judged to be necessary if the quality of teaching was to improve; this represents a higher proportion than in previous years.

46. These findings serve only to confirm the complexity of the inter-relationship of the factors which contribute to the quality of teaching. None of these factors - qualifications and experience of teachers, their ability to identify the needs of particular pupils of various ages and abilities, teaching styles, the careful planning of work and teachers' morale - acts independently of any other. All the work in schools can be and was influenced by one or more of them, sometimes in various combinations, whatever the judgement of its quality. However, other factors such as the level and quality of teaching and non-teaching resources, their management and deployment, and the effectiveness of the leadership afforded to schools and departments both influence and are influenced by the quality of teaching.

NON-TEACHING RESOURCES

47. The provision of non-teaching resources by LEAs was assessed by district inspectors under the following heads: non-teaching staff; premises; books, equipment and materials; the advisory service; in-service education and training; and the induction of new teachers. Where insufficient evidence was available, no assessment was made. The comments about the levels, availability and use of these resources were derived from the observations made in schools.

Non-teaching staff

48. The overall provision of classroom ancillaries was judged to be satisfactory or better in 66 LEAs (67 last year), but varied between different phases and aspects; provision was poorest in primary schools where it was less than satisfactory in 42 LEAs. There had been an overall increase in the previous year of about 3% in the number of classroom ancillaries employed; this followed a 5% increase in the year before. While numbers had increased in nursery, primary and special schools, they had decreased in secondary schools. In five LEAs specific reference was made to the fact that the level of provision was insufficient to meet the needs of pupils with special needs in ordinary schools. In almost one-fifth of the primary school lessons seen there were classroom ancillaries at work (this corresponds approximately to the proportion of lessons nationally in which the assistance of non-teaching staff is likely to be available) and in over nine-tenths of these lessons their help was a factor in the work being judged satisfactory or better.

49. From the information available, there was a decrease of about 2% in the number of chartered or unchartered librarians employed in schools; this followed a 1% increase in the previous year. Six LEAs showed an increase in the number employed, 13 LEAs a decrease, and in 42 there had been no change. The provision of librarians in secondary schools was assessed as satisfactory or better in only 18 LEAs and less than satisfactory or poor in 73. Over one-third of district inspectors commented specifically on the effects on school libraries of insufficient librarian support; many are under-developed, under-used and their availability to pupils often restricted.

50. The picture from LEAs of technical/laboratory assistants showed a very slight decrease of less than 1%; this followed an increase of about 2% in the previous year. There had, been however, a 20% increase in the number of technical/laboratory assistants appointed specifically to TVEI schemes; there are now over 160 associated with the TVEI. Overall, 26 LEAs reported increases in the number of technical/laboratory assistants employed, 32 LEAs a decrease, and in 30 LEAs there had been no change; data were not available from the remaining eight LEAs. The provision was judged satisfactory or better in just over half the LEAs and less than satisfactory or poor in the remainder; acceptable provision was made in about six-sevenths of the London authorities, but in only about half the metropolitan districts and shire counties. District inspectors' comments, supported by the evidence from the lessons seen, indicate that the lack of technical assistants in home economics and art was restricting the work being undertaken as was unsatisfactory provision of technical assistants in science and CDT.

51. From the data supplied by 59 LEAs, there was a reduction of 72 (5%) in the number of foreign language assistants in schools between September 1984 and September 1985; 7 authorities recorded increases and 9 decreases. The provision was judged satisfactory or better in 38 LEAs but less than satisfactory in 47.

52. Between September 1984 and September 1985, there was a small overall increase in the number of clerical assistants employed in the schools in the 87 authorities which provided data: no change in nursery schools; 0.2% decrease in primary schools; 0.4% decrease in secondary schools; and a 1.3% increase in special schools. In addition, there was an increase of 35 clerical assistants for TVEI and LAP schemes; overall, 176 are currently employed. Sixty-two LEAs were judged to be making satisfactory or better provision overall (60 last year): 45 LEAs made satisfactory or better provision in nursery schools; 46 in primary; 71 in secondary; and 70 in special schools. The unsatisfactory provision in primary schools results in heads and other teachers having to undertake routine clerical duties, answer telephone calls or receive visitors, all of which disrupt planning and teaching.

53. Additional non-teaching staff were judged necessary to improve the quality of work in about one-sixth of the schools visited.

Premises

54. The total planned expenditure in 1985/86 on the repair, decoration and maintenance of school buildings in 94 LEAs increased in cash terms by 7.5% over the previous year. Fifty-one LEAs budgeted to reduce their expenditure in real terms in 1985/86, four fewer than in last year. In 21 LEAs this reduction followed similar cuts in planned expenditure in 1984/85. In 40 LEAs a higher level of expenditure followed decreases the previous year, while in only 10 LEAs did this year's increase in real terms follow a similar increase in 1984/85. Such a spending pattern illustrates that this head of expenditure continues to show marked fluctuations from year to year. These changes result in part from planned cyclical increases and decreases in expenditure over time but more commonly are a response by authorities to the need to constrain overall spending on education.

55. The present state of repairs in schools was judged to be less than satisfactory or poor in 62 LEAs, a worsening of the already poor position noted in 1984/85. Current plans for maintenance (see paragraph 57) suggest that there may well be further deterioration in the state of repair of many school buildings. Of the 62 LEAs, 21 had increased their level of expenditure while 35 had decreased it in 1984/85. Many LEAs continue to operate a policy of concentrating on major repairs only, leaving aside day-to-day repairs, and well over one-third reported an increasing backlog of work. The major problems identified by LEAs and district inspectors were flat roofs and rotting timber. Attention was also drawn to the age profile of the building stock in a number of authorities and in particular the problems associated with maintaining many older buildings, some of which need replacing or at least extensive modernisation.

56. The present state of decoration in schools was judged to be less than satisfactory or poor in 64 LEAs, almost the same figure as last year. About one-third of authorities stated that they had managed to maintain the planned rolling programme of school decoration. Many others stated that they had found it impossible to implement the planned cycle of decoration. The result was a continued deterioration in the fabric of buildings as the period of neglect increased. In one LEA many schools had not been decorated for over 10 years,

while in another there was to be no internal decoration at all in 1985/86 except for health, safety and hygiene reasons. District inspectors commented upon the impact of poor decoration and the lack of maintenance, which not only adversely affected the morale of teachers and pupils but also made the environment for learning less than seemly. Rotting window frames, cracked walls and flaking plaster are common, but more seriously in one school the gymnasium floor rose and fell as a result of problems with sub-drainage, an inner wall was tied to an outer one as it moved when pushed and there was raw sewage in the drainage gulleys surrounding the gymnasium. By way of contrast the state of decoration in 32 LEAs was judged satisfactory; in 21 of these the improvements owed much to self-help schemes involving parents.

57. The current programme of maintenance was judged to be less than satisfactory or poor in 72 LEAs, seven more than last year. In 58 of these the state of repair was already less than satisfactory. In many LEAs a backlog is building up or increasing; one large shire authority which has £2.3m in its budget has calculated that the backlog of work on routine maintenance would cost £8m, that on meeting 1981 Building Regulations would cost up to £12m, and that on health and safety matters would cost £30m. Fifty-three authorities made specific reference to the incidence of asbestos in their schools and commented upon the cost of removal. From the figures supplied the sums involved ranged from about £50,000 to over £600,000.

58. The provision of appropriate furniture in a sound state of repair was judged less than satisfactory in 45 LEAs; in none was it considered to be good. Visits to schools revealed the adverse effect of poor or unsuitable furniture upon the quality of work; in 1,550 lessons it was being restricted by the poor quality of the furniture (13% of all lessons seen). The problem was proportionately greatest in secondary schools and least in primary schools. The problems mainly centre on furniture which is old and delapidated, desks which are too large or too small for pupils, and furniture which restricts the arrangements possible in classrooms and thus limits the use of varied teaching approaches. To illustrate the problem the geography room in one secondary school contained heavy single and double locker desks. The sloping lids made it difficult to lay out large maps and the heavy, cumbersome desks were difficult to rearrange to support small group work.

59. Sixty LEAs gave details of the sums of money spent on making good damage caused by vandalism and arson in 1984/85. The amounts involved ranged from £7,500 in one LEA to over £2.3m in another; in total the 60 LEAs spent nearly £16m. Proportionately more metropolitan districts were affected by vandalism and arson than shire counties, which in turn were affected more than London boroughs.

60. There was a statistically significant association between the quality of work and the appropriateness of the accommodation available. In well over nine-tenths of all lessons seen in primary, secondary and special schools the quality of the accommodation was influencing for good or ill the quality of work. Poor or unsuitable accommodation was considered to be restricting the quality of work in just over one-fifth of all the lessons seen. In primary schools, poor accommodation was judged to be restricting one-sixth of lessons where the work was considered satisfactory, while nearly three-tenths of lessons where the work was unsatisfactory were similarly affected. For example, in one primary school the main room was full of desks with very limited space for practical activity. The small infant room, used as a reception class was attractively cosy but unsuitable; children as young as four years sit at old fashioned desks with lids, and there is no room for sand, water, a play house, or a quiet reading area. In another school a small group of pupils had to produce their string prints in a corner of the room near a old sink. The work was messy and untidy, not through lack of application, but mainly due to the poor conditions and in particular the limited space within which the materials could be spread out.

61. Even in those secondary schools where the work was considered satisfactory, some one-fifth of lessons were being restricted by poor accommodation, while this fraction rose to nearly one-third for lessons where the work was judged less than satisfactory. Examples included one school where the drama room was a freestanding wooden structure, one end of which was being used as a staff canteen. The building was unsafe and there was doubt about a replacement being provided by the authority. The hut was bare and scruffy, with no black-out and no store-room: just ordinary chairs, a blackboard, and a floor made dirtier each time pupils entered from the muddy paths outside. The limitation this accommodation imposed upon the range and quality of work possible was soon

apparent when teaching began. Another example was a school designated to accept physically handicapped pupils but with no lifts and a many sets of stairs. As the laboratories are not on the ground floor the pupils permanently in wheelchairs (5 out of the 11) were not able to study science in any but a theoretical way.

62. The picture created by the foregoing paragraphs is a cause for concern. Many pupils and teachers are having to work in accommodation which is inappropriate and does not offer a decent working environment. One clear consequence of this is that the quality of work and the standards achieved by pupils are adversely affected. The state of repair of much of the country's school building stock is deteriorating. Long-standing problems, linked to little sustained improvement in recent years, are threatening to make some school buildings almost unusable. This continued neglect constitutes a serious financial problem for the education service. Furthermore, grim, neglected buildings do nothing to stimulate and encourage pupils and teachers to give of their best and raise their levels of achievement or to attract to the teaching profession able and enthusiastic teachers.

Books, Materials and Equipment

63. Twenty-two LEAs had improved their capitation allowances in real terms for primary schools, while twenty-five had reduced them; the comparable figures for secondary schools are 9 and 17 LEAs respectively. In general most LEAs have not changed the items schools have to pay for out of capitation; but five authorities have widened the scope of what is charged to include the cost of television rentals. Nearly three-quarters of LEAs also provide schools with some form of block grant or enhanced financial provision in addition to the per capita allowance for books, equipment and materials; and just over four-fifths of LEAs also make available central funds for curriculum development, some of which are used to purchase books and equipment (see paragraph 82). Given that many schools also use parental contributions to supplement LEA capitation, it is almost impossible to obtain precise information about the total funds available to individual schools (see paragraph 84). However, significant variations continue to exist in the actual per capita allowances made by authorities. For those where the same items have to be purchased from

capitation, the allowance for pupils aged 6+ ranged from £12.80 to £22.13; for 12 year olds from £17.60 to £39.71; and for 16-19 year olds from £29.10 to £55.59.

64. The level of book provision in primary schools was judged satisfactory or better in over four-fifths of LEAs. For the 11-16 and 16-19 age groups the provision was satisfactory or better in nearly three-fifths and nearly four-fifths of LEAs respectively. In special schools book provision was judged satisfactory or better in four-fifths of LEAs. For all age groups provision in 1985/86 was the same or slightly better than in 1984/85. Overall, book provision for the primary, 11-16 and 16-19 age groups in the London authorities was judged better than that in the metropolitan districts or shire counties. In three-quarters of LEAs the schools' library service was considered to be a major contributor to the maintenance of satisfactory levels of book provision in schools. However, in nearly half these LEAs the funds currently available to the library services were not thought sufficient to maintain current levels of support to schools.

65. In nine-tenths of the lessons seen in primary schools where books were in use and the quality of work was judged to be satisfactory, provision was considered appropriate. However, where the work was judged unsatisfactory, over two-fifths of the lessons (8% of all lessons) were being restricted by inadequate or inappropriate book provision. Overall, in about 570 of the lessons seen in primary schools the lack of sufficient or appropriate books was restricting the quality of the work. For example, in one primary school the pupils' topic work and curriculum developments generally were being hindered by a lack of a sufficiently wide range of reference material, while the present reading scheme could not be replaced by a more appropriate one.

66. In over four-fifths of the lessons seen in secondary schools where books were needed or used and the work was judged satisfactory, there was an adequate supply of suitable books. However, in nearly one-quarter of the lessons where the quality of work was less than satisfactory the inadequate number or inappropriateness of the books was a restricting influence. Overall, in almost 900 lessons seen in secondary schools (13% of the total) the quality of the work was being restricted by an inadequate supply or quality of books.

For example, in one school the mathematics department had so few books that the majority of pupils had none and questions were either written on the board or dictated, wasting valuable time. In another school pupils studying physics in the fourth year were encouraged to buy their own textbook; pupils who had been unable to do this had to rely on duplicated notes and were at a some disadvantage.

67. In special schools the inadequate provision of books was restricting the quality of work in one-tenth of all lessons seen. While less than one-eighth of lessons judged satisfactory were affected by inadequate book provision, just over half the lessons judged less than satisfactory were similarly affected. The association between both adequate and helpful book provision and work judged satisfactory, and ^{between} inadequate and restricting book provision and work judged less than satisfactory was significant in all three types of school.

68. Of the factors influencing the judgements that book provision was less than satisfactory the most ~~frequently noted~~ was the intrinsic quality of those available (evident in one-fifth of schools visited). This was followed in descending order by the inadequate number, the limited availability due to poor deployment, and the poor physical condition of the books (the last of these evident in just less than one-tenth of schools). In all types of school it was the quality and the quantity of books which were most commonly referred to. Of the various factors considered likely to enable the quality of the work to be improved, or curriculum change and development to occur, more or more appropriate books were regarded as necessary in three-tenths of all the schools visited; the need was proportionately greatest in secondary schools. The reasons for current inadequacies are listed in paragraph 70.

69. The level of provision of equipment in primary schools was judged to be satisfactory in just over four-fifths of LEAs; and for the 11-16 and 16-19 age groups it was similarly judged in just less than two-thirds and just over three-quarters of LEAs respectively. In special schools provision was judged satisfactory in just over three-quarters of LEAs. Only in special schools has the level of provision not worsened compared with last year. As in the case of book provision, it is work judged less than satisfactory which is more closely associated with insufficient or inappropriate equipment. Of the primary,

secondary and special school lessons which involved the use of equipment, over nine-tenths of those judged satisfactory had adequate supplies of appropriate equipment, while of those lessons assessed as less than satisfactory nearly one-third lacked adequate provision. Examples of inadequacies in equipment and their potential impact upon the quality and range of work include a primary school where there was insufficient equipment for mathematics and science, almost no resources to support work in art and craft, and the PE equipment was inadequate in both supply and condition. In a secondary school the art department had no easels or presses, and only one of the studios had blackout. In the same department pupils also supplied some of the sketchbooks, paper, film and other materials they required. In many other secondary schools the most serious problem was the replacement of ageing, out-dated costly equipment in science, CDT and business studies, to respond to changes in technology.

70. Where lessons were being restricted by the inadequate provision of equipment it was the quantity which was most commonly referred to (in 3% of all schools visited). This was followed by limited availability due to poor deployment or problems caused by split site working, the quality of what was available, and finally the condition of the equipment. The quantity of equipment was most frequently referred to in visits to primary schools; limited availability in secondary schools, and quality in special schools. Of the various factors considered necessary for improvement in the quality of work, and for curriculum change and development, more and better equipment was considered necessary in over one-third of special schools, and one-quarter of both primary and secondary schools visited.

71. Overall provision of stationery and consumable materials for primary schools was assessed as satisfactory or better in over nine-tenths of LEAs, while that for the 16-19 age group was similarly judged in just less than nine-tenths of LEAs. Provision for the 11-16 age group and special schools was considered satisfactory in just over four-fifths of LEAs. These judgements suggest that provision is in general terms better than that of the previous year for all age groups and types of school. In almost all lessons where consumable materials were available or being used in the primary, secondary and special schools visited sound work was associated with satisfactory provision. However, where the work was judged less than satisfactory, almost one-seventh of lessons

in primary schools, one-sixth in secondary, and over one-third in special schools were, for a variety of reasons, restricted by inadequate supplies of consumable materials. In one secondary school many of the CDT materials were obtained from local industry but the nature of what was provided severely limited the work being undertaken, while in another the electronics course was so poorly resourced that pupils purchased some components in order to fund the purchase of other materials required for the course. Where lessons were being restricted by the inadequacy of consumable materials, quantity was the most frequently noted factor (referred to in nearly one-sixth of all schools visited), followed by quality, availability and condition of the materials available.

72. Overall, provision under all three headings (books, equipment and consumable materials) was judged satisfactory in just under two-thirds of LEAs. The London authorities had proportionately better provision than the metropolitan districts and shire counties. Generally, provision for the 11-16 age group was less satisfactory than for primary, special or post-16 pupils. Provision for books was held at its 1984 level but the steady improvements noted since 1981, and much needed by the schools, was not continued. Provision for consumable materials was slightly enhanced, but worsened in the case of equipment. There still remain, however, a substantial number of lessons where the work is less than satisfactory and the provision of teaching resources is inadequate. In many cases where resource provision is sufficient to support the present curriculum and teaching methods, it is not sufficient to enable the school or department to respond to current local and national policy initiatives. The reasons for inadequate provision were not related exclusively to the level of expenditure. In only just over one-tenth of schools was inadequate capitation judged to be the direct cause of shortages. By far the greatest single influence was judged to be the teachers' inadequate identification of pupils' educational needs and potential, which was referred to in over one-third of all schools. This was followed by poor school or departmental management (nearly one-sixth of schools) and the schools' policies (or lack of them).

In-service education and training (INSET)

73. Information provided by 87 LEAs showed that 47 had maintained or increased in real terms the funds available for LEA based in-service training, while in relation to non-LEA courses 49 authorities had maintained or increased funding in real terms. Overall, 29 LEAs had maintained or increased expenditure in real terms on both LEA and non-LEA based INSET (33 last year) while 17 had decreased expenditure on both (19 last year). Eleven authorities had increased expenditure on non-LEA provision at the expense of support for LEA provision, while 7 LEAs had adopted the opposite strategy. About three-fifths of LEAs had other funds available for INSET in addition to those designated specifically for that purpose. In almost all cases the extra funds were under the control of the local advisory service or the inspectorate. Thirty-two LEAs also referred to additional monies available through the TVEI and eight to funds from the LAP projects. Many LEAs made reference to funds available through the ESGs and the TVEI-related INSET scheme (TRIST). The overall provision made by LEAs for all forms of in-service training was judged to be satisfactory or better in 71 LEAs (68 last year).

74. In nearly one-third of all primary and special schools visited, and in nearly half the secondary schools, there was judged to be a need for greater take-up of INSET by teachers if the quality of work was to improve, the curriculum to change and desired development to be possible. For example, in one school no teacher in the mathematics department had attended any INSET provision for five years, while in another school none of the teachers in the French department had taken any further training during their careers. In one-third of all schools visited there was considered to be a need for increased INSET opportunities for teachers. The most commonly identified INSET needs related to teaching methods; management at classroom, departmental and school levels; subject up-dating; assessment techniques; special education needs, particularly in ordinary schools; and improving the teachers' qualifications and experience for the work they are asked to undertake. A further need was to improve liaison and curriculum planning between schools, particularly to assist progression and continuity between educational phases. This need was referred to in one-quarter of all schools visited.

75. In 1985/86 over 3,000 teachers were likely to be seconded for one year and nearly 1,200 for one term courses; complete data from all LEAs was not available so the actual figures are likely to be higher. However, for those LEAs supplying figures, one year and one term secondments had increased by 10% and 5% respectively upon the previous year's figures. In addition, data from 58 LEAs showed a further 3,000 teachers had been seconded to courses provided under the INSET Grants Scheme. Just over one-third of LEAs had made changes in their policies relating to the secondment of teachers; the main changes appeared to be a greater alignment of secondments to the identified needs of the authority and school and a switch to more one term in preference to one year secondments. As already stated, some LEAs have changed the balance of funds made available for different types of INSET, while a particularly significant shift has been to attempt a more careful match of provision with the identified needs of teachers, schools and the LEA's policies. District inspectors of 26 LEAs made specific reference to the emergence of more systematic INSET policies and improved arrangements for the selection and follow-up of teachers. By way of contrast, in 18 LEAs district inspectors commented upon the almost total lack of any clear, coherent policy for INSET.

76. Among the LEAs which had improved their management of INSET one was using school self-evaluation as a means of identifying INSET needs, while in two others all schools were required to produce INSET plans which were then discussed with officers and advisers as a means of arriving at agreed plans for staff development; in one of these LEAs the schools then received funding to implement the agreed programmes. While in a number of LEAs, the money for INSET had been reduced in the last year the quality and extent of the INSET programmes were judged satisfactory in more LEAs than previously (see paragraph 73). This improvement owes much to the better management of INSET and more careful focussing of provision to match needs, both of which have been aided by the INSET Grants Scheme and more recently by the TRIST scheme. However, whatever the quality or extent of the provision, teachers must want to participate and be enabled to do so. Teachers in small primary schools, or in LEAs where the cover for teachers participating in courses has been reduced, were far less willing or able to take advantage of the INSET provided during the school day.

Induction

77. There was an overall increase of about 6% compared with the previous year in the full-time equivalent number of probationary teachers entering the profession in 1985/86. There has been a 35% increase in the number of probationers employed in nursery and primary schools and reductions of 5% and 14% in the numbers employed in secondary and special schools respectively. The number of probationary teachers on temporary contracts decreased in 1985/86 compared with the previous year.

78. Seventy-six LEAs stated that they operated some form of planned induction programme; 42 of these provided release from teaching. Fourteen LEAs require schools to provide structured support programmes for probationers, often in consultation with advisers, but only two authorities provide written guidelines to help schools with this task. In 12 LEAs all schools have to nominate a member of staff as the teacher tutor responsible for the induction programme but in only one LEA are these teachers given training to enable them to fulfill this role. Overall, the provision made for induction was judged satisfactory in 61 LEAs. However, in 14 the quality was said to be extremely variable, being dependent upon the level of support provided by the advisers and the extent of the school-based programme. Particular concern was expressed about the support offered failing probationers, those whose probation had been extended, and those who had been appointed on temporary contracts.

79. In those LEAs operating a planned programme of induction which included release for probationer teachers to attend organised meetings, the time allowed varied from one day per week for the year to two 2-hour sessions per year. A small number of LEAs gave schools with probationary teachers an additional staffing allocation to enable the probationers to have a lightened teaching load; the allocation varies from 0.1 fte to 0.3 fte per probationary teacher. The overall picture to emerge is an unsatisfactory one in which there is often a considerable gap between policy intentions and the actual extent and quality of the support provided for probationary teachers; a much more systematic approach by all involved is required in many cases.

Inspectorate/advisory services

80. Overall, the data from 94 LEAs show that the total number of advisers/inspectors has risen by only three since autumn 1984; this follows an increase of 22 (about 1%) in the previous year. The number of advisers increased in 32 LEAs and decreased in 12; the range was from an increase of six to a decrease of four. The number of unfilled vacancies rose between autumn 1984 and autumn 1985 by 31. The number of advisory teachers has risen by over (43%) since autumn 1984. The range of specialist coverage of the curriculum and phases provided by advisers was judged to be satisfactory or better in just 45 LEAs. Compared with the previous year there has been some improvement in the coverage provided for the primary phase, including early years, for history, for CDT and for modern languages. There were, however, reductions in the specialist cover provided for special needs, humanities, home economics and mathematics. The advisory coverage most commonly identified as missing in authorities was for home economics (in just over one-fifth of LEAs), followed by RE, multi-ethnic matters, business studies, humanities and the primary phase.

81. The level of support provided by the advisory service for schools and teachers was judged to be satisfactory or better in only about three-fifths of LEAs. The main factor affecting the level of support was the proportion of time spent by advisers on matters such as teacher redeployment and school reorganisation. In some LEAs the level of support was reduced and its effectiveness lessened by inadequate leadership and a lack of clear policies for the advisory service's functions; the presence of a chief adviser was generally beneficial in maximising the impact of the service on schools and teachers. In nearly 40% of the schools visited increasing advisory support was judged necessary for improvements in the quality of work and for the support of curriculum change and development.

82. Eighty-one LEAs allocate funds to the advisory service for its use in supporting, among other things, curriculum development, INSET and the purchase of books and equipment. In nearly two-thirds of these authorities the money available is under the direct control of the advisers, while in the remainder it is jointly administered by an LEA officer and advisers. The sums available varied widely: in 11 LEAs each service had up to £20,000, while in 22 LEAs the sums were in excess of £100,000; the maximum was almost £665,000.

PARENTAL AND OTHER CONTRIBUTIONS

83. In 65 LEAs it is the policy to allow schools to use their own discretion about attracting, and using parental and other contributions. Sixteen LEAs oppose the use of contributions to purchase basic items; three LEAs are against schools receiving contributions from parents at all. The amount raised varies considerably both between and within LEAs; some schools receive financial support well in excess of their capitation allowances. While parental and other contributions have long been a feature of schools, the increased scale and range of these have served to widen the differences in the levels of resources available to individual schools.

84. The financial contributions by parents and others are ^{relatively} greater in primary schools than in secondary. Of the 777 primary schools for which information about parental contributions was available, over two-fifths received sums in excess of a third of the capitation allowance provided by the LEA. The contributions ranged from £70 to almost £9,500, the latter to a school whose capitation was under £7,000. Of the 627 secondary schools for which data were available, only 5% received sums in excess of one-third of their capitation allowance. Contributions overall ranged from £50 to £15,000 per year, the latter sum being on top of a capitation allowance of £38,000. In one exceptional case one secondary school received £45,000, which was 25% more than its capitation, though a considerable proportion of this sum came from covenants made by parents. In special schools the parental and other contributions ranged from £20 to £12,000 (in the case of this last school the capitation was £3,050). Schools in the shire counties received proportionately the greatest level of contribution; over one-third of the schools visited received contributions in excess of £6 per pupil, while this was so in about one-fifth of the school in the metropolitan districts and London authorities. Compared with previous years schools in all three types of authority are receiving more contributions from parents than ever before.

85. Parental and other contributions are used to provide or enhance a wide variety of teaching resources and activities. Most commonly the money was used to help towards the cost of educational visits (764 schools), followed by the purchase of computers, audio-visual equipment, library and reference books, PE

and games equipment, school mini-buses, musical instruments, textbooks and reprographic equipment. The most notable change since last year was the increased number of references to parental contributions being used to improve school premises (417 such references). For example, in one school the whole of the first floor was rewired using the funds provided by parents, while in many others the funds were used to provide the materials to redecorate parts of the school.

86. Parents continue to contribute to schools by helping in a variety of ways. Such support was assessed as moderate or substantial in over half the schools visited; primary schools benefited more than secondary or special schools from such help. The support provided included accompanying pupils on school visits, help with reading, games and swimming, ^{and} working in the library. However, the help provided now includes increasingly work concerned with the conversion or decoration of premises. For example, in one primary school some 44 parents assisted with various aspects of the school's work. Their involvement with cookery activities had led to the specialist home economics adviser visiting the school and talking to the parents about ways they could help with such work.

LEADERSHIP, MANAGEMENT AND DEPLOYMENT OF RESOURCES

87. The management and deployment of the teaching force are major challenges at the LEA level, particularly in the context of falling secondary school rolls and school reorganisation, and increasing attention is being given to forms of curriculum-led staffing. Only five LEAs had made enforced redundancies in 1984/85; the remainder either have a policy of no redundancies or have not found it necessary to consider such action. The number of teachers being offered, and accepting early retirement in 1984/85 was over 8,000 for the 90 LEAs for which data were available, about the same figure as in 1983/84. However, the proportion being granted a breakdown pension has increased very slightly over the same period. There has been a reduction in the number of teachers voluntarily redeployed; in the 79 LEAs for which figures were available for both 1983/84 and 1984/85, the totals were about 2,400 and 2,100 respectively. However, the number of teachers involved in directed redeployment has increased; in the 40 LEAs supplying figures a total of 850 teachers were so

redeployed in 1984-85 (an increase of 30% over the previous year). In about half the LEAs the teachers were redeployed within the same phase, while in nearly one-third there had been some movement of teachers between phases; usually this was from secondary to primary. While the number of teachers receiving some form of retraining as part of redeployment has increased slightly the overall picture suggests that such retraining remains fairly limited. Other management priorities include the provision of INSET which is more closely matched to the individuals' and to the service's needs, the continuing review and development of the role of the advisory service, increased attention to forms of curriculum-led staffing, and the continuing response to the Education Act 1981. It appears that more LEAs than previously are addressing these issues in increasingly systematic and effective ways.

88. At the school, departmental and individual teacher level, poor management and leadership were judged to be influencing the quality of work and curriculum change and development in over one-quarter of all schools visited. Where poor or inadequate leadership was evident it adversely affected one or more of the following: the levels of resources; the organisation and planning of the curriculum; the organisation and management of learning by individual teachers; the careful identification of pupils' educational needs; pupils' behaviour; the take-up of INSET and its subsequent impact on teaching and learning; and the morale of teachers.

89. Of the 737 nursery and primary schools visited for which an assessment was possible, some improvements in the leadership provided by the heads was considered necessary in 236. Additionally, more effective leadership by subject co-ordinators was necessary in two-fifths of the primary schools, particularly in relation to their roles in developing schemes of work and acting as consultants to other colleagues. For example, in one primary school there was no agreed policy or curriculum development and no schemes of work existed except for a syllabus for RE. The head did not seek to have any influence on the practice of the other teachers. In a substantial number of primary schools the heads carry heavy teaching loads and subject co-ordinators have little or no non-teaching time, factors which contribute to restricting the quality of leadership.

90. Of the 526 secondary schools visited where an assessment was possible, some improvements in the head's leadership was deemed necessary in 100. Also, improved leadership by some heads of department was regarded as necessary in nearly half the schools. For example, in one science department there were no schemes of work, no policies on assessment, homework and teaching and learning methods. A departmental meeting was timetabled at three-weekly intervals but the head of department had not called one during term. No member of the department had participated for some time in INSET. Of the special schools visited, just under one-fifth were judged to require improved leadership by the head if the quality of the work was to be improved and curriculum development and change successfully introduced.

91. Improved management of existing resources by the head was regarded as necessary in one-sixth of the total number of schools where such an assessment was possible: one-fifth of the primary schools, one-sixth of the secondary, and one-eighth of the special schools. Similar improvements by subject co-ordinators was deemed necessary in primary schools. For example, in one primary school no mathematics equipment was used in the lesson despite the fact that the scheme of work required it. The apparatus was kept in cupboards scattered throughout the building with the result that some children had to go from one wing to another via two staircases and across the hall. Almost one-third of the secondary schools required improved management of resources by one or more of the heads of department, and nearly half required similar improvements by some individual teachers. The most common consequences of such poor management were that the required resources were unavailable when needed, were not readily accessible to the class or teacher, or were under-used.

OVERALL LEVELS OF PROVISION IN SCHOOLS

92. The last two years' reports have included overall assessments of LEAs across all the main aspects of their provision for schools and, separately, in relation to their provision of primary and secondary teaching staff. The same assessments have been made this year, thus allowing some general comparisons across the three year period.

93. In 1985/86 12 LEAs were considered satisfactory or better in relation to all the major aspects of their provision for schools. The equivalent figures for 1984/85 and 1983/84 were 11 and 14 respectively; only six LEAs have been so judged for all of the last three years. Fifty-three LEAs were judged to have satisfactory levels across most aspects of provision; 35 of these have been so judged for the past three years. Thus, 65 LEAs (the same number as last year) had all or a majority of the aspects of their provision judged satisfactory in 1985/86. Thirty-one LEAs were judged to make less than satisfactory provision in a majority of the aspects; in 1984/85 and 1983/84 the figures were 31 and 28 respectively. Nineteen LEAs have been in this position for all three years. As in the previous two years no authority was judged less than satisfactory in all the main aspects of provision.

94. The level of provision of teachers in 69 LEAs was judged to be satisfactory or better in both primary and secondary schools; the figures for 1984/85 and 1983/84 were 74 and 73 respectively. A second group of 15 LEAs (12 in 1984/85 and 14 in 1983/84) had satisfactory staffing levels in either their primary or secondary schools, but not in both; while a third group of 12 LEAs (10 in 1984/85 and 9 in 1983/84) had less than satisfactory staffing levels in both their primary and secondary schools. In general terms the changes this year centre on staffing levels in primary schools; these are less than satisfactory in more LEAs than previously, partly as a result of increasing rolls and partly as a result of the limited specialist subject expertise available in the smaller schools.

95. While the number of teachers is adequate, other aspects are less satisfactory. The provision of certain categories of non-teaching staff (libraries and technical/laboratory assistants) has worsened, the previous year's increase in provision for books has been maintained, that for equipment has decreased, and for consumable materials it has improved. Provision for INSET has improved, and there has been a slight increase in the number of advisers/inspectors. Nonetheless, many of the schools visited were in no position to replace their existing books and equipment nor provide for necessary curriculum changes. The one aspect of provision which shows no sign of improvement is the state of repair, maintenance and decoration of school buildings, where indeed the situation is worsening.

96. These assessments take account of the relatively recent patterns of LEAs' provision. Levels of expenditure alone give no indication of the skill and efficiency with which funds are translated into services and resources, and the way these in turn are managed to secure the highest possible standards of education. What is clear is that good teaching and effective and efficient management together can and do lead to levels of achievement in schools which for a time may overcome resource constraints. But good teaching and high standards of learning cannot be sustained indefinitely by professional commitment and good management alone; they need the provision of sufficient resources.

97. While most LEAs appear to have maintained their overall levels of provision for schools, the baselines which have been established for some of that provision are insufficient to provide the resources necessary for them and their schools to respond successfully to national and local calls for improvements in pupils' achievements and in curriculum planning and development.

FURTHER AND HIGHER EDUCATION

98. In total, 481 visits were made to FHE institutions in England during the autumn term 1985: 90 institutions concerned primarily with advanced further education (AFE) and 391 institutions concerned mainly with non-advanced further education (NAFE). The purpose of the visits varied: 426 were for subject specialist and the remainder for routine general purposes. In addition there were 56 specialist visits to adult education provision and 110 to youth and community provision. The visits to teacher training courses are not included in the above figures as they are dealt with separately in paragraphs 135 to 138.

99. Overall, a total of 2,443 sessions were seen in further and higher education establishments of which three-fifths were lectures, seminars or tutorials and one-third were practical classes. The quality of work was considered satisfactory or better in just over four-fifths of all the sessions seen. The proportion of work judged satisfactory in mainly AFE institutions was slightly higher than that in NAFE institutions. The quality of work did not vary with the mode of study: a similar proportion of work of good quality was observed in full-time and part-time courses. However, as in previous years, the degree of active involvement by students varied according to the various forms of presentation. It was at its lowest in formal lectures and most positive and effective where the students were actively involved in the work, for example in small group or practical sessions. The quality of work seen as part of specific MSC provision was as good as that observed in other NAFE provision.

NON-ADVANCED FURTHER EDUCATION (NAFE)

Staffing

100. Continuing changes in demand and in the composition and needs of the student population, make staffing levels, the match between teachers' qualifications and experience and the demands of the courses, and the deployment of staff the key factors in the management of the service. The levels of staffing for current courses were judged to be at least satisfactory in all but five LEAs. The most frequently used means of reshaping the size, composition deployment of staff are early retirement or voluntary redundancy; only a very

small number of LEAs has had to make enforced redundancies. The number of voluntary redundancies in 1985/86 was about 260, an increase of nearly 80% upon the previous year's figures for the LEAs supplying data. Likewise, there has been a slight increase in the number of early retirements; the total for 65 LEAs was 625, a 3% increase over the previous year.

101. From the evidence of the visits to institutions, most appeared to have managed relatively successfully the challenging task of changing the size and composition of the teaching force in line with the changing pattern of course demand. In only 5% of the visits was the overall number of lecturers in the college or department judged insufficient to meet current needs, while in nearly 10% of the visits the qualifications and the experience of some members of staff were inappropriate for the courses being taught. In over nine-tenths of the sessions seen the match between the lecturers' qualifications and experience and the work being undertaken was satisfactory. Where mismatch occurred it was twice as often associated with work judged less than satisfactory than with that deemed satisfactory. The main INSET needs identified included: the development of more appropriate teaching styles, the up-dating of subject knowledge, increased industrial experience, and improved management, particularly at the level of the individual lecturer and head of department.

Non-Teaching Staff

102. Overall, there was an increase of just over 2% in the total numbers of non-teaching staff employed in NAFE. The increase in administrative and clerical staff was almost 3%, while that for library assistants was 3%, and just over 2% for other categories of non-teaching staff. The only decrease (about 0.5%) was in the number of laboratory technicians. The overall provision of non-teaching staff was satisfactory in over two-thirds of the 88 LEAs for which an assessment was possible. District inspectors most frequently reported shortages of technicians, particularly in the area of computing and micro-electronics, and also of library assistants. For example, in one LEA there were shortages on six major sites which had resulted in students' access to the libraries being restricted. However, the visits revealed that in 42 cases (10% of all visits) non-teaching staff were not deployed to the best effect; the problem often centred on the difficulties of redeploying existing staff from

declining areas of study to newly emerging or expanding courses. The work seen in nearly three-quarters of the classes where non-teaching staff were involved (32% the total seen) was considered to have benefited from the contribution they made, particularly in laboratories and workshops.

103. There was an increase of 6 in the number of full-time FHE advisers and a similar increase in the number of FHE advisory teachers; the overall totals for 1985/86 are 112 and 55 respectively. The overall number of student counsellors and FHE careers advisers increased by under 2%; this follows upon a 5% increase the previous year. The provision of careers advisers and counsellors was judged satisfactory or better in nearly two-thirds of the 82 LEAs for which an assessment was possible.

104. Thirty-seven LEAs reported that they had advisers or inspectors whose sole responsibility was to deal with further education (a total of 112 posts). In addition, seven LEAs had advisory teachers relating to FHE. The provision of FHE advisers was judged to be satisfactory in only just over three-tenths of the 74 LEAs where assessments were possible. The small number of FHE advisers in some and the absence of any in a substantial number of LEAs suggests that neither the authorities nor their colleges have available the detailed, up-to-date range of information necessary to manage the complex FHE system and plan the various changes required of it. In some LEAs the responsibilities of the schools' advisers have been increased to include FHE. However, without the necessary experience and training this is not a particularly successful development.

Equipment and Materials

105. From the data provided, the funds made available by the 78 LEAs in 1985/86 for the replacement and up-dating of equipment amounted to over £55m, an increase of almost 8% in cash terms over the previous year; 55 LEAs have maintained or increased funds available. The provision of equipment was judged to be satisfactory or better in two-thirds of LEAs, a slight improvement upon last year's situation. The main problems continued to be the need to up-date existing capital equipment, and to provide sufficient equipment for teaching in the newer technological areas. Less than one-tenth of LEAs had a rolling

programme for replacing equipment and over one-tenth of LEAs had no policy for the replacement of equipment in their colleges. A large majority had devolved decision-making in these matters and implementation to the individual colleges.

106. Equipment of one sort or another was being used in 1,336 sessions seen in NAFE (70% of the total). In 292 of these (15% of all those seen) the provision of equipment was considered to be restricting the quality of the work. The effects were most severe in sessions where the quality of work was less than satisfactory; more than half these sessions had insufficient or inappropriate equipment. In just over one-quarter of the visits improvements in the quality of work were judged to require additional equipment, a need also identified in about one-eighth of cases where changes were required in the range of courses offered. However, it was not always the lack of equipment which was restricting the work or limiting the scope for improvement. Poor deployment and management of existing equipment and materials was referred to in nearly one-fifth of the visits.

107. The provision of material was judged satisfactory or better in well over four-fifths of LEAs. In the 1,098 classes seen where consumable materials were in use, the work in 159 was being restricted by the quantity or appropriateness of the materials available; sessions where the quality of work was judged less than satisfactory were affected more commonly than those where it was considered satisfactory. In just over one-eighth of the visits where an assessment was possible the provision of consumable materials was considered insufficient to support the development of the existing courses. As with equipment, however, poor deployment and management of existing materials were cited in nearly one-fifth of the visits.

Books and Library Resources

108. Of the 60 LEAs providing data on expenditure on libraries, 47 had maintained or increased spending in cash terms, while 13 reported a decrease in funding. Overall, expenditure amounted to nearly £19m, an increase of almost 6% on the previous year's figure. The library provision was satisfactory or better in just over three-quarters of the 88 LEAs for which a judgement was possible. In one-sixth of LEAs there was an annual library budget, while the majority of

LEAs devolved responsibility for determining the level of expenditure to the individual colleges. In those LEAs with less than satisfactory provision the major problems mentioned were split site colleges which often resulted in an unsatisfactory deployment of library resources and insufficient funding; in two LEAs security arrangements were being reviewed and in one it was said that annual losses of books outstripped what could be bought.

109. Of the 814 sessions seen where class books were in use (43% of the total) the quality of work in one-seventh (121 sessions) was being restricted by insufficient, inappropriate or poor quality books; work judged satisfactory and less than satisfactory was equally affected. Similarly, in one-fifth of the sessions seen where library resources were being used (31% of the total) the quality of the work was being restricted by the inadequate provision; work judged less than satisfactory was proportionately more commonly affected than that deemed satisfactory. The level of provision of library books was judged sufficient to maintain and develop the existing courses in three-quarters of the visits made where such an assessment was possible; the level of non-book library provision was similarly judged in seven-tenths of the visits.

Accommodation and Maintenance

110. Information from 84 LEAs showed that 46 had budgeted to maintain or increase the money available for the repair and maintenance of buildings, while 38 had decreased the funds available. Only nine authorities had rolling programmes for decoration; a further three have had such policies but have had to abandon them this last year. The cycle for decoration ranges from five to ten years. Some authorities, roughly about one-sixth, now attend only to matters relating to health and safety, security or essential work necessary to keep buildings watertight. About one-sixth of LEAs entrust maintenance and decoration of buildings to their architects' departments; a few devolve some budgetary control for decoration and maintenance to the principals and governors of colleges. Data from 35 LEAs revealed that over £835,000 had been spent in 1984/85 repairing damage caused by vandalism and arson; over half of this sum had been spent by one LEA. The current programme of maintenance and decoration was judged to be satisfactory or better in 54 out of 91 LEAs; a slight improvement upon the previous year's situation.

111. Accommodation was judged to be appropriate and helpful to the work in over two-thirds of all sessions seen. For example, in one case the students were taught in a spacious, well equipped and modern room for information technology work; there were sufficient work-stations and printers for the students to work individually. The room also had curtains, new desks, an OHP, and a whiteboard. The room was an ideal base for the work. However, by way of contrast, the laboratories in one college had benches too close together, an assortment of old and inappropriate chairs and stools, and wiring which was old and unsuitable, using 2 amp, round pin plugs. In one laboratory the only fumecupboard was broken, restricting the work possible, and in another there were two autoclaves which were noisy when working and caused the laboratory to become very hot and humid. Overall, the quality of work in some 620 sessions seen in NAFE was being restricted by inappropriate accommodation; the impact was greater on work judged less than satisfactory where over half the sessions were being adversely affected. In one-third of the visits it was judged that improved or additional accommodation was needed if the present courses were to be developed; the quality of the provision was more often criticised than the quantity. While the provision of furniture was satisfactory in over three-quarters of all the classes seen, it was restricting the quality of the work in the remainder.

112. Overall, the provision of staff, accommodation and resources, in terms of both quality and quantity, was considered satisfactory or better in three-quarters or more of LEAs and in a similar proportion of the sessions seen. Thus the vast majority of NAFE continues to be reasonably well provided for in relation to the courses presently offered. Continuing changes in the range and balance of course provision require further up-dating and replacement of equipment to enable students to work on equipment they are likely to find in employment. Further attention to INSET for lecturers is also required, in particular industrial and subject up-dating and pedagogical training, if they are to be prepared to cope with the demands of new or revised courses.

Quality of Work

113. A total of 1,888 sessions were seen in NAFE, in just over four-fifths of which the quality of the provision was judged to be satisfactory or better; the response of students was similarly judged in nearly nine-tenths of the sessions.

The factors considered to be contributing to sound work varied and were often in different combinations in different situations. However, even where the work was satisfactory overall there was often scope for improvement in one or more aspects of provision.

114. Work judged satisfactory was more strongly influenced by non-resource factors than by the levels and quality of the resources. Thus, the strongest influences on the quality of work were the quality of teaching; good match between the lecturer's qualifications and experience and the work being undertaken; the relevance of the content of the sessions linked to student motivation and active involvement in the work; the size of the group; and the good organisation and management of class time. All these were more influential upon the quality of work than the level of provision of resources such as books, equipment, materials and furniture, though there were sessions adversely affected by the inadequacy of one or more of these resources.

115. In work judged less than satisfactory the most commonly identified factor was poor organisation of class time; this was so in nearly three-fifths of such sessions. One example may serve to illustrate some aspects of the problem: the students remained in complete silence except when asked a question requiring a short, simple response: at no time were their views sought. The folders of earlier work confirmed that all activities were over-directed by the teacher and that there was little direct involvement of the students. Further factors associated with less than satisfactory work were, in descending order of importance: unsatisfactory or restricting accommodation (a factor in over half the session deemed unsatisfactory); a lack of relevance of the activity being undertaken; poor motivation of students; inadequate or inappropriate furniture and equipment; mismatch between the lecturers' qualifications and experience and the work being undertaken; an unsatisfactorily wide range of ability within teaching groups; a lack of sufficient, appropriate class books and materials; and the size of the teaching group (too large or too small).

Students' Access to Courses

114. The range, balance and mix of courses provided was judged satisfactory or better in 86 of the 91 LEAs. Where it was less than satisfactory the reasons included the limited range of courses available; inadequate resources for certain types of course; and limitations imposed by inadequate or insufficient accommodation. In one-fifth of authorities the provision was insufficient to meet the known demands of different student groups; there were particular shortages in the places available on catering, business studies, hairdressing and beauty, and NNEB courses. In all but a handful of LEAs the courses offered matched the perceived needs of the local community and employers. In at least one case where this was not so, it was because the needs of industry were not well articulated by employers. While most LEAs encourage their colleges to make appropriate provision to meet the needs of local students, they also make use of courses provided in neighbouring authorities. In 82 LEAs there had been no changes in policy on travel, mode of study and academic choice of students wishing to study outside their home authority. However, six LEAs had placed more restrictions than last year on what they would fund for students' access to courses outside their authority. Often, such changes sought to reduce "out county" expenditure, and make maximum use of the courses provided within the authority.

117. The evidence available from the visits shows that the large majority of the institutions provide students with courses well matched to their age, ability and aptitude. In only one-eighth of the visits was this not the case. The provision was also judged to be consistent with realistic employment opportunities in well over nine-tenths of visits. In those cases where the course were not well matched to educational needs or to local employment opportunities the reasons given included a lack of money and resources, inadequate college or departmental policies, poor organisation and management within colleges, and a lack of effective liaison between local employers and the institutions.

ADVANCED FURTHER EDUCATION (AFE)

118. A total of 90 visits were made to institutions concerned with AFE, and 531 sessions were observed. Over four-fifths of the sessions were lectures, seminars and tutorials, with the remainder being practical based classes. The quality of provision was judged satisfactory or better in over four-fifths of the sessions; in a slightly higher proportion the quality of students' response was similarly judged. The factors contributing to good and poor work were similar to those observed in NAFE; a mixture of resource and non-resource factors with the latter being much more influential than the former. In work judged good the ^{most frequently noted factors} were good match between the lecturers' qualifications and experience and the work being taught; good quality teaching, including a varied range of teaching styles and class organisation; the relevance of the material to the students' needs; high motivation and positive attitudes; and appropriate accommodation. All these were present together in over four-fifths of the sessions judged satisfactory. On the other hand where the work was less than satisfactory the most commonly identified influence was the poor organisation of the teaching and learning; this adversely affected three-fifths of the less than satisfactory sessions. The other factors at work, in descending order were the inappropriate nature of the accommodation, the irrelevance of the material being taught linked to poor motivation of students, insufficient or inadequate equipment and furniture, and poor match between the qualifications and experience of lecturers and the work being taught. The latter was adversely affecting about one-fifths of the sessions where the work was less than satisfactory (3% of all sessions seen).

Resource provision

119. Throughout these sections concerned with resources, staffing and accommodation, assessments of provision by LEAs cover the 43 which have AFE institutions; all proportions are based on this overall number.

120. The level of staffing was judged to be satisfactory or better in all of the LEAs. Of the 30 LEAs providing data on changes in staffing levels, 11 recorded increases, 15 decreases, and 4 maintained the levels of full-time lecturers. The overall full-time equivalent number of part-time staff fell by 14 (over 1%),

while the number of research assistants increased by 62 (11%), all based on the data from 29 and 19 LEAs respectively. In general the match between lecturers' qualifications and experience and the course provision made was good; staff turnover and voluntary early retirement or redundancy schemes have served to make way for new staff. However, there are difficulties of recruitment and shortages of suitably qualified staff; 16 authorities reported unfilled vacancies, most in electronics, information technology, mathematics and computing. Industrial up-dating and pedagogical training were identified as the major INSET needs. In over nine-tenths of the visits it was judged that there were sufficient teaching staff, appropriately qualified and deployed to meet current needs. Where this was not the case the most commonly stated reasons were poor deployment of staff and a lack of particular expertise among lecturers.

121. The provision of non-teaching staff was judged satisfactory or better in over four-fifths of LEAs. There had been decreases in the number of librarians and laboratory technicians employed of 9% and 0.5% respectively, while there were increases of 7% and 2.5% in the numbers of administrative and clerical staff and other groups of non-teaching staff respectively. In the work seen in institutions almost all the sessions involving non-teaching staff had provision which was considered satisfactory and helpful to the work in progress. In only about 2% of visits was the provision of non-teaching staff considered inadequate, though in about 5% of visits the deployment of such staff was less than satisfactory and contributing to some of the difficulties.

122. The provision of consumable materials was judged satisfactory or better in nearly nine-tenths of LEAs. Of the classes observed where consumable materials were being used, provision was satisfactory in quality or quantity in about nine-tenths of the sessions (27% of all sessions seen). However, in one-eighth of the visits the current levels of consumable materials were not thought sufficient to develop further the courses. The overall provision of equipment was satisfactory or better in about four-fifths of LEAs. The main problems centered on the replacement of ageing equipment and the up-dating of modern technological equipment where modern developments were occurring rapidly. The inadequate supply of appropriate equipment was restricting the work in nearly one-tenth of sessions where it was being used (8% of the total); the sessions

judged less than satisfactory were much more seriously affected by such shortages. In nearly one-fifth of the visits the supply of appropriate equipment was considered insufficient to support the development of the courses provided.

123. The provision made for libraries was judged to be satisfactory or better in over four-fifths of LEAs. Of the classes seen, almost all those making use of library resources were considered to have sufficient, quality provision. Similarly, in almost all visits the supply of library resources was judged sufficient and appropriate to support the development of existing courses.

124. The current state of repair and decoration of AFE institutions was satisfactory or better in over three-quarters of LEAs. Poor or limited accommodation was restricting the quality of the work in nearly one-quarter of all sessions seen; the problem was more commonly associated with work judged less than satisfactory, but sound work also suffered. The major difficulties related to inadequate space for the size of group or rooms lacking the necessary facilities or services.

125. Overall, the quality of teaching and levels of provision of teaching and non-teaching staff and resources were satisfactory in the vast majority of ^{the} AFE institutions. ^{visited} Thus AFE appears well provided for both to meet present demands and to respond to the development of new courses, more so than NAFE though this too has few if any significant problems. The most significant improvement needed in AFE was in the management and deployment of teaching staff and resources; the former was judged less than satisfactory in one-eighth of visits and the latter in nearly one-fifth.

IN-SERVICE EDUCATION IN FHE

126. Information from 82 LEAs revealed an overall increase of 8% from the previous year in the funds available for INSET in NAFE and AFE together; 65 authorities had increased the money available, and 10 had decreased it. Moreover, this overall increase was exclusive of the INSET Grants Scheme, the take-up of which had also increased, and of funds made available by the colleges themselves from their overall grant. In 1985/86 nearly 630 lecturers were seconded for one-year or more and about 500 for one term courses, increases of 25% and 40% respectively over last year's figures. There is also a considerable amount of day release for INSET, particularly for the Certificate of Education (FE) qualification. The number of lecturers seconded under the INSET Grants Scheme increased in 1985/86 by over 700 compared with 1984/85. Over four-fifths of LEAs reported no change in the emphases of their overall policy on INSET; of those who did the large majority indicated an increase in secondments to industry and commerce.

127. The provision for INSET was judged to be satisfactory or better in 67 of the 87 LEAs where an assessment was possible. In 16 LEAs the courses provided under the Grants Scheme were said to be having discernible, positive effects in institutions. In 19 others the extent and quality of college based INSET were both considered sound although the willingness of staff to make full use of the opportunities was said to be variable, with many lecturers not participating at all. Where provision was less than satisfactory, the reasons given included inadequate finance, an absence of overall LEA and individual college policies for staff development and inadequate management.

128. In one-third of the NAFE and AFE institutions visited the INSET available was considered less than satisfactory. The situation was proportionately more marked in NAFE than in AFE institutions. In approximately one-eighth of the visits improvements in the quality of the work or development of the existing courses were not considered likely without appropriate INSET and active involvement in it by the relevant lecturers.

ADULT EDUCATION

129. A total of 56 specialist visits were made to adult education provision; 21 were to direct grant funded courses, and 35 to various forms of LEA funded provision. A total of 209 classes was observed in the course of the visits. In itself this represents a substantial increase over previous years in the information available for this report. However, it is not sufficient to permit a detailed commentary to be provided or any firm statistical conclusions to be drawn. Overall, in about four-fifths of LEAs the extent and range of adult education provision were judged satisfactory.

130. Information from 70 LEAs reveals that 49 of them have experienced increases in enrolments to adult education classes whether held in FHE establishments or in separate institutes; the demand for day-time provision has increased in particular. There has also been an overall increase in the take-up of full cost and PICKUP courses; here the increased demand is more for part-time rather than full-time provision. Of the 58 LEAs providing information on their levels of staffing for adult education, 16 had reduced them by between 1% and 31%; overall there has been a small reduction in staffing numbers of about 1%. The levels of staffing were judged satisfactory in nine-tenths of LEAs. In those cases where it was deemed less than satisfactory the main reason was that staff, particularly schoolteachers, lacked the necessary training experience to enable them successfully to respond to the different needs of adults. Non-teaching staffing levels were judged satisfactory in just over two-thirds of the 77 LEAs where an assessment was possible. The accommodation provided for adult education was judged satisfactory in nearly two-thirds of the 73 LEAs on which information was available, while provision for books, equipment and materials was judged to be satisfactory or better in about four-fifths of the LEAs where an assessment was possible.

131. Information from the visits to specialist adult education provision revealed that the quality of work seen was judged satisfactory in over four-fifths of the classes. The factors contributing to making work less than satisfactory included: inadequately trained teaching staff; inappropriate teaching methods; unsuitable accommodation; and insufficient or inappropriate resources. By far the most important influence was the quality of the teaching

staff and their planning and delivery of work. In well over a quarter of the LEA funded classes the part-time tutors were inadequately trained to deal with adult education classes; this showed in poor organisation of time, too little class involvement, and a poor match between the needs and abilities of the adults and the provision made. In just less than a quarter of classes the accommodation was restricting the work: rooms were too small, contained inappropriate furniture or were not easily accessible to those in wheelchairs. The changes needed to improve the quality of work and develop the provision included: increased staff training; more appropriate resources, including better produced teaching aids; and a reconsideration of the range of adult education provision.

YOUTH AND COMMUNITY PROVISION

132. A total of 110 specialist visits were made to youth and community provision; 71 of these were to statutory agencies maintained by the local authorities. Overall, visits were made in only 21 of the 96 LEAs, and so the evidence does not permit general conclusions to be drawn.

133. The overall provision for youth and community work was judged satisfactory in just over three-quarters of LEAs. The main shortcomings identified were inadequate provision for the young unemployed and for ethnic minorities. The large majority of LEAs reported no significant changes in the levels of either full- or part-time staff. In nearly nine-tenths of LEAs where an assessment was possible, the level of staffing was judged satisfactory. The provision of non-teaching staff was considered satisfactory in nearly three-quarters of the LEAs where an assessment was possible, while the provision of books, equipment and materials was judged satisfactory in about seven-tenths of LEAs. The appropriateness of the accommodation used for youth and community work was considered satisfactory in only just over half the LEAs where sufficient information was available; this is a worse situation than revealed in last year's report.

134. Overall, in just over three-quarters of the sessions seen the quality of work was judged satisfactory or better; the majority of work seen was recreational or activity oriented. In only two-thirds of the visits was the

quality of resource provision considered satisfactory, while the accommodation was judged satisfactory in over four-fifths of the visits. The factors most commonly associated with work judged less than satisfactory included inadequate training of staff to work with young people, poor management, and inadequate resources. In the majority of visits there was little evidence of any wider community involvement in the work, while in nearly two-thirds of the visits the provision was more oriented towards the needs of boys than to those of girls and young women. Development of youth work provision and the funds to make this possible were judged necessary if more of it was better to meet the needs of young people facing new and changing circumstances, dominant among these being unemployment, solvent and drug abuse, and homelessness. It was mismatch between provision and needs such as this which revealed the need for more systematic staff development, improved management and the setting of achievable goals, all of which would improve the overall quality of the service. However, in some areas of the country improvements would require enhancement of already over-stretched resources.

TEACHER TRAINING

135. A total of 30 visits were made during the calendar year to 13 maintained institutions concerned with teacher training: 21 to polytechnics and 9 to colleges of higher education. Of the 119 sessions observed, over four-fifths were judged generally satisfactory. Given the limited baseline of data this year no separate analyses have been made of work in the different types of institution nor between that concerned with the postgraduate certificate of education (PGCE) and the Bachelor of Education (BEd) degree courses.

136. In nine-tenths of the sessions there was a good match between the qualifications and experience of the lectures and the work they were undertaking. Mismatch most often arose from the tutors' lack of appropriate and recent experience of teaching, especially in primary schools. As in schools and in NAFE and in AFE generally, it was the quality of teaching which most commonly influenced the quality of the work. In over one-sixth of all sessions seen the quality of teaching was judged to be less than satisfactory. The reasons varied and were often closely inter-related, but included inappropriate teaching styles, the lecturers' lack of recent experience of schools, a lack of pace

linked to poor perceptions of students' abilities and potential, and poor organisation of the work. Such inadequacies in the teaching models being presented to intending teachers point to the need for carefully planned staff development policies based on clearly identified professional needs; all linked to careful monitoring of the standards being achieved.

137. In general the provision of most types of resources was judged adequate. The one resource factor most commonly restricting the quality of work was the appropriateness of the accommodation. In just over one-eighth of the sessions the accommodation was adversely affecting the quality of the work; usually because it was inappropriate for the work being undertaken. The only other resource factor adversely influencing the quality of work was the supply of equipment; this was inadequate in almost one-seventh of the sessions. The problem was commonly one of the equipment being in need of replacement or insufficient in quantity to allow small groups and individual students the use of the items.

138. Over four-fifths of the institutions visited were considered to be organisationally and professionally well placed to bring about change and development of the work in relation to changing demands. However, improved management and deployment of resources, further professional development of staff, improved accommodation and enhanced resources were considered necessary if improvements in the overall quality of entrants to the teaching profession were to be achieved and the institutions were to be well placed to contribute to INSET for practising teachers.