

of And
but

(1)

This initiative
worked out
enough to put
it before any

Prime Minister

PRIME MINISTER

Agree that this

paper should be discussed
at an early E meeting?

TRAINING COLLEGES

~~subject~~ committee
of which we must
have an ad hoc meeting

Twenty years ago technical schools were abolished in Britain. Since
then complaints from employers about the employability of school
leavers have greatly increased. It was a mistake which was not
copied by our successful industrial competitors. *MS 2/11*

Next year YTS will be introduced to give basic industrial and
commercial skills, as well as remedial education, to most of our
young school leavers. It is an expensive programme but necessary. *David Young*

Now from personal discussions between Keith Joseph, myself and
David Young has emerged an idea for an initiative to restore
technical and vocational education as a prime force in the
educational system. The initiative is outlined in the attached
paper.

Such a change cannot be brought about from within the educational
system which destroyed technical schools, degraded many fine
Institutes of Technology into expensive sub-standard universities
and has shown little sympathy to or understanding of commerce,
industry or the process of wealth creation. A sharp highly
focussed shock is needed to act as a catalyst to bring about
change. Attempts to initiate the changes needed from within the
system will be muffled by inertia, frustrated by a refusal to act
without vast new cash resources, and by the fact that the
Secretary of State for Education and Science is deprived of any
power of direct action.

The paper shows how these problems might be overcome by the
establishment of a small number of Training Colleges whose
popularity and success would force the established system to
emulate their example. We can do this by using our existing
legal power to act directly in this way through the agency of the
Manpower Services Commission under David Young's chairmanship.



We cannot estimate costs firmly at this stage, but on the basis of MSC experience in this area the gross costs in a full year of ten of these colleges when fully operational might be around £25 million. The net additional expenditure would be substantially less when offset by what would otherwise have been spent on the young people. The 1983-84 costs should be under £7 million and, although there will also be some initial capital costs, these should be low if education authorities and employers cooperate in the use of existing accommodation and equipment.

Keith and I think this could be a real breakthrough and, if we are to get these colleges operational from next September, we must start the process immediately. With Keith's approval therefore I propose to put the attached paper to E (or to whichever group you think appropriate) to seek early authority for Keith and I to move to the next stage, which is to announce the intended programme, to appoint the key manager and to establish the arrangements for the operation of these colleges from next September.

The programme is novel and the timing is very tight. Do you agree that we should circulate this paper for decision by colleagues at an early meeting?

I am sending a copy of this minute and its enclosure to Keith Joseph who favours this initiative and is sending to you a minute of his own; and to Geoffrey Howe to whom I have outlined what I have in mind.

NT

Secretary of State for Employment

2 November 1982

G/A
2/2

DRAFT PAPER FOR COLLEAGUES

TRAINING COLLEGES

Memorandum by the Secretary of State for Employment

This country, almost alone amongst industrialised nations, abolished its technical schools nearly 20 years ago. This paper outlines a project designed to serve as a catalyst to encourage the educational sector to restore technical and vocational education as a prime force in the school system.

I propose to ask the Manpower Services Commission to establish from September 1983 in each of the seven regions of England and in Scotland and in Wales at least one training college to provide a four year course, commencing at 14 years, of full time technical, vocational and general education. The course would lead to certification by City and Guilds, TEC and BEC (or their Scottish equivalents) in a variety of skills ranging from manual trades to computer sciences. The courses would provide full time education in the first year, some work experience during the second year (both years being in the period of compulsory education) and during the final two years a sandwich course, using outside employers, to provide relevant work experience.

The purpose of each training college, and, of the programme as a whole, would be to explore and expose, particularly to the schools, the value of vocational education to young people, to employers and to the local community; methods of organising, delivering, managing and resourcing such a project in any locality; and the

kind of programmes, curriculum and pedagogy required for successful operation of such a project.

We propose initially to establish up to ten such training colleges, each catering eventually for up to 1,000 students of age 14 to 18, representing the full range of academic ability levels. We propose to do this through the agency of the Manpower Services Commission which has powers under the Employment and Training Act, 1973 to make arrangements to assist persons to train for employment suitable for their ages and capacities. "Training" in this context includes any education with a view to employment and the powers are not limited to any particular age. So provided that we ensure that the syllabus in the compulsory school years accords with the 1944 Education Act, we can see no statutory obstacle.

There are certain points of key importance in operating the project. The number of places offered must relate to prospective labour market opportunities, especially local ones; substantial periods of practical work experience must be an integral part of the course; the focus must be on practical applications of knowledge and skills and not "academic"; and the skills and experience acquired must relate to tomorrow's requirements, not yesterday's.

The programme is bound to evoke a mixed response. We can expect employers, parents and young people to welcome the programme. So will some amongst the education professions, though others will feel deeply threatened by it. The education authorities seem generally bound to be hostile, seeing in the programme a further step towards central control of curriculum and funding of education.

We can maximise support by not making the mistake of being too prescriptive about the forms and organisation of the project in any locality. Criteria and guidelines for the proper operation of the project must be determined nationally, but how exactly a project is run (and hence its design) and who should be involved and how should be left for local determination. In particular, employers must be involved in the design, delivery and management of the project and, we hope, in the funding of it, in cash or kind.

Organisation

The project will be the management responsibility of the Chairman of the MSC who will establish a national steering group. He will also establish under MSC aegis a small high calibre team at national level to design the programme, establish the system for running the individual colleges, determine funding for individual projects and monitor progress. Local chairman and project organisers will be appointed for each project.

Timing

We want to get these initial colleges open in September 1983 for the first intake of 14 year olds. To attain this we must start immediately. The first steps are an early announcement this month of our intention to mount the project; recruitment of an outstanding person from the education and training sector to head the national management team; and selection of and approach to promising localities for establishment of colleges where chances of success are enhanced by the presence of local leaders, an

education authority and local firms and individuals who are likely to make a success of a project. If we are to open doors to the first students on 1 September next we must by the end of this year have identified our localities and have in place chairmen and local project organisers for each.

Funding

Places will be open to all 14 year olds who wish to apply, (though if people in particular cases want to set up the college, with a wider age provision from the start, we would like to encourage them to do so). There will be no special student support other than allowances already available to families and to those young people who qualify for them. We envisage an annual specific grant to each project with continuity of funding guaranteed for five years. Contributions from LEAs, employers or other sources, in cash or kind, will be invited.

Firm cost estimates cannot be made at this stage. However, all pupils would otherwise have benefitted from 2 years at school and most from one year on YTS. The recurrent cost is likely to be above the average cost per secondary school places pre-16 (£1,100 a year) and above the average cost of a FE place later; and I have assumed £2,000 a place pre-16 and £3,000 post 16. On the assumption that there would eventually be 1,000 students in each college, the annual grant necessary for each might be £2½ million when fully operational, making some £25 million for the annual cost of a programme of 10 colleges. The recurrent costs in the financial year 1983-84 when the colleges will probably cater solely for 14 year olds and for only part of the year should

be under £7 million. There will also be some initial capital expenditure, but these costs should be low (£10 million perhaps) if the local education authority and employers co-operate in the use of existing accommodation and equipment.

The net additional expenditure should be substantially less than these figures, particularly when account is taken of the numbers of post-16 students who would otherwise be on the Youth Training Scheme. We would hope that there might also be some contribution on the equipment side from the DI micro-technology programme.

Conclusion

I see no way in which a change of this kind can be brought about from within the educational system. The educational establishment have consistently failed to recognise the importance to the nation of providing a proper system of vocational training in school and have shown little sympathy to or understanding of commerce, industry or the process of wealth creation. Only by seizing the initiative ourselves in this way can we hope to galvanise them into remedying their own deficiencies.

I accordingly invite my colleagues to agree to my undertaking, with the Secretary of State for Education, this new initiative on the basis described in this paper and to our making an immediate announcement of our intention.

SECRET



Education

3

10 DOWNING STREET

From the Private Secretary

8 November 1982

@

TRAINING COLLEGES

The Prime Minister was grateful for your Secretary of State's minute of 2 November about launching an initiative to restore technical and vocational education as a prime force in the educational system. She also saw Sir Keith Joseph's minute on the same subject.

The Prime Minister thinks that these ideas are not yet sufficiently worked out to be able to be put before a Cabinet Committee. She has suggested that a small group of Ministers should meet to discuss these proposals, and we have arranged that a meeting - which would involve the Chancellor of the Exchequer, as well as the Secretaries of State for Education and Employment - should take place here tomorrow at 1615 hours. *

I am sending a copy of this letter to Margaret O'Mara (HM Treasury) and Imogen Wilde (Education and Science).

M. C. SCHOLAR

* postponed

Barnaby Shaw, Esq.,
Department of Employment.

Col Am
2/11

PRIME MINISTER

Prime Minister

MS 2/11

THE DAVID YOUNG PROPOSAL

1 Because I believe that choice benefits the customer, I very much favour the David Young initiative.

2 I set out below some comments on it. I have not so far sought advice in my Department on the basis required for a proper consideration of this proposal.

3 But good as I believe the results could be, the success of this proposal depends on how we can galvanise what is a providers' oligopoly:- 97 local education authorities in England, plus the churches and other voluntary bodies and the independent schools. A new type of provider is proposed to compete with the existing ones - the direct agent of a Crown body: the institutions will be "Crown Colleges".

The Likely Reaction of the World of Education

4 This Government in general and I in particular are seen as destroyers of educational quality: no matter how often we explain that effectiveness in education cannot be measured by money spent, that motivation of the child, support at home, the skill and character of teachers and head teachers and the curriculum provided can be more important than money, spokesmen of education and those who heed them clamour that more money is needed than we are planning to provide.

5 We are moreover - and I in particular - already heavily criticised for abdicating responsibility for the over 16s in favour of the MSC. This further MSC initiative will be taken as an outrage: LEAs and schools will say that many of them are eager to provide technical education if only they were given the money. In fact some LEAs - notably Coventry - have got their schools to do it, sometimes with the help of MSC money.

6 Rather different considerations apply pre-16 and post-16. Technical education is generally quite efficiently available post-16 in FE colleges. The real question is what new is to be offered pre-16 (which is not to

say that, if one introduced a new type of institution pre-16, it should not take youngsters through to 18).

7 In fact maintained schools today are seen - not I believe unfairly - as catering reasonably effectively for those with academic potential but as offering ill preparation in terms of character, attitudes and skill for work and for living.

Technical Curriculum Initiatives at DES

8 From early days here I judged the generally academic nature of the secondary school curriculum unsuitable for about 40% of the children.

9 My recent announcement that we sought a more suitable curriculum for this 40% has been widely welcomed: the provision of an extra £2m per annum for selective development projects for this purpose has attracted bids from no less than 60% of the LEAs. Out of this initiative strong technical streams should emerge in more of our comprehensives, and gradually a more suitable curriculum will no doubt evolve.

10 My pursuit of new arrangements for full-time prevocational courses in schools or colleges for the first year post-16 is also a step towards technical education for those below 'A' level standard.

The First Problem is Financial

11 No part of what I have said so far reduces the case for the initiative proposed by David Young. But there is a problem. If the MSC is given public money per pupil greater than that available to the LEAs there will be intensified outrage; and we risk losing the galvanising effect because the schools will not be able to reproduce the conditions which make the Crown Colleges successful. Crown College places will cost much more than LEA school places - rough figures in the Annex.

12 So to put the schools into the same league on resources as the Crown College could be very expensive. With an extra £200-300m a year (plus some capital expenditure) - assuming an extra £500 per pupil in the last 2 compulsory years - one would have enough to do so for a

significant proportion - perhaps a half - of secondary schools, but not for all.

13 David Young suggests that about half the cost of Crown Colleges would have fallen on the Education budget. I could not agree to such a transfer. His initiative may attract new students post-16; Crown College unit costs are higher; and most of the school and FE places which become vacant could probably not be taken out of use and their full cost saved.

14 I strongly believe that a move towards a technical curriculum is needed. I welcome the David Young initiative. I believe that the intensified odium which it will arouse in the world of education is unavoidable if no extra finance is made available to allow LEAs to compete with the MSC. A paper on an important element of educational policy - wider parental choice via vouchers and open enrolment - will reach you shortly. It will be necessary to weigh that proposal's claims on public expenditure (perhaps £10m rising to £50m for pilot projects in the first 5 years, with much larger sums if a national scheme is adopted) alongside those of David Young's initiative and the consequences for the existing State system. Such extra spending is, I believe, needed on grounds of freedom of choice and quality of education.

15 I repeat that if we release MSC - as I am in favour of doing - and do not equip the LEAs to compete, we shall harvest some very real resentment on top of the resentment that will unavoidably be caused by allowing the MSC to poach further on what the world of education regards - wrongly in my view but very sincerely - as theirs.

A More Acceptable Way of Action

16 We could partly disarm resentment by announcing a pilot technical education programme, half within the education system with specific grant (for which I would need a new power) to LEA schools from among those already working on these lines and who bid for the opportunity and half from the MSC.

How Widely Will the Colleges Catch on?

17 There is a problem of securing parental support for Crown Colleges. The paper refers to "all abilities". What is crucial is the attitude

of employers. Parents heed what they think employers want. Employers say that they want broadly rather than vocationally educated young people, well motivated, co-operative, adaptable, and with self-discipline. They seem to value 'O' levels. If the Crown Colleges came to be regarded as inferior in general education, they would fail.

18 Moreover, the age range proposed reaches beyond the compulsory education period. Parents may well say that:

- a If the child decides to leave at 16 he or she should have had the chance to take 'O' levels or CSE; and that
- b if the child stays on voluntarily from 16 to 18 he or she might as well seek 'O' and perhaps 'A' levels rather than, or in addition, to BEC, TEC or CGLI.

Some TEC and BEC qualifications at the approximate level of 'A' level permit entry to some higher education institutions. But other higher education institutions insist on 'A' levels plus certain 'O' levels.

19 The Crown Colleges would have to compete with the present apparently more flexible options of seeking 'O' levels and CSEs at school and then TEC, BEC or CGLI at further education colleges.

20 The Annex draws attention to considerations to be satisfied by the new colleges.

Conclusion

21 I repeat my support of David Young's initiative. But placing it outside the present education system creates difficulties which must be overcome if it is to achieve its galvanising purpose. In paragraphs 12 and 16 I have suggested alternative ways forward.

22 I am copying this minute and the note attached to Geoffrey Howe and Norman Tebbit.

KJ

November 1982

CROWN COLLEGES

1 The proposed colleges would span the last 2 years of compulsory full-time education (which are normally spent at a school) and the 2 years post-16 (which those in full-time education now normally spend either at a school or at a FE college). Different legal and practical considerations apply to these two tranches.

2 Since the MSC is a Crown body, the proposed colleges would not be subject to the provisions of the Education Acts which govern schools or other educational establishments. For example, they would not be subject to inspection by HMI or to regulations made by the Secretary of State in respect of schools.

3 But when the Crown is exempt from a statute, the Government normally acts in the spirit of the statute in relation to the exempted area. Arguably the Crown colleges would voluntarily submit themselves to inspection by HMI and would require a level of competence and qualifications in their teaching staff which, duly allowing for the colleges' special character, was consistent with the corresponding requirements for schools or colleges in the State sector. Crown Colleges would have great freedom to offer what might attract parents. But because they would be provided and financed by the State, people would expect the State to try to secure certain standards, for example in relation to teacher qualifications. Inspection by HMI is post hoc, and thus not a guarantee of initial standards.

4 It would also be necessary to ensure that the Crown Colleges enabled the parent to meet his statutory duty to ensure that his child of compulsory school age received efficient full-time education suitable to his age, ability and aptitude. A LEA which, whether for political or educational reasons, took the view that a Crown College's curriculum was inadequate for this purpose might start school attendance order proceedings against the parents, and the adequacy of the curriculum could then become the subject of legal proceedings.

5 Not only are the functions of the MSC performed on behalf of the Crown, but also its legal relationship with the Secretary of State (for Employment) is a very close one. It is under a statutory duty to ensure that its activities are in accordance with proposals submitted to the

Secretary of State and approved by him, with or without modifications. And the Secretary of State is empowered at any time to give the MSC such directions as he thinks fit with respect to its functions. This relationship is so close that Crown Colleges would almost certainly be regarded as central government institutions and PQs could easily be drafted in terms which would result in the Secretary of State in effect becoming answerable in Parliament for Crown Colleges.

6 Crown Colleges would be selective. The selection arrangements would need to be fair and seen to be so. It would not be easy to achieve this, given the desired outcome over the whole ability range, and the significance of the location of each college, coupled with the absence of special financial support for poorer students.

7 The average cost per secondary pupil aged 11-16 in the State schools is now about £1,100 a year. The average cost of a full-time student doing technical studies in a FE college is of the order of £2,500 a year. The cost per pupil aged 14-16 of introducing the Crown College curriculum would work out at somewhere between these 2 figures. The cost per older student in a Crown College could be higher than the average corresponding cost per student in a FE college, because the Crown College is to cater for a wider range, as well as for smaller numbers, of technical students than the average FE college.

1-2 NOV 1962

11 12 1
9 2
8 3
7 4
6 5



PRIME MINISTERTRAINING COLLEGES

We agree with the Secretary of State for Employment's assessment that there is a great need for technical schools rather like those which were either abolished or traded 20 years ago. Some evidence of the demand for this sort of education is evinced by the rise of many private schools of computer science, electronic maintenance and engineering, etc. But the private sector has been limited by the fact that there is no tax deductibility for fees. So there has been much too little straightforward technical education.

The Secretary of State argues that we should set up some technical colleges under the aegis of the Manpower Services Commission, as a demonstration project. This can be done quickly and outside the establishment hierarchy of the DES.

The advantage of using the MSC is that it is quite apart from the bureaucracy of the existing education system. It would avoid the corrupting influence of many LEAs and it would avoid the pseudo-intellectualism of the universities. There would be the opportunity to set up a management system which would energetically push the projects along and make sure they achieve their objectives.

The MSC is by no means an ideal body. One would prefer that the trade union involvement be much smaller and the industrial participation much greater. Perhaps this can be specified in the terms of the administrative structure used, but at least it should be closely monitored.

Although MSC is by no means ideal, all the alternative possible aegises are clearly worse. The local education authorities would be quite inept and probably disastrous. The Department of Industry would not be an appropriate agency and would be unlikely to perform as well as the MSC. The Department of Education and Science would find it very difficult to do anything outside its normal constraints.

/Conclusion

Conclusion

Our general view is then that the MSC initiative is worth further investigation. We would think it is worthwhile insisting that the trade unions have only a minor role in this development. Close participation with local industry is essential, and this should be one of the basic criteria for support. We believe also it would be wise to have some central control on the curricula.

With all these conditions, however, we suggest that the MSC initiative should be supported.

9 November 1982

FERDINAND MOUNT

ALAN WALTERS

Copy please to Ian Gow
Mrs 28/10

CONFIDENTIAL cc J.V.



Michael Education
Do you have
the copy for
law? Jess
28/10

Caxton House Tothill Street London SW1H 9N&F
Telephone Direct Line 01-213.....6400.....
Switchboard 01-213 3000

Michael Scholar Esq
(Home Affairs)
Private Secretary
Prime Minister's Office
10 Downing Street
LONDON
SW1

DA

25 October 1982

Dear Michael
TRAINING COLLEGES

The attached paper by David Young, Chairman of the Manpower Services Commission, is intended to serve as a basis for discussion with the Prime Minister, Sir Keith Joseph and my Secretary of State. Mr Tebbit tells me that he mentioned the idea of a discussion to the Prime Minister on 14 October.

The proposal in this paper has been discussed in broad terms with Sir Keith Joseph and Mr Tebbit, and I believe it has their backing.

I am copying this with the attachment to Ian Gow, and without the attachment to Imogen Wilde at DES and David Vere at the MSC. My Secretary of State would be grateful if circulation of this paper could be kept very restricted for the meantime.

Yours sincerely

Baroness Shaw

J B SHAW
Principal Private Secretary

CONFIDENTIAL

TRAINING COLLEGES

Introduction

1. This country, almost alone amongst the industrialised nations of the world, abolished its technical schools nearly 20 years ago. This paper outlines a project designed to serve as a catalyst for change, designed to encourage the educational sector to restore technical and vocational education as a prime force in the school system. It can be seen either as a logical development of the Youth Training Scheme, an introduction of the concept of technical high schools or an example of the determination of the Government to re-build the commercial and industrial fabric of the nation on a firm foundation. Its very success (from the standpoint of parents and pupils) should encourage Local Education Authorities to follow suit whilst a failure would open the way to expand the system ourselves.

refusal

Aims and Objectives

2. The aim is to establish from September, 1983, in each of the regions of England, in Scotland and in Wales, at least one Training College to provide a four-year course, commencing at 14 years, of full-time technical, vocational and general education.

The objective is to provide for the students certification by City & Guilds, TEC and BEC (or their Scottish equivalent) in a variety of skills ranging from manual trades to computer sciences.

The courses would be designed to provide full-time education during the first year, some work experience during the second year (both years being during the period of compulsory education) and a sandwich course, utilising outside employers, during the third and fourth years to provide relevant work experience.

The purpose of each Training College, and of the programme as a whole would be to explore and expose to the education service, and particularly to the schools,

- the value of vocational education to young people, to employers and to the local community;
- methods of organising, delivering, managing and resourcing such a project in any locality; and
- the kind of programme, curriculum and pedagogy required for successful operation of such a project.

..../Cont.

Specific Objectives would be

- We should initially establish not less than seven nor more than ten Training Colleges
- Each College should cater for up to 1,000 students
- Each College should be mixed
- Students should represent the full range of academic ability levels
- The courses offered should lead to the attainment of recognised certification in vocational skills, knowledge, experience and competence
- The courses offered within each project should together cover a wide range of sectors of economic activity and a wide range of skill levels, though it would be open to a project to specialise if it so wished in one or more occupational area.

Statutory Authority

3. Under Section 2 (1) and 13 (1) of the Employment and Training Act 1973, the MSC is authorised to make such arrangements as it considers appropriate for the purpose of assisting persons to train for employment suitable for their ages and capacities. In the context of the MSC functions, "training" includes any education with a view to employment. This function is not limited to any particular age and contrasts with the Industry Training Boards which, under the 1982 Act, are limited to the training of persons over compulsory school age.

Compulsory school age is set at 16 years (Raising of School Leaving Age Order S.1. No. 444 of 1972). Until the upper limit of school age is reached, parents have a duty (Section 36 Education Act 1944) "to cause him to receive efficient full time education suitable to his age, ability and aptitude either by regular attendance at school or otherwise". The expression "full time education" is not defined in the Act and is a question of judgement which, in cases of doubt, is for the Local Education Authority. In all probability, full-time vocational training for 14 or 15 year olds (which is not proposed) would be objectionable to most Local Education Authorities but a mixed education during that period would no doubt be acceptable. In any event, the first Training Colleges would only be located in sympathetic LEAs. ?

Methodology: General

4. In considering the offerings to be made available in any project, it will be essential to heed the experience of the United States, namely:

CONFIDENTIAL

- 3 -

- offerings must relate to prospective labour market opportunities and especially to local labour market opportunities;
- substantial periods (weeks and months) of practical work experience must be an integral part of any "course"; it will not do for a course to be entirely classroom based;
- course content must not be "academic"; the focus must be the practical applications of knowledge and skills; and
- skills, knowledge and experience acquired through the project must relate to tomorrow's requirements, not yesterday's.

Such a programme is bound to provoke a mixed response. Support must be maximised and opposition and fear minimised. In particular,

- employers, parents, young people should welcome the programme;
- some elements and some individuals amongst the educational professions will welcome it but others will feel (and will in fact be) deeply threatened by it;
- at best, the education authorities will be suspicious but more likely they will be hostile, seeing in the programme a further step towards central control of curriculum and funding of education; and
- the trade unions will be aggressive in defence of each young person's right to a "general education" but supportive to increased opportunity and a better start for young people.

It would be a mistake to be too prescriptive about the forms and organisation such a project might take in any locality, provided it is distinct and visible in the locality:

- expectations for the curriculum of each project should be set within a broad framework of families of skills (the Appendix is an example of such a framework) and appropriate certification by, for example, City & Guilds, TEC and BEC (and Scottish equivalents); and
- it would be a mistake to insist on attaching a project to any one institution in any locality as a grouping or network of institutions, facilities or premises could be as suitable, efficient and cost effective, if not more so.

..../Cont.

CONFIDENTIAL

- 4 -

Whoever else is involved, the programme must involve employers. They must be part of

- design
- delivery (e.g. by offering work experience, use of facilities, seconded staff)
- management (nationally and locally)
- hopefully funding, in cash or in kind.

How exactly a project is run (and hence its design also) and who should be involved and how, can only be determined locally. But criteria and guidelines must be determined nationally.

Methodology: An Approach

5. These considerations suggest the following outline approach:

- (a) select promising localities where chances of success are enhanced by the presence of local leaders, an education authority, local industrialists or firms and particular individuals likely to make a success of a demonstration project (one example might be Coventry, another might be Somerset);
- (b) identify a local project Chairman (preferably an employer) and a first local project organiser (seconded from, for example, the education authority) and supporting staff (seconded from a variety of backgrounds: industrial, commercial, educational, Skillcentre instructor);
- (c) meantime determine national criteria for funding and guidelines;
- (d) get a local outline plan for the project and have it submitted to, and approved by, a local management group chaired by the Chairman of the project with a membership determined locally;
- (e) submit the plan for national approval and determination of Exchequer contribution; and
- (f) implement the plan and report progress from time to time nationally.

Management

6. At national level there must be a small, full-time but high calibre management team (located in London and housed together) whose task will be to design the programme, to establish the planning system described above, to determine funding for individual projects and to monitor progress.

..../Cont.

CONFIDENTIAL

- 5 -

The team should be led by an outstanding person from the education and training sector. Such a person will be difficult to find and securing his or her release (let alone early release) will be even more so. A direct request at the highest Ministerial level will be necessary.

The team itself (about half a dozen strong) should complement each other and should consist of energetic high flyers from the following kinds of background:

- administrative civil service
- HMI
- teacher
- college tutor
- training manager from industry or, for preference, commercial or service sector
- private sector trainer (e.g. ICL, etc.)
- accountant

Team members should be seconded, initially for two years.

The team should report to the Chairman of the MSC who, in turn, would be responsible to a joint group consisting of the Secretaries of State for Employment, Education & Science, Scotland and Wales, and chaired by the Secretary of State for Education.

Whatever the reporting arrangements, it will be necessary to establish a "national steering group" whose members should be handpicked rather than representative, but who should include identifiable figures of stature from LEAs, the teaching profession (and teaching unions), top employers and one or two independent figures (preferably young).

Evaluation will be essential - and prompt and running evaluation at that. Several institutions and individuals have a lot to offer here, all better known to DES than to anyone.

Funding

7. The following principles should apply:

- (a) no special student support other than allowances already available to families and to those young people who qualify for them;
- (b) an annual specific grant to each project but continuity of funding for each project guaranteed for five years; and
- (c) contributions from LEAs, employers or other sources, in cash or kind, welcomed.

..../Cont.

CONFIDENTIAL

- 6 -

Estimating costs is very difficult, not least because of uncertainties about an LEA contribution from its own funds. On the assumption that there would be 1,000 students in each project, the annual grant necessary for each project might be £5 million when fully operational making, say, some £50 million for the annual cost of the programme as a whole. Against this could be offset about half that figure, which might have been spent on the young people anyway whilst they were at school and/or in college or the Youth Training Scheme. Net additional expenditure might then be of the order of £25 million for 10 local projects. The first year costs would be about one quarter, together with the necessary capital expenditure.

Timetable

8. If September, 1983, is the start date, we must begin immediately. An outline timetable might be:
 - (a) by end-November, get together management team;
 - (b) by Christmas, identify localities and identify and have in place Chairmen for each locality and one or more local project organisers for each locality;
 - (c) by end-January, complete outline local plans and agree funding for each locality;
 - (d) February to June: local preparations including training of staff;
 - (e) open doors to first students on 1st September.

The programme is novel and if it goes too far, too fast, it will merely reproduce existing offerings with existing curricula, materials, premises and personnel. That is not the intention. It should be possible for each project to make a start in September, 1983, but it will be difficult to bring in all at once all age or ability levels and the whole range of training families.

Next Steps

9. The immediate next steps are two:
 - to determine whether the programme is to proceed and, if so, to what scale and to what timetable; and
 - to determine whether any legislation is required and, if so, the consequences.

Thereafter, three key early tasks are:

- to announce the programme;

..../Cont.

CONFIDENTIAL

- 7 -

- to identify a programme manager and secure his or her release; and
- to determine and agree a list of localities for projects.

Conclusion

10. The programme is bold and potentially far-reaching in its consequences. It is also difficult and there are risks. There is no doubt that the time is right, that pre-conditions for success exist in at least the number and different kinds of localities needed to constitute an impressive total demonstration programme, and that the programme would command widespread employer and public support.

Securing targets in the timescale suggested would, however, require personal backing from the highest levels, a task force mentality and style of operation and a willingness to cut through red tape to solve problems on the way.

David Young
October, 1982

CONFIDENTIAL

ANNEX 1

A Possible System of Occupational Training Families

1. Administrative, clerical and office services occupations.
2. Agriculture, horticulture, forestry and fisheries occupations.
3. Construction and extractive occupations.
4. Craft and design occupations.
5. Electronic, electrical and mechanical engineering occupations.
 - (a) manufacturing and assembly occupations
 - (b) installation, maintenance and repair occupations.
6. Food preparation and service occupations.
7. General manufacturing and processing occupations.
 - (a) general manufacturing occupations
 - (b) processing occupations.
8. Personal service and sales occupations.
9. Community and health services occupations.
10. Technical and scientific occupations.
11. Transport services occupations.

(Source: "Occupational Training Families", Institute for Manpower Studies, April 1981; A study commissioned by the Manpower Services Commission.)