

Mr FLESHER

SCRUTINY OF HM INSPECTORATE OF SCHOOLS (ENGLAND AND WALES)

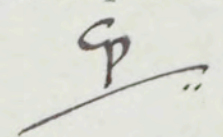
I attach copies of letters exchanged last week by Sir Keith Joseph and Sir Derek Rayner and of the papers enclosed with the former's letter.

2. The ball is now back in the DES court - or rather that of Miss Browne, whose minute of 3 December you may think, as I do, a classic of its kind.

3. The next step should be the submission of a draft Answer and policy statement to the PM by or on behalf of the two Secretaries of State. The two drafts will probably still be in what Miss Brown calls "Civil Service administrative language" (see A/ of her minute). If so, the question will be whether the PM should accept them.

4. My answer would be a firm "no". Uniquely, this scrutiny was launched at a meeting of (Education) Ministers chaired by the PM and it would indeed be ironic if the outcome was a dollop of bureaucratic porridge. I do not think that we could achieve the desired result by getting DES to draft again, however. The right course, I suggest would be for the PM to ask us to provide her with drafts which were more suitably "political" or "human" in feel. These might then be conveyed by you to DES and the WO: our hand need not appear in this unless, that is, the PM specifically wished us to sort this one out in the open.

5. Let us have a word when Sir K Joseph and Mr Edwards have put the drafts to the PM.


C PRIESTLEY

20 December 1982

Encs: As indicated



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15 December 1982

The Rt Hon Sir Keith Joseph Bt MP
Secretary of State for Education
and Science

Mr. Ke. J.
SCRUTINY OF HM INSPECTORATE OF SCHOOLS (ENGLAND AND WALES)

Thank you for your letter of yesterday enclosing a minute from Miss Browne together with drafts of the Answer and policy statement.

2. Let me say at once that I certainly do not want to impede progress in releasing a policy statement which you genuinely believe is right.

3. I have given you my advice and you are now entitled to decide how you wish to take account of it, if at all. I remain firmly convinced - not least as an employer - that the Government should use this opportunity to say how it wishes to use one of its instruments (the inspectorate) to improve education and to do this in language which ordinary people can understand.

4. But this takes us into the realm of politics. My firm advice now is that, taking account of my opinion as you think appropriate, you should put the drafts forward to the Prime Minister.

5. I am copying this to Nicholas Edwards.

for me
Derek Rayner
Derek Rayner

Mr. Cadden

Please copy this pp. 6 Mr. Andrew Chisholm, PS to Mr. Alexander Fletcher MP, Scottish Office, but speak first.

G

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DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

14 December 1982

Sir Derek Rayner

I am Derek.

... I think that the best way of replying to your letter of 18 November is to send you the enclosed minute dated 3 December from Miss Browne, the Senior Chief Inspector, together with a copy of the draft written answer and a copy of the policy statement with such changes as had been made in response to your comments sidelined.

Do please let me know if you would like to meet Miss Browne or me or both of us or whether, in the light of her minute, you can be persuaded to let us go ahead.

I am copying this to Nicholas Edwards.

Ken.
Ken

Mr FLESHER

Replied
by phone
A
15/12

SCRUTINIES OF HM INSPECTORATES OF SCHOOLS

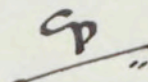
1. Sir Derek Rayner has now had a draft policy statment from Mr Alex Fletcher, Minister for Industry and Education in the Scottish Office. It is no less pompous and bureaucratic than its counterpart in England and Wales (copy attached).
2. Sir Derek will no doubt be replying during the course of this week.
3. As far as I know, the Prime Minister has not yet received a revised draft of the policy statement for England and Wales although she cleared the Answer on the publication of reports on the footing that she would get a draft by the end of November. If this is correct, you may now like to ask DES what is happening, perhaps in the following terms:

"Mrs Imogen Wilde
Private Secretary to the Secretary of State
for Education and Science

SCRUTINY OF HM INSPECTORATE OF SCHOOLS (ENGLAND AND WALES)

The Prime Minister cleared the draft Answer announcing your Secretary of State's intention to publish HMI reports on the basis that she would receive a draft of the policy statement by the end of November. As the draft is not yet to hand, I should be glad to know when it is intended to supply it. It would be helpful in relation to other business if it were with the Prime Minister no later than the end of this month.

T J FLESHER"


C PRIESTLEY

13 December 1982

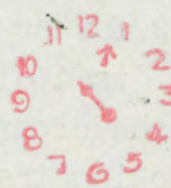
Encs: Copy letter from Mr Fletcher MP with enclosures



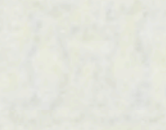
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COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS



1982

FROM THE MINISTER FOR INDUSTRY AND EDUCATION



SCOTTISH OFFICE
WHITEHALL, LONDON SW1A 2AU
TELEPHONE: 01-233 3000

Sir Derek Rayner
Cabinet Office
70 Whitehall
LONDON
SW1A 2AS

7 December 1982

Dear Sir,

SCRUTINY OF HER MAJESTY'S INSPECTORATE OF SCHOOLS IN
SCOTLAND

I should be grateful if you could let me know if you have any comments on the enclosed draft policy statement setting out our conclusions on the scrutiny. Subject to your comments, I shall then recommend the Secretary of State to seek the Prime Minister's approval of the statement; we plan to publish this at the same time as the one to be made by Keith Joseph on England and Wales.

I am sending copies of this letter and its enclosure to Keith Joseph and Nicholas Edwards.

Alex Fletcher
ALEX FLETCHER

REALLOCATION OF RESPONSIBILITIES AT HMCI LEVEL

1. The duties of each territorial HMCI will be extended to take account of the extent to which it proves possible to integrate the FHE and IFE staff into Division work.
2. The duties of the present posts of HMCI (Primary Education), HMCI (Secondary Education), HMCI (Special Services) and HMCI (Further Education) will be reallocated as follows:
 - (a) HMCI (Basic Education and Special Education)
to be responsible for pre-school education (including nursery education), for primary education to the age of 10 and for special education.
 - (b) HMCI (10-16)
to be responsible for the provision for pupils within this age range in primary and secondary schools.
 - (c) HMCI (16-19)
to be responsible for the provision for young people within this age range and who are following courses in secondary schools or in colleges of further education or who are taking part in any of the programmes initiated by the MSC.
 - (d) HMCI (Further Education)
to be responsible for provision in formal further education, continuing education and informal further education, including community education and adult education, but excluding provision for those following courses of higher education.
3. The duties of HMCI (Higher Education), HMCI (Research and Intelligence) and HMCI (Teacher Education and Supply) will continue as at present.

Mr. Buckley : I shd. welcome early advice on this, in the light of Sir OR's letter to Mr. Fisher of April/May and of any comments Mr. Rendle wants to make. The draft is very pompous, with an excessive use of the passive and with whatever changes are being introduced pretty well embedded in the text. I should think it wd. send the PM straight up the wall in its present form. Sir OR ought to reply this week.

S

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SCRUTINY OF HM INSPECTORATE

DRAFT POLICY STATEMENT BY THE SECRETARY OF STATE

1. INTRODUCTION

X 1.1 I have completed a ^{Scrutiny} study of Her Majesty's Inspectorate of Schools in Scotland in consultation with Sir Derek Rayner, who is charged with promoting efficiency in central government administration. We were greatly assisted by Mr P C Rendle, a retired Under Secretary in the Scottish Office, who reported to me on the role, organisation, staffing and effectiveness of Her Majesty's Inspectorate of Schools in the Scottish Education Department, including the main priorities of work to be undertaken, and arrangements for collaboration between the Inspectorate and the rest of the Scottish Office, taking account in particular of the following:

1. The responsibilities and policies of the Secretary of State;
2. The present and prospective needs of all components of the education service;
3. The role of education authorities and their staffs and of other educational agencies;
4. Government statements of policy relating to the quality of education and to the Inspectorate; and
5. The Government's plans to reduce public expenditure and civil service manpower.

1.2 The Inspectorate plays a crucial part in the Scottish educational system, and the value of its work has been widely recognised. I believe that the Inspectorate should continue to play an important role in helping the system to adapt and develop to meet changing needs, and that there are several respects in which its work should be strengthened.

1.3 One of the Government's main objectives is to achieve a system of *Words!*
education which enables children and adults to realise their full potential.
Its extensive knowledge of the system makes the Inspectorate particularly well
qualified to assess the quality of the process and to advise on any aspects
which call for improvement. Reports by the Inspectorate are thus of great
value not only to me, to education authorities and other agencies providing
education but also to our "customers" - pupils, students, parents and employers.

Words. 1.4 To facilitate a successful and cost-effective implementation of the
Government's policy for education, I consider it essential that my principal
professional advisers are able to ensure that the resources being made available
for education are being used as effectively as possible. To this end the
Inspectorate must be able to initiate and stimulate desirable developments in
Scottish education within the resources available. It is important that there
be a clearer perception, not only in the education service but in the public at
large, of the role of the Inspectorate.

1.5 An effective education system in Scotland requires that central and local
government act in partnership. The existing arrangements have been shown to
work effectively and the changes which are being made in the role of the
Inspectorate should serve to enhance the present relationship between the
Secretary of State and the local authorities.

2. ROLE OF THE INSPECTORATE

2.1 The regard in which the Inspectorate is held throughout the education
system in Scotland and its effectiveness within the system are to some extent
due to the independence of the Inspectorate. I consider that it is essential
to preserve the Inspectorate's independence of professional judgement. The
Inspectorate is organised as an entity under the Senior Chief Inspector. It is
within the Scottish Education Department but has substantial freedom to manage
its own resources. The Senior Chief Inspector has the right to direct access to
the Secretary of State. The decision to publish reports of the Inspectorate
rests with the Secretary of State, but any report which he decides to publish
is published as written by the Inspectorate.

*Similar
words as
in 1.3
1404.*

2.2 HM Inspectors of Schools have a responsibility to report frankly on the state of education as they find it. I have had regard to this and to the need to make the most effective use of the Inspectorate in setting out their role as follows:

- i. to provide information, assessment and advice to Ministers, the Scottish Education Department, other Government Departments and agencies and the other central bodies involved in education;
- ii. to provide an audit by assessing and reporting on the quality of education and training provided to make available to those responsible for taking action the advice and assistance considered necessary to effect an improvement;
- iii. to identify and make known the educational needs of the nation having taken account of the perceived needs and wishes of parents and pupils;
- iv. to identify cost-effective ways of meeting these needs and to influence the responsible bodies and agencies to meet them;
- v. to indicate desirable and attainable norms of quality and to advise on the actions required to achieve these;
- vi. to give a lead in developmental work in the various sectors of education, formal and informal, and to work with directors of education, heads of schools and colleges, advisory and executive bodies and others through appropriate forms of liaison to bring about necessary changes in the system.

2.3 The above is a clarification of the overall role to be played by the Inspectorate. It takes account of changes in the activities and methods of working of HM Inspectors as they have adapted to changing circumstances over the past few years. It is important that the Inspectorate should keep its activities and methods under review and adapt them in the light of future changes and emerging educational needs.

3. IMPLEMENTATION OF ROLE

→ 1. Passive for. 2. Account taken by whom?

Great!

3.1 HM Inspectors will carry out their role by undertaking certain inter-related duties. In formulating the programme of work account will be taken of policies of the Secretary of State and the needs of the education service. It is my intention that, in this way, the development of the Inspectorate as a task-orientated force will be continued and that the programme of work compiled annually will reflect this policy. The most significant tasks will be:

- i. Firstly, a programme of general inspections of a sample of schools and other educational institutions. Reports of general inspections, which have hitherto been made available only to heads of schools and colleges and to Directors of Education, will in future be published as soon as possible after the inspection. The general inspections will be supplemented by a programme of inspections and visits which inter alia will provide the basis for reports on aspects of education which require special attention. A programme of inspections and visits, in depth and in reasonable numbers, is essential in my view if the Inspectorate is to carry out its functions of assessing and reporting on the quality of education and training available and of being able to provide, with confidence, the information, assessment and advice which Ministers and SED require. The publication of reports will ensure that parents, students and others concerned are better informed about the quality of education being provided. In selecting institutions to be inspected care will be taken to include some which are examples of what can be achieved in providing high quality of education experience as well as some which give cause for concern. It is my intention to include central institutions and colleges of education in programmes of inspection. Arrangements will also be made for appropriate follow-up to these inspections with local authorities, heads of schools and colleges, school and college councils governing bodies and other interested parties.
- ii. The second group of activities will be a programme of tasks resulting in reports on aspects of education of national importance, reports to Ministers and SED, discussion papers etc. I consider that the Inspectorate should continue in its role of keeping the system under review to assess progress and of preparing national reports for

Is this new?

publication on aspects of education. This practice has been widely recognised as effective in defining needs, pointing to remedies and setting standards, as has been seen recently with the reports on The Education of Pupils with Learning Difficulties, Learning and Teaching in Primary 4 and Primary 7. Such reports indicated what might be expected of educational institutions and agencies, suggest how value for money can best be obtained and make proposals for action. These reports normally incorporate procedures for follow-up and for feedback into the system, and this will continue. I consider that this method of reporting, combined with the complementary activity of inspection of individual schools and colleges, provides a particularly effective way of bringing about change. Local authorities, their officers, headteachers and teachers are stimulated to examine their activities and to consider how they can be made more effective. I think it is important that the Inspectorate should in this way act as a catalyst for change throughout the system.

Results?

- iii. The third group of activities will involve participation in a national development programme which comprises a series of longer-term objectives derived from the policies of the Secretary of State, from advice to him by such bodies as the Consultative Committee on the Curriculum, and from those tasks which arise from the continuous assessment by HM Inspectors of the education system. This work will be along the lines of their present engagement in developing courses of the kind recommended in the Munn and Dunning reports for the third and fourth years of secondary schools, in the national development of the use of micro-computers in many areas of education and in the development of courses for the 16-18 age group. At the same time I intend to accord as much responsibility as possible to the appropriate bodies working in the field of educational development; the professional experience and expertise of HM Inspectors will continue to be available to these bodies.

But what are the priorities?

3.2 The committees and panels of the Inspectorate will be re-organised to bring them into line with the re-defined role. The links of the Inspectorate with external bodies will be kept under review. I regard it as essential, if the effects and achievements of education are to be clearly discernible to HM Inspectorate, that individual members should continue to maintain liaison

with a wide range of those who are concerned both with the educational process and with the products of the education system. They must reach out beyond the education system and be aware of and influence the views of industry, commerce and the public at large.

Focus?
✓ 3.3 HM Inspectors will continue to work closely with Directors of Education and members of their staffs. For example they are at present undertaking a survey of the management of secondary schools which will provide a focus for further discussion with education authorities on how the most effective use may be made of manpower resources. The Inspectorate will maintain close contact with head teachers and other managers of educational institutions in order to emphasise the fact that heads are responsible for the quality of education and training the schools and other institutions provide. This will strengthen and extend the audit function of the Inspectorate.

How?

3.4 An appropriate structure will be required for the Inspectorate if it is to carry out effectively and efficiently its re-defined role. Such a structure, which will facilitate the concept of central planning and co-ordination of its work, will be sufficiently flexible to enable it to respond to changing needs and will enable each member to see clearly how his contribution fits into the overall programme. In the new structure, which has been put into operation on a provisional basis as from August, 1982, the allocation of responsibilities between the two HM Deputy Senior Chief Inspectors is on a different basis and there has been a re-allocation of duties at HM Chief Inspector level (the re-allocation is shown in the Annex). Measures are also being taken to secure a closer integration of the staff from the school education and post-school education sectors of the Inspectorate.

Who?
3.5 Those responsible for the management of the Inspectorate will review its structure on a regular basis in terms of the allocation of responsibilities at all levels of post. In this way the adequacy of the structure should be assured as the needs of the education system change and a different response is called for. Close links will be maintained between the Inspectorate and administrative staff in the Scottish Office in relation to policies, priorities and programmes.

4. SIZE AND COMPOSITION OF HM INSPECTORATE

4.1 The size of the Inspectorate must be related to the tasks which I have indicated it will be required to perform. The extension of inspection to colleges of education and central institutions, the preparation of reports of inspections for publication and the commitment which I have given to the inspection of religious education represent additional tasks for which staff time will have to be found. Offsetting savings, however, will be made through the review of the infrastructure and by reducing the number of specialists in community education. I consider that little change is required in the present strength providing that a selective approach to tasks is adopted and there is careful matching of current tasks to staffing resources. The overall complement of the Inspectorate is 118, but there are at present vacancies; I consider that a complement of 112 will be sufficient to carry out effectively the necessary tasks. The reduction of 6 posts will bring savings of £170,000 per annum.

How? 4.2 It is important that the staffing of the Inspectorate should be flexible and should continue to bring in teachers and others who are leaders in their field. Use is already made of other staff, on a full-time and part-time basis, such as research officers and curriculum development officers for particular projects. Research work is contracted out by the Department to appropriate outside bodies. Where necessary, contributions to the formulation of policy are sought from the professional staff working with other Departments of the Scottish Office. In addition, HM Inspectors have increasingly sought to involve teachers and other professional workers in education, who have a unique contribution to make to particular aspects of their work. In the process the system has benefitted and HM Inspectors have enriched their own professional experience. This principle will continue to be applied to meet future needs.

5. ACTION

5.1 I have given instructions that the changes required in the functions, structure and organisation of the Inspectorate to implement the policy set out in this paper should be made with the minimum of delay.

cc Mr Crowne
Mr Glickman
Mr Holley
Mr Street
Mr Simpson
Mr Ulrich
Mr Bird
Mr Halsey
Mr Stuart
Mr Chamier

MRS WILDE

SCRUTINY OF HM INSPECTORATE

1. It is essential that this exercise be brought to a close as soon as possible. HM Inspectorate has now been in a state of suspension for more than two years and, although we have pushed on with much valuable inspection, we could plan (and do) so much better if the Rayner shadow were lifted. I think our frustration must match Sir Derek's, ironically since we all want the same thing - better, commonly available education and a demonstrably effective Inspectorate.

2. Far more unites us than separates us. While some of the matters which separate us are trivial (or non-existent but in disguise) others are more important. Sir Derek still hankers after an Inspectorate he was told at the beginning he could not have and which was no part of the Scrutiny Report we are now following up, because our role, by law, has to be, and be limited, as it is. For this reason and because he (like me) is not expert in Civil Service administrative language, he also fancies a different presentation of the policy-cum-action document.

3. The question to be answered is how to move forward. While it would be possible to separate out the documents as Sir Derek asks, I do not think there is a case for doing so. The one he has received is what he was always told he was going to get, namely a policy statement including points of action arising on the Scrutiny Report. Its language may not be exciting but it makes it the appropriate pendant to the Scrutiny Report. But it would be possible to make the separation Sir Derek seeks, between a clear call and a more modest action response to the Scrutiny Report, by strengthening the draft written answer. This we have tried to do, though it is currently too long to be called punchy, and paragraph 3 is probably a candidate for pruning.

4. It is ironic that Sir Derek should shelter behind the one piece of text he has received from an HMI pen! That being so, it is arguable that, if the Inspectorate can accept the policy document as the official translation of the objectives he quotes with approval in his letter, so can he. And if he would take HMI's actions and our plans, rather than Civil Service words, we could, I am sure, show quite clearly that the objectives quoted have shaped and shape our work.

5. So, after much discussion, I attach only a revised draft written answer and a very slightly amended policy statement. The draft written answer picks up not only his letter, but one or two points from his commentary. Changes also occur in paragraphs 26, 23 and 19 of the policy statement to meet points raised in Sir Derek's 2(i), 2(iv) and 3(vii)b. Much of the rest of his commentary arises from mis-reading and misunderstanding or, I regret to say, a tendency to play Humpty Dumpty and make words mean what Sir Derek chooses.

6. We have then to do something about this residual problem of tilting at windmills. I am sure Sir Derek does not want to do this. He cannot expect, even with his experience, fully to understand all organisations, still less all the processes and products of education. I think there are two possible ways forward. Firstly, Sir Derek could be asked simply to trust the Ministerial/Civil Service relationship which, in the case of the Inspectorate, can be shown over time to be effective, and which makes us anything but "a state within a state" as he fears from the accurate description of the organisational position. (If he saw my or the CIs' diaries he would understand.) There is a second possible way forward if he feels that his functions do not allow him to trust. If his diary allows, would it not be possible for him to have a brief meeting with the Secretary of State at which HMI could take him on a tour of his windmills and try to show how his aspirations for education and the Inspectorate are met within the terms of the document he dislikes?

7. I cannot stress too strongly the need to get this business concluded. The disseminated effects of continued uncertainty upon a field force are draining of productive energies. That is an ironic price to pay in the search for efficiency.

GB
S J BROWNE
3 December 1982

Far too long.

DRAFT WRITTEN ANSWER TO ACCOMPANY PUBLICATION OF DETAILED POLICY STATEMENT
ON HMI

1. My rt hon Friend the Secretary of State for Wales and I are today publishing a policy statement on the functions and future operations of HM Inspectorate. This follows the completion earlier this year of a Scrutiny of the Inspectorate within the programme coordinated by Sir Derek Rayner, the report of which will also be published. Copies of the statement and the Scrutiny report are available in the [library/vote office].

2. The Inspectorate exists to assess by inspection standards throughout almost all the education system - in schools (including the independent sector), in teacher training and in further education in all its forms. On the basis of inspection which takes into account the legitimate expectations of the consumers - pupils, parents and employers - it advises the Secretaries of State on the state of the system nationally and helps all those concerned in or with education to improve its performance.

3. The nation's aim in education is that each pupil shall receive education appropriate to his or her needs, both as an individual and in relation to the society he or she will live in. This is an ambitious goal. We are all aware that we are a long way from achieving it. In part this is because efforts to achieve it have over the last two decades had to contend with continuous turbulence affecting the education system - dramatic changes in pupil and teacher numbers; rapid expansion and equally rapid contraction of the teacher training system; wholesale changes, some forced, in school organisation; 1964? raising of the school leaving age; far reaching revisions of attitudes on how schools and colleges should provide for pupils and students of different ability levels; experiments with fashionable teaching methods; the introduction of new examinations in schools and further education; rapid increases in the number of ~~immigrant~~ ^{ethnic minority} children; the reorganisation of local government; the decay of inner city areas; general increases in crime and violence in society.

4. But much can and is being done to improve the performance of the education system and its ability to achieve the nation's aim. This government has given a vigorous lead. We have sought to redress the balance between the people's interests and those of bureaucratised professionals by increasing parental choice and involvement sharply through the 1980 Education Act and the Assisted Places Scheme, and are looking to see what more we can do. We have made a start on the necessary reshaping of initial teacher training and have encouraged LEAs to take steps to improve the performance of existing teachers and of head teachers. We have asked LEAs to review their policies for the curriculum to make them more relevant to today's needs. We are promoting the development of better ways of teaching key subjects and have launched a programme of development projects to improve secondary education for the 40% for whom external examinations are not generally appropriate. We are taking steps to improve the system of examinations, at 16+ and 18+, and are creating new opportunities for pre-vocational education for those over compulsory school age. Most recently we have announced a new initiative in the provision of technical education in which we look to LEAs to play a leading part.

5. To all these initiatives HM Inspectorate makes a crucial contribution by the advice it gives to us and the help it gives to the rest of the education system and those who use it. The effectiveness of that contribution depends on its being based on a sound and up to date knowledge of the education system as a whole and those essential values for which the Inspectorate must stand. But at the same time effectiveness requires a choice of priority targets to direct inspection not only towards current policy concerns but more particularly to the safeguarding of children's educational opportunities wherever they appear to be most at risk. Thus for example the Inspectorate is at present giving priority to education in Liverpool. More generally, it is involved in the issues arising from the impact of sharply falling rolls and the need for the education service to manage efficiently within its means. It continues to be ~~concerned~~ ^{much occupied in its inspection and short course programmes} with the ~~known~~ problems of managing large educational institutions. It is engaged in a wide range of activities concerned with improving the effectiveness of the initial training of teachers and their induction into the service. It is involved in the changes needed in non advanced further education courses to meet new demands arising from

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technological change and youth unemployment. And it is looking into the effective education of ethnic minority pupils and of children with special educational needs.

6. But none of the Inspectorates' activities can have their full effect on the education system without the understanding and action of those who have responsibility for providing education - in government, in LEAs and in individual institutions. To this end the Inspectorates' audit function, *through the recently introduced programme of whole LEA inspections as well as the inspections of individual institutions; this will* will be more sharply focussed ~~so as to~~ give all concerned with the provision of education the clearest possible understanding of the extent to which the system on the ground matches the legitimate aspirations of the community and provides value for money. The production of the Inspectorates' written reports and other publications, which are central to its effectiveness in influencing practices and standards in the education service at large, will be speeded up. Formal inspections will continue at the current rate, which results in the issue of some 260 or more reports each year in England and Wales. And most importantly of all, as we announced in November, from January 1983 the public will have access to these reports and more systematic arrangements for ensuring that there is effective follow-up action to them will come into operation: the education service will see the lessons of each case and be able to apply them elsewhere.

7. Copies of the policy statement are being sent to each LEA and to a wide range of other bodies concerned with the provision and use of education.

A POLICY STATEMENT BY THE SECRETARY OF STATE FOR EDUCATION AND SCIENCE AND THE SECRETARY OF STATE FOR WALES ON THE WORK OF HM INSPECTORATE IN ENGLAND AND WALES

1. This policy statement follows a scrutiny of the Inspectorate within the programme co-ordinated by Sir Derek Rayner completed in July 1981 and published in 1982. It describes the functions of the Inspectorate and sets out the ways in which the Inspectorate's work will develop. The Scrutiny largely reflected developments in progress within the Inspectorate. Other developments were stimulated by the process of scrutiny or followed the report. Yet others have arisen and will arise from the need for the Inspectorate to adapt its work to current needs in education and government. This statement is not concerned with the work undertaken by the Inspectorate in the European Schools, abroad or in the Channel Islands and the Isle of Man, or in establishments or services for which the Home Office, the Ministry of Defence, the Department of Health and Social Security or the Department of Employment are responsible.

THE FUNCTIONS OF THE INSPECTORATE

2. The Inspectorate's work relates to the whole of the education system in England and Wales, and includes the independent as well as the maintained sector, except for the universities (other than parts of the adult education and teacher training undertaken by them) and independent further education colleges. From its origins in 1839 the function of the Inspectorate has been to inspect and report in order to assist the Government in the exercise of its responsibilities in relation to education, including the financial aspects, and in the process to contribute to the improvement of what lies within the purview of such inspection. The Inspectorate has an unfettered right of access to any institution which it may inspect.

3. The present statutory basis for the Inspectorate's work is section 77 of the Education Act 1944. This requires the Secretary of State to cause inspections to be made of primary, secondary, special and independent schools, establishments of further and higher education and of teacher training and adult education; and provides that the inspections should be carried out by inspectors appointed by HM The Queen for this purpose.

4. Thus the Inspectorate's work derives from the service it gives to the Secretary of State in connection with his statutory responsibilities for the education system. It provides an informed and independent basis of evidence and judgement upon which the Secretary of State, and local education authorities, teachers, governors, teacher trainers, parents, students and others can base policies and decisions. On the basis of inspection throughout the system by Inspectors each working across the whole country the Inspectorate:

- a. assesses standards and trends and advises the Secretary of State on the performance of the system nationally;
- b. identifies and makes known more widely good practice and promising developments and draws attention to weaknesses requiring attention;
- c. provides advice and assistance to those with responsibilities for or in the institutions in the system through its day-to-day contacts, its contributions to training and its publications.

In discharging these functions the Inspectorate pays special attention to the needs of the teacher training system, since the Secretary of State has a statutory responsibility for the supply of an adequate teaching force.

5. The Inspectorate has no executive power. But it exercises a control function, delegated to it by the Secretary of State, in respect of advanced (ie higher education) courses in further education; and advises the Secretary of State in the exercise of his supervisory functions in relation to independent schools. The Scrutiny noted developments in the overall management of public sector higher education and advised reduction in the involvement of the Inspectorate in the detailed administration of course approval. First steps have been taken to this end. Further progress depends on policy decisions and the working of the National Advisory Body for Local Authority Higher Education. But, whatever the changes, as the Scrutiny records, the continuing responsibility of central government needs to be underpinned by the independent professional advice based upon detailed acquaintance with the system which the Inspectorate provides.

6. The Management Review of the Department of Education and Science, published in 1979, noted the importance attached throughout the education system to the independence of the Inspectorate; and the extent to which its effectiveness was bound up with this. The Scrutiny recommended that the Inspectorate's professional independence of judgement was essential and must be preserved and protected. The Secretaries of State endorse this recommendation and the present arrangements for securing the independence of the Inspectorate. ~~[The Inspectorate forms a hierarchy under the Senior Chief Inspector which is within the Department of Education and Science but parallel to the rest of it, and has in practice been allowed substantial freedom to develop and manage its professional response to the needs of the Secretary of State and the services it offers to the rest of the system. The Senior Chief Inspector has the right of direct access to the Secretary of State. HMI in Wales are seconded to the Welsh Office from the Inspectorate. The Welsh Inspectorate is under the direction of the Chief Inspector for Wales, who has direct access to the Secretary of State for Wales.]~~ While the decision to publish what HM Inspectors write rests with the Secretaries of State, any of their work which the Secretaries of State decide should be published is published as the Inspectorate wrote it.

7 The Secretary of State for Education and Science has reviewed the size of the Inspectorate in England in the light of the Scrutiny. He has concluded that having regard to both the Government's manpower policy and to the effective discharge of the Inspectorate's essential functions the present complement of 430 should be sustained. Numbers in post will be brought up to complement as a matter of urgency. The Secretary of State for Wales is considering the size of the Inspectorate in Wales in the context of reviews of staffing within the Welsh Office.

INSPECTION AND AUDIT

8. Inspection, which takes a variety of forms according to its target and purpose, is the tool by which the Inspectorate audits the system to assess the extent to which nationally, locally or in individual institutions it offers an adequate service and secures value for money. In particular, inspection seeks to reduce the element of local chance which can put parents and pupils at a disadvantage within the national education service. Inspection is also the means for assessing the capacity of the system at any given time to undertake new tasks which the Secretaries of State may require. By inspection the Inspectorate builds up a national view of what is possible and what is commonly achieved. In its assessments, it takes account of the range of current expectations of the Government, employers, parents, students and the public as to what the system should be achieving, and has regard to the system's professional vitality and commitment.

9. The Inspectorate's remit extends to over 32,000 maintained and independent schools, some 580 establishments of further and higher education, about 5,400 evening institutions and some 14,000 courses run by Responsible Bodies in adult education, and the youth service (as well as the education provision made by the education service in over 100 penal establishments, together with a range of community facilities with an education component). In choosing targets for inspection the

Inspectorate has to give priority to those matters which by reason of performance or policy are of most urgent concern, and at the same time achieve a coverage sufficient to keep the Inspectorate informed of the state of all parts of the system and allow prompt advice to be given to the Secretaries of State on any aspect of it. The rebuilding of the Inspectorate's audit function in recent years has led to a scale of inspection visits which, with the present complement, enables one-fifth of primary schools, three-quarters of secondary schools and one-fifth of independent schools to be visited in the course of a year; and the great majority of FHE institutions and all initial teacher training establishments to be visited each year. The Scrutiny identified apparent differences between the conduct of inspection visits in schools and those in FHE. In line with its findings, it is now a clear requirement that general inspectors of FHE colleges assemble and act upon the various reports of specialist inspectors as they affect either the individual institution or its role within the authority. The practice of assessment is common to schools and FHE. After every inspection visit the Inspectorate discusses its assessments of what it has seen with those concerned with the institution and, where appropriate, the LEA or other providing body, and records them for the Inspectorate's file on the institution.

10. A proportion of inspection time leads to reports to the Secretaries of State which are issued to the institutions and LEAs concerned, thus providing a formal record of the Inspectorate's findings and an agenda for action. This formal reporting is necessarily time-consuming and therefore used particularly either where institutions provide an exemplar of type, style or achievement, or where the written record is judged the best means of achieving change of direction or improvement. Some 260 such reports (over 200 on schools) were issued in England and Wales in 1981. This level of productivity is planned to continue and, as the Scrutiny suggested, the time of Inspectors working mainly in further and higher education will be shifted towards this type of formal inspection.

11. Each LEA has a general responsibility for the delivery of educational services to its population. The Inspectorate has recently reported on all aspects of education in two LEAs and on one district of another. The reports were based on recent inspections of all kinds in the LEAs' institutions. Further reports of this kind will be on whole LEAs or some part, as appropriate to the individual case. Full reports on three LEAs will be completed during the academic year 1982-3. [This approach, which accords with the Scrutiny's recommendations, will demonstrate the extent to which this is the best use of scarce resources.] As in the case of inspection leading to formal reports on institutions, authorities will be chosen for report on a basis of perceived need or exemplification. ? delete

USE OF THE FINDINGS OF INSPECTIONS

12. The value of the Inspectorate's work to the nation depends in large part on the use the Government and the rest of the education system make of its findings, communicated both formally and informally. The Secretaries of State regard the Inspectorate's work as indispensable to the process of making educational policy. The Inspectorate's findings are of immediate interest to those responsible for the work of the institution inspected. They are also relevant to others in the system whose tasks are similar, and are likely to interest many others in education and those who are its clients or interested in its standards.

13. To meet this range of interest a variety of publications based on inspection has, as the Scrutiny recorded, been put on the market. But the potential benefit of issued reports on formal inspections of institutions has been limited by the fact that, for the last 30 years or so, they have normally been made available to the LEA, governors, and head or principal of the institution concerned (and through them to other staff) on an "in confidence" basis. The Secretaries of State announced [on] that from [1 January 1983] such reports, written on the same basis as at present, would be publicly available.

14 In the majority of cases action on reports of formal inspections is taken by the institutions and LEAs directly concerned. The Secretaries of State consider that still more effective use could be made of such reports. They announced [on

] that from [1 January 1983] the Department would ask LEAs to indicate to him within three months of the issue of reports of formal inspections of maintained schools or further education institutions providing for full-time students aged 16-18 inclusive the action to be taken in the light of the report's findings. This procedure will shortly be extended to reports on other institutions. There may be occasions when the Secretary of State will himself wish to call the attention of LEAs to matters of particular concern or of wider national interest which are revealed through such a report.

15. The Inspectorate will continue to publish consolidated inspection reports on national aspects of the system, to enable those within it to see how their work measures up against what is done elsewhere; to spread good practice; to promote a better understanding of problems and weaknesses; to stimulate the discussion and implementation of remedies; and to encourage fresh thinking and development.

16. The Inspectorate will also continue to play a part in securing an appropriate response from the system to its reports and publications to the extent compatible with the need for further inspections elsewhere. Its programmes reflect the Scrutiny's recommendation that the need in particular is to fuel and prime LEAs and their advisory services and to focus as clearly as possible the Inspectorate's various contributions to in-service training. Going beyond the Scrutiny, the Inspectorate will give particular attention to discussing with institutions providing initial teacher training the relevance to their work of its findings. In all some 10% of inspection visits will continue to be follow-up visits. Time will also be allocated to discussing the implication of reports with the examining and validating bodies and key professional associations.

17. In order to increase the impact of publications by the Inspectorate, more copies will, as the Scrutiny recommended, in future be distributed free in appropriate cases. The Inspectorate will also take suitable opportunities to work alongside local authorities, their advisers, institutions and teachers on selected and pressing development work, as currently for example in respect of the secondary curriculum or the implementation of the 1981 Act.

MANAGEMENT AND USE OF INSPECTORS' TIME

18. The Secretaries of State agree with the Scrutiny on the nature of the problem of managing and using Inspectors' time to the best advantage, and on what the arrangements to this end should achieve. It is this desired outcome which will determine the further action to be taken and the use made of the detailed suggestions offered by the Scrutiny, all of which have been considered and are being kept under review. The effectiveness of the Inspectorate requires a timely, selective programme of inspection consistent with policy needs and the skills of the Inspectors in post; clear and speedy communication within the Inspectorate, with the education system and with its clients; and efficient relationships with the rest of DES and the Welsh Office, with the LEAs and other providers, with the teacher training system and the many validating and change agencies. All these require time, as does the regular review of the Inspectorate's effectiveness. But inspection will continue to take the largest share of all. In particular the Inspectorate will, as the Scrutiny suggests, keep its committee structure under review to reduce the time spent in meetings, while preserving their role in communication and management within a field force. The size and mode of operation of the recently formed Policy Group for Inspection, criticised for unwieldiness by the Scrutiny, will be kept under review by its chairman and the Policy Steering Group.

19. As education and the demands made on it change, so must inspection targets; and not only the management of time but also the staffing of the Inspectorate must continually adapt without putting at risk the values for which the Inspectorate must stand. The education system requires of Inspectors, whatever their position in the Inspectorate, credibility based on qualification, experience and performance. It follows that Inspectors must have opportunities for specific personal achievement and these will be provided, subject to the needs of the Inspectorate's total programme of work. It is particularly important that the Inspectorate is flexible enough to bring in teachers and others who are leaders in their field, not only as now for half a lifetime's service, but for shorter periods. Within its present complement, the Inspectorate cannot cover all aspects of the education system in equal depth, and uses occasional professional assistance for single inspections or longer periods. Experience of inspection can be shown to have been of value to those so attached when they return to their jobs. It is proposed, as the Scrutiny suggests, to increase the number of such short-term attachments for specific tasks, particularly in areas of rapid obsolescence like information technology or to match an initial spurt of development or to tackle an acute problem. The aim is to arrange ^{as a first step,} within the next six months for perhaps six such attachments for periods of up to three years. Either secondment of, or exchange of post with, teachers, advisers or educational administrators might be the means used and these will be discussed with the local authority associations.

20. The planning of the necessary programmes of inspection, in-service training of teachers and foreign travel is the collective responsibility of the six Chief Inspectors under the Senior Chief Inspector in England and of the seven Staff Inspectors with the Chief Inspector in Wales. Decisions about each term's programme, the continuation or cessation of existing elements and the introduction of new ones, together with longer-term planning, will continue to reflect:

- i. Government policy and the routine needs of DES and the Welsh Office, whether transmitted through existing planning mechanisms or through day-to-day contact with the Secretaries of State and their other advisers.
- ii. The Inspectorate's knowledge (from inspection and contact with the LEAs) of performance on the ground which identifies growth points and areas of concern.

The implementation of these decisions falls to Divisional Inspectors, Staff Inspectors and individual HMI, who have both specific assignments and interlocking responsibilities. Individual inspectors are kept informed of priorities within their special assignments. HMI check with administrators, and their other direct clients, the value to them and to the system of different programmed activities. Various means of making such checks are likely to be appropriate.

21. All inspection informs the providers. As the Scrutiny suggests, the two Inspectors who in each LEA form the link with that Authority have a special importance in creating relationships of confidence and respect which enable inspection to bear fruit. Account will be taken of this in planning future programmes and assignments, due allowance made for each Inspector's limitations of time and expertise and the overall demand for Inspectors' time.

22. As the Scrutiny suggests, one of the six Chief Inspectors has the responsibility of overseeing the central programmes and the load on the Inspectorate and individuals within it. When the outcome of present developments in the education and training of 16-19 year olds is clearer, fresh consideration will be given to the Scrutiny's recommendation that a Chief Inspector should be appointed to co-ordinate inspection in this important area, now shared by the Chief Inspectors for Further Education and Secondary Education, and, where necessary, co-ordinated by the Senior Chief Inspector. As regards the Scrutiny's recommendation about increased cross-border

inspection in England and Wales, every attempt will be made to extend present working arrangements to the advantage of both parts of the Inspectorate.

23. Procedures for publishing inspectors' findings and ordering their information in a readily accessible way are, as the Scrutiny suggests, less well advanced, particularly for further and higher education, than those for planning inspection. The Inspectorate's aim will be to issue reports on individual institutions within six months of the inspection and to accelerate procedures for the bringing together of information and for publication. To facilitate this, it will be essential to maintain adequate levels of support staff, though no increase can currently be contemplated. Further analysis will be made by HMI and the Department's Establishments Branch of the benefits of electronic typewriters, distant conference facilities, facsimile transmission and word processors. There is scope for the introduction of modern technology into the work of the Inspectorate and a modest start will shortly be permitted with the computerised register of visits, which was planned at the time of the Scrutiny. With [Inspectors a high-cost, scarce resource and] no immediate prospect of increasing either support services or the data support unit, special consideration will be given to the supply of efficient modern equipment for essential tasks such as the standing record of inspectors' qualifications and experience and the construction of the inspection programme. In the light of such developments attention will be given to the Scrutiny's recommendation that the Inspectorate and the Department should jointly consider the division of tasks between Inspectors and support staff with a view to providing more guidance and training for both groups on what is expected of them.

24. Such innovations would enable Inspectors to spend more time on tasks which make best use of their professional skills and build relationships which lead to action on the ground. If the Inspectorate's findings are to have an impact upon policy formation and execution, sufficient time must be given to good liaison with the

Secretaries of States' other advisers. The Inspectorate's impact on the rest of the system similarly requires sufficient time. There is no set formula for the effective use of time for either purpose. As regards the former, the Inspectorate will continue to participate in both the permanent and the ad hoc machinery set up within the DES and Welsh Office for the consideration and formulation of policy advice to the Secretaries of State; and its members, like their generalist and specialist colleagues in the DES and Welsh Office, will continue to foster the good informal working relationships which are the Inspectors' most effective tool in this context. As regards relations with those outside the DES and Welsh Office and the LEAs, the Inspectorate must, within the limits of available time, maintain links with a wide range of validating and advisory bodies, educational agencies and representative groups with great collective power to shape education. Priority will be given to those organisations, like the National Advisory Body for Local Authority Higher Education and the Manpower Services Commission and the validating and examining bodies, who are most actively involved in the development and implementation of the Government's current policies.

LEA ADVISERS AND INSPECTORS

25. The agency best placed to influence the institutions maintained by a LEA is the local advisory service which it appoints. All LEAs appoint a number of advisers, mainly in relation to schools, who in some cases act also as inspectors. The functions of local advisers or inspectors vary widely, as do the scale and scope of their work; they may include administrative tasks concerned with such matters as the employment, redeployment and promotion of teachers. A local advisory service which inspects helps its LEA to be well informed about the institutions it maintains and to devise sound policies for assisting it in the discharge of its responsibilities; it also helps those who work in the institutions to improve their professional performance. This locally based work is complemented by that of HM Inspectorate in

its national role. Whatever their locally assigned duties, a strong cadre of advisers and inspectors greatly enhances the contribution which the work of the Inspectorate makes in any local authority. The Secretaries of State intend shortly to explore with the local authority associations whether there is a need for them to offer guidance on the role of local advisory services and the most effective co-operation between them and the Inspectorate. The recommendations of the Scrutiny will form part of the agenda.

CONCLUSION

26. The policy set out in this statement preserves the essential attributes of the Inspectorate which have stood the test of time but strengthens and sharpens its capacity to serve the ^{cause of quality in the} education system. It is the continuing duty of those with responsibility for the education system - Government, LEAs, individual institutions and those who work in them - to assess the adequacy of the educational standards achieved and the effectiveness and efficiency with which resources are being used. The new policy of wider publication of HMI's evidence will make the education system and its clients better informed and enable both to play their proper part in achieving effectiveness.

21 DEC 1982

