

Prime Minister.

19/5/83 1



A suggested response
(from Rayner Unit) is
attached. The
draft written Answer
is very long + Mr Perry
suggests it should be shortened.

SCOTTISH OFFICE

WHITEHALL, LONDON SW1A 2AU

Agree that I should

respond on your behalf
as proposed by the Rayner Unit.
PRIME MINISTER 8 February 1983

DF 2.1/2

SCRUTINY OF HM INSPECTORATE OF SCHOOLS IN SCOTLAND

Yes - this is not
an answer - it is
a lecture! It
ought to be
summarised.
not

You have already seen and commented on Derek Rayner's report on the scrutinies of the Inspectorates in England and Wales and in Scotland. I now attach a draft statement on the Scottish scrutiny which takes full account of your comments as well as those made by Derek Rayner and the Trade Unions who have been consulted.

Subject to your agreement I propose to issue this statement - in the form of a Written Answer - at the same time as Keith Joseph makes his statement on England and Wales. At the same time I intend to publish the scrutiny report, although some of its recommendations have not been accepted. I believe that the statement will be generally well received in the Scottish education service, by parents and by our own supporters.

I am sending copies of this minute and its enclosure to Keith Joseph, Nick Edwards and Derek Rayner.

G.Y.

G.Y.

SCRUTINY OF HM INSPECTORATE OF SCHOOLS IN SCOTLAND

DRAFT POLICY STATEMENT BY THE SECRETARY OF STATE FOR SCOTLAND

1. INTRODUCTION

1.1 I have completed a study of Her Majesty's Inspectorate of Schools in Scotland in consultation with ^{Lord} ~~Sir Derek~~ Rayner. 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 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

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 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.

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

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

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. Aspects of education now being examined with a view to reports being produced include management in secondary schools, schools and their communities, and educational opportunities for young people in urban areas. 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.

- 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.

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.

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.

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.

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 8 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.

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 Department 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.

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 IFÉ 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.

Education,
Policy on Expenditure,
p+3

FEB 9 1983





cc B1 1

SCOTTISH OFFICE
WHITEHALL, LONDON SW1A 2AU

Timothy Flesher Esq
10 Downing Street
LONDON

28 February 1983

mt
Pme Munster:

Dear Tim,

Yes

This is much
better. Agree to be

SCRUTINY OF HM INSPECTORATE OF SCHOOLS IN SCOTLAND

Written Answer

Thank you for your letter of 22 February.

RT 20/2

The Secretary of State is happy to adopt the Prime Minister's suggestion that the main points should be incorporated in a shorter Written Answer, a draft of which is enclosed. He feels that it is important to retain in full the material in the draft statement attached to his minute of 8 February and proposes to place a copy of this (and of the scrutiny report) in the Library. I should be grateful if you could let me know whether the Prime Minister has any comments on the enclosed draft.

I am sending copies of this letter and its enclosure to those who received yours.

Yours sincerely

John Wilson

JOHN S WILSON
Private Secretary

207-1101 OFFICE
WHITEHALL BRIDGE STREET



28 -- 7 1983



CONFIDENTIAL

Question: To ask the Secretary of State for Scotland if he has considered the future role of Her Majesty's Inspectorate of Schools in Scotland; and if he will make a statement.

Answer: I am today publishing a policy statement on the role and future operation of the Inspectorate. This follows the completion of a scrutiny of the Inspectorate within the programme co-ordinated by Lord Rayner. Copies of the statement and the scrutiny report are available in the library.

It is important that the country gets value for the massive resources which are invested in education and the Inspectorate has a key role to play in this. It will provide an audit of the system by assessing and reporting on the quality of education being provided. It will identify cost-effective ways of meeting educational needs and indicate desirable and attainable norms of quality. It is already nearing completion of a study of the management of secondary schools and further work of this kind will be undertaken.

The education system has to adapt to meet changing needs and has to find ways of improving the quality of education. The Inspectorate plays a crucial part in the system and the value of its work has been widely recognised; it has to give a lead in bringing about change as in the implementation of the Government's action plan for 16 to 18 year olds.

Its findings must be made more readily available to the customers of the education system - pupils, students, parents and employers. One way in which this will be achieved is by publishing promptly reports of general inspections of schools and colleges. Not only will this influence the institutions inspected but other schools and colleges will examine their own standards in the light of the reports, and parents and employers will be better informed about what they should require of the education service. This will lead to greater accountability to the general public.

To carry out the enhanced role of the Inspectorate there will have to be careful matching of staffing resources to the tasks being undertaken. It is important that staffing should be flexible and that it should be possible to bring in teachers and others who are leaders in their field to work on particular projects.

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

Gov Machinery: Rayner

Pt 13



10 DOWNING STREET

From the Private Secretary

22 February 1983

Dear Muir,

SCRUTINY OF HM INSPECTORATE OF SCHOOLS IN SCOTLAND

The Prime Minister was grateful for your Secretary of State's minute of 8 February covering a draft statement on the Rayner Scrutiny of HM Inspectorate of Schools in Scotland which it is proposed to issue in the form of a Written Answer.

You will now have seen my letter to Imogen Wilde of 14 February conveying the Prime Minister's observations on similar drafts for the Scrutiny of HM Inspectorate of Schools in England and Wales. The Prime Minister's response to the draft statement for Scotland is similar to that for England and Wales.

In sum, while Mrs. Thatcher is grateful for the thought and attention which have clearly gone into the draft, and is pleased with the direction in which it points, she thinks that it is far too long for a Written Answer and for that purpose should be shortened very considerably. It could then concentrate on the prime need of parents, their children and other students for an assurance that the quality of education delivered is sound, and on the selection of priority targets for inspectorial work and action.

The Prime Minister thinks that, in line with her observations on the text for England and Wales, the drafts should highlight such references as those to value for money (paragraph 1.4); the audit function (2.2 ii, 2.2 v, 3.1 i, and 3.3), including the prompt publication of reports and effective follow-up to them; and the management of institutions (3.1 ii and 3.3). Mrs. Thatcher does not think it necessary to include in the Written Answer references to the organisation of the inspectorate, other than the flexibility of staffing (paragraph 4.2). The Prime Minister would be glad to see the Written Answer again before it is finalised. If your Secretary of State wishes to retain the material in the draft statement attached to his minute, he might like to consider adopting a similar procedure to that for England and Wales with a short Written Answer and a longer policy statement.

I am sending copies of this letter to Imogen Wilde (Department of Education and Science), Adam Peat (Welsh Office) and Christopher Joubert (Rayner Unit).

In over

T. F.

Timothy Flesher

Muir Russell, Esq.,
Scottish Office.

Bre



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rwj

10 DOWNING STREET

From the Private Secretary

14 February, 1983

The Prime Minister has now seen your Secretary of State's minute of 8 February together with the accompanying drafts of a Written Answer, a Policy Statement and a booklet. Mrs. Thatcher thinks that these papers take the matter a good way towards completion and is grateful for the work which has clearly been put into them.

The Prime Minister wholly agrees with your Secretary of State that the Government needs "to give the public a clarion call" but in a realistic way. She also recalls her desire (see Willie Rickett's letter to you of 14 June, 1982) that the national inspectorates should be seen to be working on behalf of families and that, because their work must be selective, considerable efforts should be put into such problems as the inspection of particular institutions and the standard of provision of particular local authorities; prompt publication of the full reports of such institutions (which the Prime Minister is very glad are in train); the education of the children of immigrants; the management of large institutions; and the follow-up to national reports.

Against that background the Prime Minister thinks that the Written Answer is broadly on the right lines although she believes that it should be considerably shortened. I have passed on to you the Prime Minister's reservations about a number of phrases in the Written Answer; other references with which she is not entirely happy are to "those essential values for which the Inspectorate must stand" (paragraph 5) the meaning of which is not immediately apparent or to the inspectorates as one of a "multitude of change agents" (paragraph 2).

Mrs. Thatcher considers also that the message of the explanatory booklet for the public and also the policy statement could be put more clearly in fewer words and, for example, that the booklet should be about "Standards in Schools" rather than "HMI-Today" which will mean little or nothing to most parents. As they stand,

/these

these drafts do not give a sharp enough image of how the work of the inspectors helps to improve what actually happens in schools and elsewhere.

The Prime Minister would be grateful if these points could be considered in finalising the texts of the Written Answer, Policy State and the booklet. She would be grateful to see the text of the Written Answer again in draft but she is content not to see again the Policy Statement and booklet until they are published.

I am sending a copy of this letter to Muir Russell (Scottish Office), Adam Peat (Welsh Office) and Christopher Joubert (Rayner Unit).

Y
Lw. ever,
Tim F.

(Timothy Flesher)

Mrs. Imogen Wilde,
Department of Education and Science

Mr FLESHER

Tim flesher o/R

SCRUTINY OF HM INSPECTORATE OF SCHOOLS IN SCOTLAND

1. I attach:

- (1) a draft letter to Mr Russell as a basis for a reply to Mr George Younger's minute of 8 February; and TPM
- (2) a note on certain aspects of the text supplied by Mr Younger, which you may find helpful.

2. The draft reply is self-explanatory. It can be used in part as the basis for a phone call to Mr Russell, along with the note at (2) above, should you speak to him as you spoke to Mrs Wilde.

3. The only other point I need bring to notice is the fact that the "central institutions and colleges of education" will now be inspected (para. 3.1 i of the text). This is an interesting development; these bodies are, I understand, managed by independent governing bodies, representative of the local authorities and other interests, but they are funded directly by the Scottish Education Department; they include the agricultural colleges and the Royal Scottish Academy of Music and Drama.

SP

C PRIESTLEY

17 February 1983

Encs: Draft letter
Note

Muir Russell Esq
Scottish Office

SCRUTINY OF HM INSPECTORATE OF SCHOOLS IN SCOTLAND

The Prime Minister was grateful for your Secretary of State's minute of 8 February, covering a draft statement to be issued in the form of a Written Answer.

2. You will now have seen my letter to Imogen Wilde of 14 February, conveying to the Secretaries of State for Education and Science and for Wales Mrs Thatcher's observations on the drafts accompanying Sir Keith Joseph's minute. The Prime Minister has asked me to let you know that, mutatis mutandis, her response to the draft statement for Scotland is similar to that for England and Wales.

3. In sum, while Mrs Thatcher is grateful for the thought and attention which have gone into the draft, and is pleased with the direction in which it points, she thinks that it is very long for a Written Answer and that it could be shortened with advantage. It would then concentrate on the prime need of parents, their children and other students for an assurance that the quality of education delivered is sound (an item which should be included in the list in para.1.1) and on the selection of priority targets for inspectorial work and action.

4. The Prime Minister thinks that, in line with her observations on the text for England and Wales, the drafts should highlight such references as those to value for money (para. 1.4); the audit function (2.2 ii, 2.2 v, 3.1 i and 3.3), including the prompt publication of reports and effective follow-up to them; and the management of institutions (3.1 ii and 3.3.). Mrs Thatcher does not think it necessary to include in the Written Answer references to the organisation of the inspectorate, other than the flexibility of staffing (para. 4.2). The Prime Minister would be glad to see the Written Answer again before it is finalised.

5. I am copying this to Imogen Wilde (Education and Science), Adrian Peat (Welsh Office) and Christopher Joubert (Rayner Unit).

T J Flesher

COMMENTS ON DRAFT STATEMENT

INTRODUCTION

The list in para. 1.1 should include as a prime item, "the present and prospective needs of children and other students and the general public interest in value for money and education".

ROLE OF THE INSPECTORATE

2. The reference to "independence" in para. 2.1 could be cut back to the first two and the last sentences.

3. The reference to "audit" in para. 2.2 ii is an amazing piece of strangled prose. Why not, "to audit the quality of education and training provided on behalf of the Secretary of State and to provide him and others with direct responsibility for institutions with the advice and assistance needed to put things right"?

IMPLEMENTATION OF ROLE

4. The second sentence in para. 3.1 is extraordinary: the Secretary of State should feel very grateful!

5. The reference to publication of reports in para. 3.1 i (second sentence) should read "published soon after the inspection".

6. The material in para. 3.4 and 3.5 on structure is not needed in the Answer.

SIZE AND COMPOSITION OF HM INSPECTORATE

7. Paragraph 4.1 is unnecessary for the Answer.

8. The formula on "flexible" staffing in para. 4.2 is more guarded than that in para. 20 of the draft policy statement for England and Wales, which refers to short-term attachments. The Scottish Statement might conform.